



# The Supporting People Baseline User Survey Report



**supportingpeople**  
supporting independence



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August 2005

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# FOREWORD

## Policy context

Supporting People was launched on 1 April 2003 as a new, integrated programme for the provision of housing-related support services to vulnerable people. However, this does not mean that these services were not previously being provided. They were, but through a range of different routes including the Supported Housing Management Grant, Probation Accommodation Grant, DSS Resettlement Grant and Transitional Housing Benefit. It is these existing services, brought together and inherited by the Supporting People programme, which form the basis of this study.

It was always envisioned that Supporting People should be a vehicle for improving the delivery of housing related support. The programme provides, for the first time, the opportunity for Administering Authorities to look across, assess and plan for the provision of services in their area. The service review process is allowing them to properly check the strategic relevance, quality and value of their existing services. They have also prepared 5-Year Strategies setting out the future pattern of services which they wish to see delivered. Between these processes, there are significant opportunities for them to engineer and procure changes and improvements to their local services.

In order to measure the extent to which Supporting People is able to deliver improvements to services, it was important to first understand and capture what was already being achieved. The purpose of the survey, which was based on a successful feasibility study, was to find out whether the services that were carried over into the programme met the needs and desires of their service users. Administering Authorities will also be able to repeat the survey locally to assess how their service user satisfaction levels fit with the national picture.

The results of this survey indicate that the services which were carried over into the Supporting People programme are making a contribution to meeting service users' needs and are generally valued by their users. This is an important finding, as it recognises the contribution which housing related support already makes to improving and maintaining the quality of life of vulnerable people. This is why the Government remains strongly committed to the delivery of high quality, value for money housing related support services.

At the same time, the survey provides a number of important pointers as to how the delivery of services could be further improved. It is clear that existing users are able to identify additional support which they would wish to have – and in principle could be – provided through the programme. This is particularly the case for socially excluded groups, where Supporting People should be able to add significant value in enabling them to maximise their capacity to live independently. Some of these issues are being explored further in our research on homeless families and homeless 16 and 17 year olds which aims to look at the causes and effects of homelessness.

There are also important reminders in the survey that it is essential that services are sensitive to the needs of different vulnerable groups, such as Black and Minority Ethnic (BME) groups, if authorities and providers are to ensure that the service user is properly able to benefit. Later this year the Office plans to issue research based guidelines to authorities on providing homelessness and related support services to BME people that are sensitive to the issues facing different ethnic groups.

The survey also highlights the challenges around multiple and complex needs, where there are a wider range of user needs which cannot always be picked up or met by one provider. This demonstrates the importance of joint working and, where appropriate, joint commissioning with local partners in the Supporting People programme in order to deliver services that can meet a wide range of diverse needs.

This report is a useful and timely reminder of the issues authorities should be addressing in the planning and delivery of Supporting People services.

**Terrie Alafat**

Director Homelessness and Housing Support Directorate  
Office of the Deputy Prime Minister

# CHAPTER 1

## Key findings

- 1.1 This chapter outlines the key findings from a survey of people using services that are eligible for funding via the Supporting People programme. It was carried out just before the Supporting People programme went live and may be regarded as a 'baseline' against which progress can be measured.
- 1.2 The Supporting People programme funds a wide variety of services, helping a wide variety of people. Most service providers focus on helping people in particular circumstances, such as families experiencing homelessness, or people with mental health problems trying to live independently.
- 1.3 Each service provider has identified a primary 'user group' in communications with ODPM. This is one of the most convenient ways of classifying the survey respondents and has been used extensively in this report.
- 1.4 At the time of the survey, the vast majority of service users (71%) were classified as 'older people with general support needs'. The rest may be described as 'socially excluded' and this report identifies six groups for separate analysis:
  - Single homeless people with support needs (8% of service users);
  - People with mental health support needs (5%);
  - Homeless families with support needs (2%);
  - Young people at risk (2%);
  - Offenders and those at risk of offending (2%); and
  - Women at risk of domestic violence (1%).
- 1.5 The researchers proportionately over-sampled service users from these socially excluded groups. However, the final data set has been 're-weighted' so that it provides an accurate picture of the whole Supporting People user group.
- 1.6 There were three key questions for the survey to answer:
  - What kinds of help were service users getting?
  - What kinds of help did they want but were *not* getting? and
  - Overall, how satisfied were they with the service?

## What kinds of help were service users getting?

- 1.7 The survey presented 13 different kinds of help which can be banded into five categories:
  - **Practical advice** (including (a) improving home security, (b) looking after money, (c) keeping safe when going out, and (d) cooking, cleaning and doing laundry better);
  - **Help with dealing with the authorities** (including (a) filling in official forms, (b) speaking to Social Services or the council, and (c) Making appointments to see a doctor, nurse, social worker or solicitor);
  - **Behavioural help** (including (a) improving self-confidence, (b) learning how to control feelings/anxieties better, and (c) learning how to get on with people better);
  - **Regular health checks**; and
  - **Horizon broadening** (including (a) suggesting groups/activities of interest, and (b) finding about groups/activities identified by the service user).
- 1.8 To get a tick in a category, the survey respondent had to report at least one of the kinds of help listed in the brackets.
- 1.9 Table 1.1 shows what sort of help service users were getting at the time of the survey. Cells are highlighted in red if 90%+ were receiving that kind of help, and in yellow if the figure is between 70% and 89%.
- 1.10 On average, each service user was getting between two and three of the five different categories of help specified above. However, those from socially excluded groups tended to get between three and four.
- 1.11 The most common form of help was ‘regular health checks’, although members of the socially excluded groups were more likely to report getting help dealing with the authorities. Homeless families tended to get a smaller variety of help when compared with other service users from socially excluded groups.

Table 1.1 Reports of help receipt

	Proportion of each group who reported receiving at least one type within each category of HELP (+mean)					
	Practical advice	Dealing with authorities	Emotions	Health checks	Horizons	MEAN out of 5
ALL SERVICE USERS	45%	58%	21%	72%	46%	2.4
All older people with general support needs	39%	48%	10%	74%	40%	2.1
All 'socially excluded' groups	65%	90%	57%	65%	66%	3.4
• People with mental health problems	76%	95%	69%	76%	72%	3.9
• Young people at risk	78%	97%	64%	62%	77%	3.8
• Offenders	71%	97%	53%	71%	73%	3.7
• Women at risk of domestic violence	64%	91%	63%	63%	69%	3.5
• Single homeless	61%	90%	57%	71%	65%	3.4
• Homeless families	43%	84%	33%	44%	50%	2.5

Base: all respondents in each group (3617, 900, 2717 (sub-groups = 318, 245, 134, 224, 953, 351))

## Does the service user's background make a difference?

1.12 Although 'user group' is a very convenient way of segmenting the service user population, it is not the only one. The user group label is a proxy for the service user's current circumstances but the formative events in a person's life have a great influence on how he/she *reacts* to these circumstances. This is an important context for the 'help' data.

1.13 The survey identified seven varieties of negative life experience:

- Physical and sensory disabilities
- Low literacy
- Mental health problems (including depression)
- Substance misuse
- Experience of emergency living arrangements (short-stay hostels or street-life)
- Family problems (including partner abuse or separation from children)
- Trouble with the law

1.14 Table 1.2 shows how different user groups reported different life experiences. Cells are highlighted in red if 75%+ reported that type of experience, and in yellow if the figure is between 50% and 74%.

1.15 The vast majority (80%) of older people with general support needs reported physical or sensory disabilities and a substantial minority (25%) reported mental health problems, mostly depression. They did not tend to report the other types of experience, although 8% said they had problems reading or writing English.

1.16 The 'socially excluded' service users were less likely than the older service users to report physical problems (38%) but much more likely to report mental health problems (69%). Many reported having suffered the other problems too. For example, one third (35%) reported current or recent substance misuse, and one quarter (27%) said they had been in trouble with the law in the last few years. Offenders tended to report a greater variety of problems than anyone else.

1.17 Around one in five (21%) of the socially excluded service users said they had problems reading and writing English and this was fairly consistent across all the sub-groups. To put this in context, in a recent survey, only around 2-3% of the general adult population said their reading ability was poor<sup>1</sup>.

Table 1.2 Reports of negative life experiences

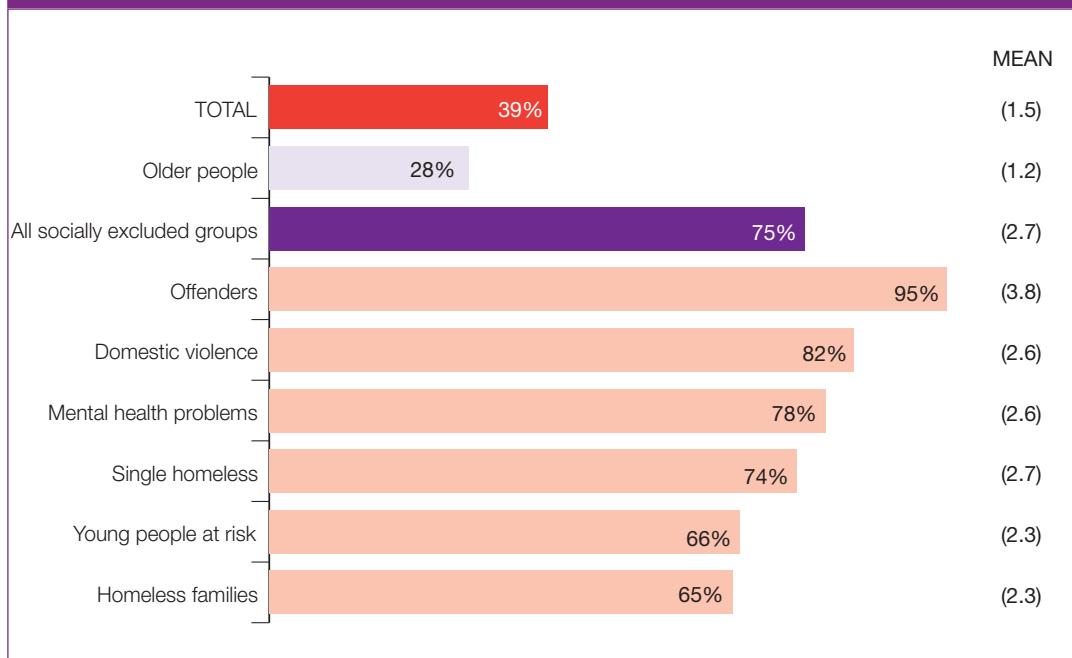
	Proportion of each group reporting each type of NEGATIVE LIFE EXPERIENCE (now or in past few years)						
	Physical or sensory disabilities	Low literacy	Mental health	Drug or alcohol misuse	Short stay hotels or street life	Family issues	Trouble with Law
ALL SERVICE USERS	70%	11%	35%	10%	11%	10%	7%
All older people with general support needs	80%	8%	25%	2%	1%	2%	1%
All 'socially excluded' groups	38%	21%	69%	35%	42%	37%	27%
• People with mental health problems	46%	25%	91%	34%	29%	22%	15%
• Offenders	46%	20%	76%	75%	63%	34%	71%
• Single homeless	37%	19%	64%	38%	50%	37%	30%
• Homeless families	30%	17%	57%	19%	40%	50%	17%
• Women at risk of domestic violence	19%	18%	67%	15%	38%	91%	12%
• Young people at risk	20%	23%	48%	23%	42%	40%	31%
Base: all respondents in each group (3617, 900, 2717 (sub-groups = 318, 134, 953, 351, 224, 245))							

1.18 One way of summarising this data is to work out what proportion of each group reported more than one problem and also what the average is for each group.

1.19 Figure 1.1 shows that, overall, only 39% of service users reported more than one problem but this rises to 75% among the socially excluded groups where the mean is 2.7 problems.

1.20 Offenders tended to report more problems than any other group: 95% reported two or more, and 63% reported four or more. This last figure was more than twice that of any of the other socially excluded groups.

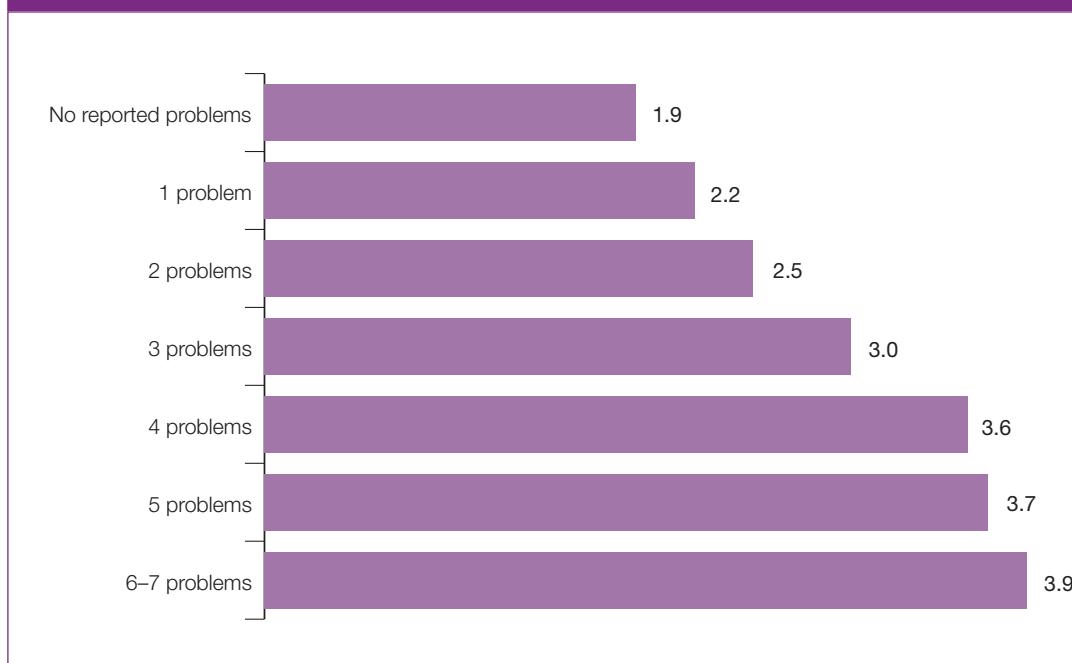
**Figure 1.1 Proportion of each group reporting MORE THAN ONE PROBLEM (+mean number of problems for each group)**



Base: all respondents in each group (3617, 900, 2717 (sub-groups = 134, 224, 318, 953, 245, 351))

1.21 There was a clear correlation between the variety of help reported by a service users and the variety of problems he/she reported. The greater the variety of problems, the greater the variety of help received. Figure 1.2 illustrates this graphically. Those reporting three or more different problems tended to be in receipt of most of the types of help on offer.

**Figure 1.2 Variety of reported help (mean number of categories – out of 5) set against the variety of reported problems**



Base: all respondents in each group (325, 975, 860, 642, 446, 254, 115)

## What kinds of help did service users want but were not getting?

1.22 Some service users said they wanted help but also said they were not getting it from the provider. This does not mean that the provider had *refused* to give that help but it does imply that providers are not offering services routinely.

1.23 Figure 1.3 shows the proportion of ‘socially excluded’ service users<sup>2</sup> who *wanted* each kind of help set against the proportion who were *already in receipt* of that help. It also shows a sum of the two, labelled as ‘demand’<sup>3</sup>. It is a moot point whether wanting/not wanting a service can be equated with needing/not needing that service. Therefore the term ‘demand’ has been used in preference to ‘need’.

1.24 For the most part, demand for each service is met. This is especially true of those services with the greatest demand. However, even here there is substantial unmet demand: between 10% and 20% for each type of help.

1.25 There are no instances where the proportion wanting help is greater than the proportion who get that help. However, there are some types of help where ‘demand’ outstrips supply 3:2 or more:

- finding out about groups or activities that interest the service user (demand = 55%, supply = 31%);
- providing advice about home security (demand = 47%, supply = 28%);
- controlling feelings of anxiety (demand = 53%, supply = 36%); and
- advice about keeping safe (demand = 37%, supply = 21%)

There is only mid-level demand for these types of help and there is no strong ‘theme’ linking them together. The most that can be said is that plenty of service users want help getting into new activities and that some providers may have underestimated their clients’ need to feel safe.

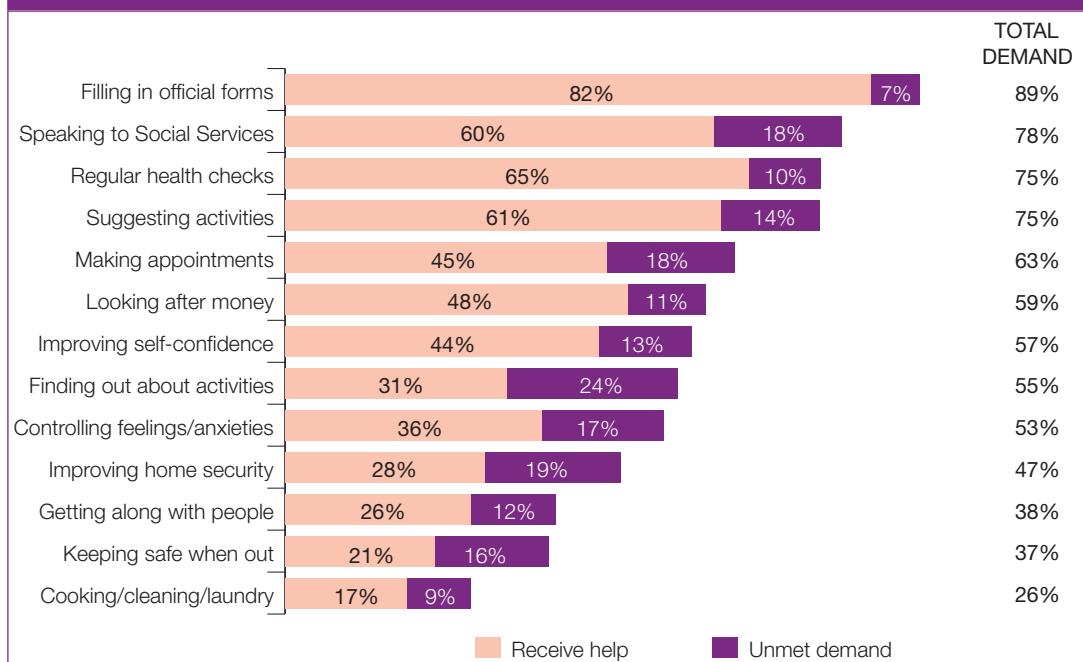
Overall, demand for behavioural help (improving self-confidence, controlling anxiety and help getting along with people) was relatively low but the level of unmet demand was quite high. Providers appear to be better at fulfilling demand for practical help than at dealing with less concrete needs.

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2 For the purposes of analysis, it is best to split the dataset into (a) the socially excluded user groups, and (b) the older people with general support needs.

3 However, it should be borne in mind that some people may be in receipt of services they did not ask for.

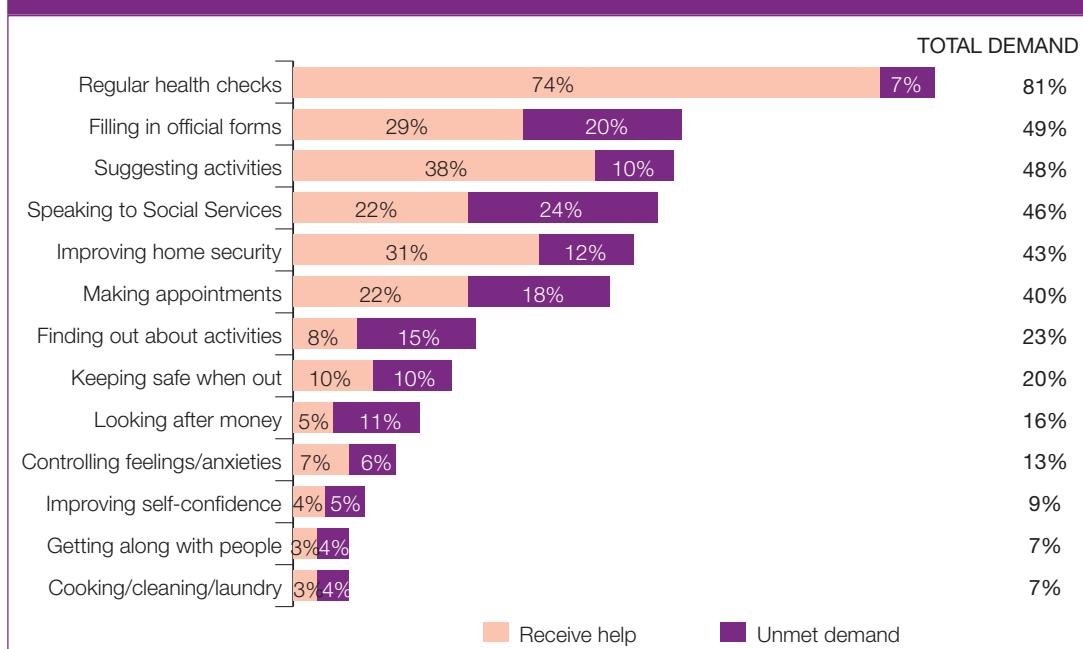
Figure 1.3 Proportion of the socially excluded user group who (a) received each type of help, and (b) wanted that type of help



Base: all respondents in 'socially excluded' user group (2717)

1.26 Demand for services tended to be lower among the older people with general support needs. However, the level of *unmet* demand was still substantial. While the vast majority of providers regularly check the health of these older service users, other services are much less common. In particular, there is a clear unmet demand for help filling in forms, making appointments and speaking to the council or social services. A significant number would also like help developing their own interests by 'finding out about activities' but this is very rarely given. Demand outstripped supply by 3:1 (demand = 23%, supply = 8%).

Figure 1.4 Proportion of the older people user group who (a) received each type of help, and (b) wanted that type of help

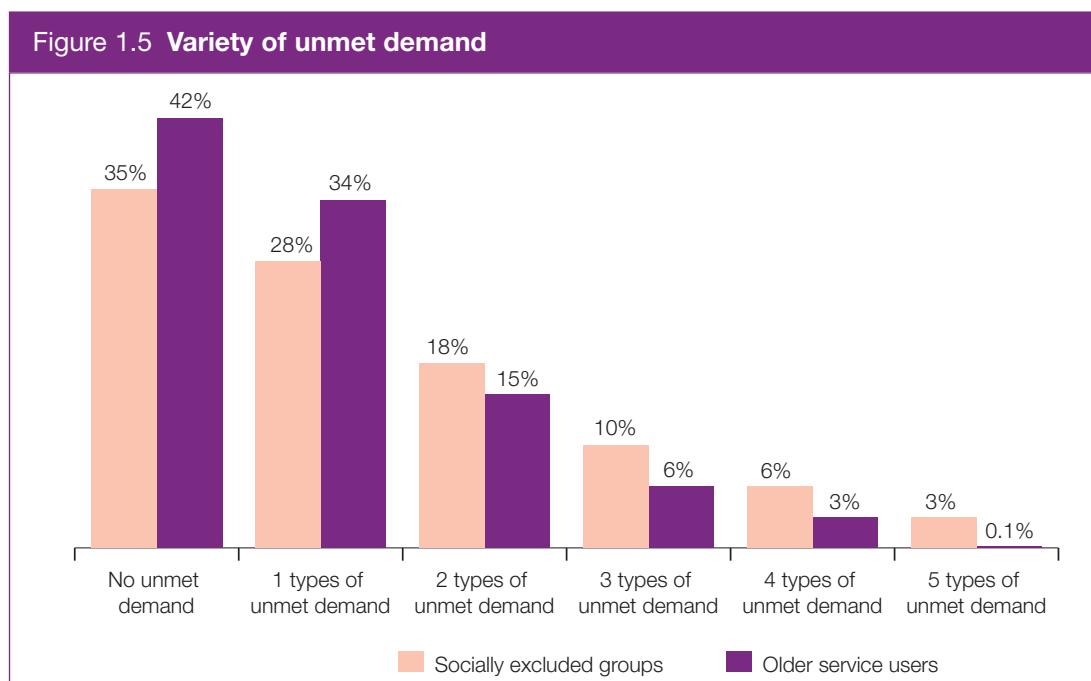


Base: all respondents in 'older people' user group (900)

1.27 The level of unmet demand can be summarised with reference to the five help categories defined earlier: (1) practical help, (2) help dealing with authorities, (3) behavioural help, (4) health checks and (5) broadening horizons.

1.28 Figure 1.5 gives a point for any unmet demand in each of the five categories. Service users from the socially excluded user groups tended to report a wider variety of unmet demand than the older service users. Nevertheless, in both groups, only a minority reported unmet demand in more than one category<sup>4</sup>.

1.29 One in five of the socially excluded service users reported unmet demand in three or more categories and this may be described as 'significant unmet demand'. Only one in ten of the older service users reported the same.



## Overall, how satisfied were the service users?

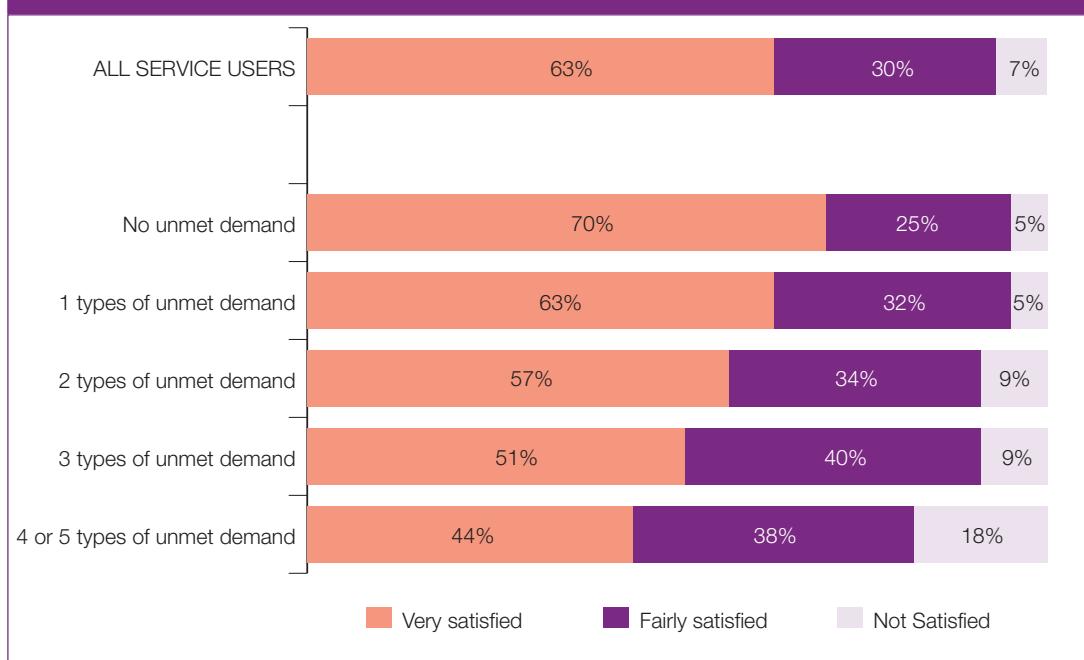
1.30 Most service users expressed satisfaction with the overall quality of the service they received. Nearly two thirds (63%) said they were 'very satisfied', and a further 30% said they were 'fairly satisfied'.

1.31 There was little variation between user groups, with the proportion 'very satisfied' ranging from 56% (young people at risk) to 66% (women at risk of domestic violence).

1.32 However, there was a significant negative correlation between satisfaction and the level of unmet demand. 70% of those with no unmet demands were 'very satisfied' compared to 44% of those with 4 or 5 categories of unmet demand. Nevertheless, 44% is still quite high and, even among this group, only a minority were *not* satisfied. The vast majority were at least 'fairly' satisfied.

<sup>4</sup> There was very little variation in unmet demand between the six main 'socially excluded' sub-groups. Between 16% (offenders) and 20% (single and family homeless) reported three or more unmet wants, and the mean varied from 1.2 (people with mental health problems) to 1.5 (women at risk of domestic violence).

Figure 1.6 Service satisfaction and level of unmet demand



Base: all respondents in each group (3617, 1315, 1048, 628, 344, 282)

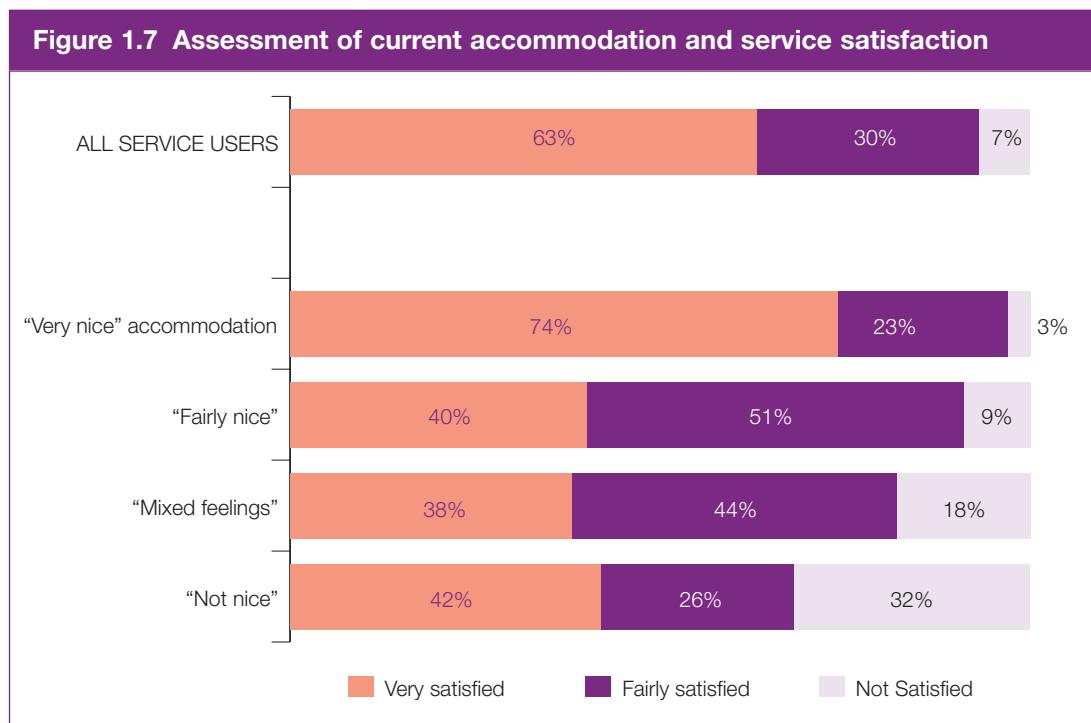
1.33 Linear regression analysis suggests that there are six key variables associated with satisfaction. Some are more strongly associated with satisfaction than others but all have a significant independent effect:

- If the service user thinks their current accommodation is 'very nice';
- If he/she is getting a wide variety of help and has few unmet needs<sup>5</sup>;
- If he/she is getting support in their own home;
- If he/she is older;
- If he/she has fewer negative life experiences to deal with; and
- If he/she feels safe when out in the neighbourhood.

1.34 Obviously, policy cannot affect some of these (e.g. age and negative life experiences). However, it is clear that if someone feels safe and comfortable in their own home he/she is more likely to be satisfied with the services that are delivered.

1.35 Figure 1.7 shows that the proportion very satisfied with services drops from 74% to 40% when the standard of accommodation drops from 'very nice' to 'fairly nice'. However, this percentage does not go down any further, even when the accommodation is described as 'not nice'. This suggests that a substantial number of service users are able to separate the quality of personal help they receive from the quality of the accommodation.

1.36 Having said that, around a third of those who said their accommodation was 'not nice' were also 'not satisfied' with the overall service they received. Clearly, for some others, the two are very closely linked.



Base: all service users in each group(3617, 1758, 957, 687, 211)

1.37 The older service users tended to be much happier than the socially excluded groups with their accommodation. Three quarters (76%) thought it was 'very nice', compared to only 42% of the socially excluded service users. Half of all those who didn't like their accommodation came from the latter group, although they comprised only one quarter of all service users.

1.38 Nevertheless, the vast majority (81%) of those who had moved in the last twelve months thought the new place was better than the previous place. This at least suggests some positive changes in the accommodation available to people.

# CHAPTER 2

## Profile of Service Users

### Summary of Key Findings

2.1 The Supporting People programme funds a wide variety of services, helping a wide variety of people. Services are usually targeted at people with specific needs. In this report, service users have been segmented into two major client groups and a number of sub-groups. The two major groups are:

- Users of services designed for older people [OP users]: 76% of all
- Users of services designed for people with complex or multiple needs [SE users]: 24% of all

2.2 The majority (85%) of all service users were clients of accommodation-based services, and almost all of the rest (12%) were using floating support. However, this aggregate figure obscures the true picture. Nearly a third (30%) of the SE user group was using floating support, compared to only 6% of the OP user group. However, despite the vast majority of the OP user group using accommodation-based services, they still comprised four in ten of all floating support users.

2.3 Overall, the most common form of accommodation was sheltered accommodation. Six in ten service users lived in this sort of place but they were all members of the OP user group. Virtually nobody in the SE user group lived in sheltered accommodation.

2.4 Around half (51%) of the SE user group lived in supported accommodation, with the rest spread between Housing Association (HA) or local authority housing (25%), and temporary accommodation (including hostels and B&Bs) (16%). The main exception was that the majority (55%) of women at risk of domestic violence were living in a specialist refuge.

2.5 Overall, around half of all service users were living on their own or with family members and without sharing additional facilities such as a common lounge or laundry room. However, only 16% of those living in temporary accommodation were in this position. More than half (56%) of this group both lived with non-family members and also shared additional facilities with other people.

2.6 Around four in ten of those living with non-family members had been living in their current accommodation for more than a year. They may not have been sharing for the entire period but it indicates that, for a minority, such 'doubling-up' can last for quite a long time. In total, 4% of all service users had been in this situation for more than a year.

- 2.7 The vast majority (78%) of those who had moved in the last year said they would not have been able to stay in their previous place. Four in five (81%) said their current place was better, and only 8% thought it was worse. Interestingly, this positive report cuts across all client groups and all current accommodation types.
- 2.8 Overall, two thirds (63%) of service users said “I see myself living here for the rest of my life” but there was a huge difference between the OP and SE user groups. Only 13% of the SE user group selected this statement, compared to 79% of the OP user group. The different age profiles almost certainly drove response to this question.
- 2.9 The most frequent response from the SE user group was “I see where I am now as a stepping stone to somewhere different”, selected by 50%. This at least indicates some planning for the future. Only one in seven claimed to have no plans at all.
- 2.10 The survey found that more than six in ten service users were women. However, this reflects the numerical dominance of the OP user group. In contrast, the majority (58%) of the SE-user group was male. The Offenders sub-group was almost exclusively male (83%) and men also made up around two thirds of the ‘single homeless’ and ‘people with mental health support needs’ sub-groups.
- 2.11 In total, only 3% of service users were working, either full time or part time. This figure rises to 9% among those in the SE user group but those looking for work outnumber those in employment by three to one.
- 2.12 Nearly one in five (17%) members of the SE user group were from minority ethnic backgrounds. This is double the proportion in the full adult population of England (c. 8%) and far more than in the OP user group (1%).
- 2.13 A substantial minority (8%) of the SE user group did not speak English as a first language. It is estimated that one in five of these service users struggle to communicate with their service provider.
- 2.14 Four in ten of the SE user group were suffering from physical problems, compared to eight in ten of the OP user group. Mental health problems were also common among service users, although this was predominantly restricted to depression. The majority (56%) of the SE user group reported suffering from depression and one in five reported suffering some other form of mental health problem too.
- 2.15 One in ten service users said they had problems reading and/or writing English. Members of the SE user group were more than twice as likely as members of the OP user group to report this kind of problem (21% compared to 8%).
- 2.16 One in five of the SE user group reported current problems due to either alcohol or drug use. This was very rare among the OP user group. Members of the ‘offenders’ sub-group were the most likely to have substance misuse problems. Nearly half reported one or the other, including a third with drug problems. They were nearly three times as likely as the second group on the list – single homeless people – to report current drug problems.
- 2.17 One in ten of the SE user group reported current problems with an abusive partner or family member, and 15% reported child access problems.

- 2.18 Hardly any members of the OP user group had been in trouble with the law in the last few years (1%) compared to more than one in four (27%) of the SE user group, many of whom (11% in all) had been incarcerated during this period.
- 2.19 Overall, 11% had spent time living in short stay hostels or on the streets in the last few years. However, this rises to 42% of the SE user group, since only a couple of respondents in the numerically dominant OP user group reported this condition.
- 2.20 Offenders reported the widest variety of current/recent problems. On average, they said they reported four of the seven different categories. The majority of the other SE user groups reported at least two problems, but less than one quarter reported four or more. The vast majority of the OP user group reported only physical or sensory disabilities.

## Services Funded by the Supporting People Programme

- 2.21 The Supporting People programme funds a wide variety of services, helping a wide variety of people. Most of these services are tightly linked to specific accommodation units that are owned or managed by the service provider. The intensity of these services can vary from simple warden operations ('sheltered accommodation') to more tailored support for those with complex needs ('supported accommodation'). The programme also provides funding for some hostels, night shelters and other forms of temporary accommodation.
- 2.22 However, a growing number of services are *not* linked to specific accommodation units. These 'floating support' services are provided to those who are living independently but need help to continue doing so, they may also be people who are moving towards independent living from more supported environments. Some of these people may have recently moved from supported or temporary accommodation and need help to maintain their newly independent status. Others may have always lived independently but may lose this status without preventive action. This last group is often identified through 'outreach' work. Many of these outreach programmes also receive funding from the Supporting People budget.
- 2.23 A small number of providers have integrated their accommodation-based operations with one or more floating support services. This should allow them to provide more holistic programmes of support but such operations are the exception rather than the rule.
- 2.24 Table 2.1 shows a weighted distribution of Supporting People-funded services at the time of the survey<sup>6</sup>. It is weighted so that it is representative of service users, rather than services per se<sup>7</sup>. It shows that 85% of all service users were clients of

<sup>6</sup> This is based on the survey results and is not based on 'household units' as listed in the Supporting People services database (Dec 02 'bespoke sampling extract'). In practice, BMRB found that the number of people using a service varied significantly from the listed 'household units' value.

<sup>7</sup> Because this was a cross-sectional 'snapshot' survey, longer-term service users had a greater probability of being sampled than those with shorter-term needs. Therefore, the survey sample is representative of service users at a particular moment in time but not of all users of services between time x and time y.

accommodation-based operations, and almost all of the rest (12%) were using floating support. Only a tiny proportion (3%) were clients of integrated operations, and most of these were using the accommodation-based service strand.

**Table 2.1 Types of service (weighted to user numbers)**

Service structure	% of all service users
Wholly accommodation-based services	85%
Wholly non-accommodation-based services	13%
• Floating support	(12%)
• Outreach services	(<0.5%)
• Others	(1%)
Integrated accommodation / non-accommodation services	3%
• Using accommodation-based element	(2%)
• Using non-accommodation-based element	(1%)
<b>Base: all respondents (3617)</b>	

## Service Users

2.25 Services are usually targeted at people with specific needs. For example, there are services that specialise in helping those with mental health support needs to continue to live in the community. Others provide support and advice to those with drug dependency. A large number specialise in sheltered accommodation for older people with mobility problems.

2.26 Each service seeking funding from the Supporting People programme completed the SP3 form as part of its application. This form helps to classify the service and includes details about its 'client' base. Each service had to describe its 'primary' and (if applicable) 'secondary' client types, using a pre-coded list. This is undoubtedly crude since most service users do not fit into a single discrete category. For instance, many older people with general support needs might also fall into the 'people with physical disabilities' category. Similarly, many single homeless people also have problems with drug or alcohol use, or suffer from poor mental health. Nevertheless, this categorisation at least provides an indication of the service user profile.

2.27 Table 2.2 shows that, at the time of the survey, the vast majority (71%) were using services designed for older people with general support needs. This partly reflects the support environment that existed before the Supporting People programme was introduced. Providers set up services in response to an easily identified – and easily met – market demand. Few catered for people with more complex, demanding needs. The Supporting People programme is designed to provide a more strategic response to meeting housing related support needs so that gaps in provision are addressed by local authorities. Nevertheless, older people are likely to form the majority of service users for some time to come.

Table 2.2 **Service users (by user group)**

Users of services designed for...	% of all service users
Older people with support needs	71%
Single homeless people with support needs	8%
People with mental health support needs	5%
Users of 'generic' services	3%
Frail elderly	2%
Young people at risk	2%
Homeless families with support needs	2%
Offenders and people at risk of offending	2%
People with a physical or sensory disability	2%
Women at risk of domestic violence	1%
People with drug problems	<0.5%
Young people leaving care	<0.5%
Older people with mental health problems	<0.5%
People with alcohol problems	<0.5%
Teenage parents	<0.5%
Mentally disordered offenders	<0.5%
Rough sleepers	<0.5%
Base: all respondents (3617). Services whose primary client type was 'people with learning disabilities' were excluded from the survey as they were subject to a concurrent Dept of Health Survey.	

2.28 Given this lop-sided user profile, a purely representative sample of service users would have yielded a large, fairly homogenous sample of older users, and a much smaller sample of those with complex or multiple needs. This would have (a) restricted analysis of the different sub-groups and (b) provided a poor reflection of service cost. On average, services to older people with general support needs cost less to deliver than services that address complex or multiple needs.

2.29 Instead, the researchers proportionately over-sampled users of services designed for those with complex or multiple needs. This increased the variety of the sample, and provided robust sample sizes for several different client groups, instead of just one or two.

2.30 In this report, service users have been segmented into two major client groups and a number of sub-groups. The two major groups are:

- Users of services designed for older people **[OP users]**; and
- Users of services designed for people with complex or multiple needs who may be termed 'socially excluded' **[SE users]**

2.31 The OP user group includes those who use services designed for (a) older people with general support needs, (b) frail elderly, (c) older people with mental health problems, and (c) people with physical or sensory disabilit(ies). This group covers 76% of all service users.

2.32 The SE user group includes everyone else, and covers the remaining 24% of service users. Six specific client groups are also regularly identified in analyses:

- Single homeless people with support needs;
- People with mental health problems;
- Young people at risk;
- Homeless families with support needs;
- Offenders and people at risk of offending; and
- Women at risk of domestic violence.

2.33 The 'major' group segmentation is a practical solution to a simple problem. For many of the survey questions, the data cannot be broken down into individual client groups because there aren't enough responses to support that level of analysis. However, because older service users numerically dominate the (weighted) sample, top-level reports conceal the variation in experience and opinion that clearly exists.

2.34 Therefore, the researchers sought a simple, yet meaningful top-level segmentation that could be used on every question. Early assessment of the data suggested that the OP/SE division adopted above was the most appropriate. Table 2.3 demonstrates how different the two groups are in both their demographic and behavioural profiles.

**Table 2.3 Selected survey data (OP and SE user groups compared)**

% of OP user group	% of SE user group (+ range between contributing sub-groups*)
% who were using non-accommodation-based services**	7% 35% (18% to 36%)
% who have lived in current accommodation for less than 1 year	10% 59% (34% to 78%)
% living with*** non-family members	1% 33% (7% to 47%)
% who have ever spent time on the streets/in short-stay hostels	1% 42% (29% to 63%)
% who say they <b>currently</b> experience mental health problems (self-report)	21% 60% (36% to 86%)
% from minority ethnic backgrounds	1% 17% (10% to 24%)
% aged under 65	10% 96% (94% to 100%)

Base: all in OP user group (900), all in SE user group (2717)

\*single homeless, homeless families, people with mental health support needs, women at risk of domestic violence, young people at risk, offenders or those at risk of offending

\*\* This includes floating support, outreach services and non-accommodation based elements of integrated services

\*\*\*sharing bathroom or kitchen

2.35 It should be made clear at this point that not everyone using services designed for a particular client type will match that description. For example, it is perfectly possible for someone who is not homeless to nevertheless be using services designed for homeless people. This person may have been homeless in the past and still need some level of support. However, although it is more accurate to describe this person as 'a user of services designed for single homeless people', it makes for rather

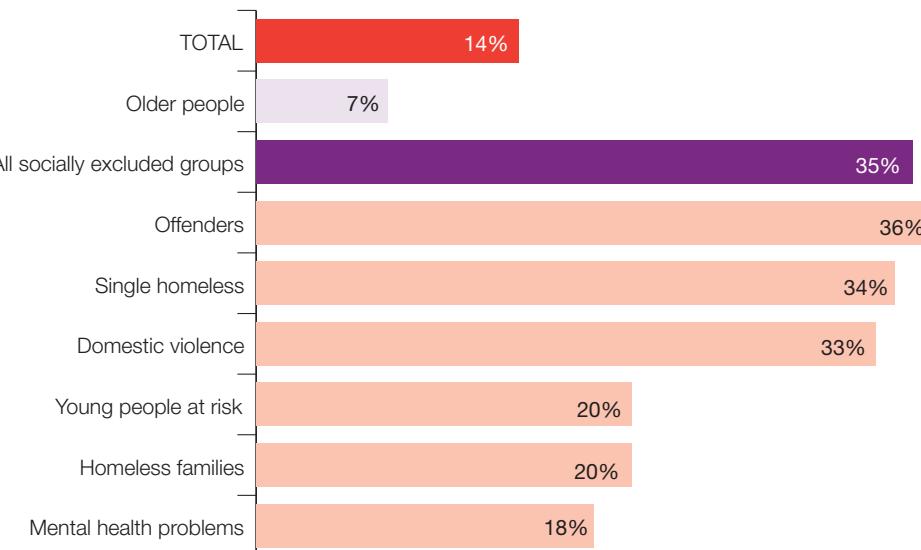
convoluted sentences. Throughout this report, the service's primary client type is used as a shorthand so, in the example above, the respondent will be referred to as a 'single homeless person' rather than as a 'user of services designed for single homeless people'<sup>8</sup>. Nevertheless, the distinction ought to be borne in mind.

## The Relationship Between Service Users and Service Types

2.36 With these new groups in mind, it is worth returning to the service type analysis. Overall one in seven (14%) service users received non-accommodation-based services<sup>9</sup> but this aggregate figure obscures the true picture. More than a third (35%) of the SE user group received non-accommodation-based services compared to only 7% of the OP user group.

2.37 Figure 2.1 demonstrates the additional variation within the SE user group. The proportion receiving non-accommodation-based services ranged from just 18% of the 'mental health support needs' user group to 36% of the 'offenders' user group.

**Figure 2.1 Proportion of service users receiving non-accommodation-based support\***



Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 134, 953, 224, 245, 351,

\*Includes services integrated with accommodation-based services as well as wholly non-accommodation-based services

2.38 The precise format of these non-accommodation services varied only slightly by user group. Almost everybody was getting floating support rather than outreach or resettlement services. The exception was the 'offenders' user group. This group

8 Occasionally, the authors have also used 'single homeless user group' and similar terms.

9 Includes floating support, outreach services and non-accommodation-based elements of integrated services

was as likely to be using resettlement services as to be using floating support (see Table 2.4).

2.39 Some services include both accommodation-based and non-accommodation-based elements although, logically, each client uses only one element at any one time. This kind of integrated service is meant to help smooth the transition toward independent living. Overall, only 3% of service users were using an integrated service but it was much more common among certain user groups. Around one in five women at risk of domestic violence (21%) were using an integrated service and around one in ten of all the other SE sub-groups (except offenders) were doing the same. However, the only groups to use the non-accommodation-based element were the 'single homeless', 'homeless families' and 'domestic violence' user groups. All the rest exclusively used the accommodation-based element.

**Table 2.4 Proportion of service users receiving each type of support**

Service user groups	Accommodation-based support		Non-accommodation-based (N-A) support		
	Receiving wholly Acc. support	Receiving Acc. support as part of an integrated service	Receiving N-A support as part of an integrated service	Receiving floating support	Receiving outreach support
All service users	84%	2%	1%	12%	<0.5%
OP user group	92%	1%	<0.5%	6%	<0.5%
SE user group	59%	6%	2%	28%	1%
• People with mental health support needs	74%	8%	—	17%	—
• Homeless families	71%	10%	1%	17%	—
• Young people at risk	68%	12%	—	17%	—
• Single homeless people	61%	5%	3%	26%	—
• Offenders or those at risk of offending	61%	3%	—	20%	—
• Women at risk of domestic violence	52%	15%	6%	24%	3%

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 318, 351, 245, 953, 134, 224))

2.40 Policy makers are particularly interested in floating support so the researchers oversampled the clients of such services. This has allowed a more extensive analysis of this important group.

2.41 Despite the vast majority of the OP user group using accommodation-based services, they still comprised four in ten (41%) of all floating support users. Only two of the SE user sub-groups comprised more than 5% on their own: 'single homeless' (20%) and users of 'generic' services (18%). This last group is interesting because they made up only 0.5% of accommodation-based service users. Clearly, floating support services were less likely than accommodation-based services to classify their clients into one neat user group.

Table 2.5 Distribution of floating support user groups

Service user groups	% of all users of floating support
OP user group	41%
SE user group	59%
• Single homeless people	(20%)
• People with mental health support needs	(7%)
• Offenders or those at risk of offending	(3%)
• Young people at risk	(3%)
• Homeless families	(3%)
• Women at risk of domestic violence	(2%)
• Others	(22%, inc. 'generic' = 18%)

Base: all using floating support services, including those using services integrated with accommodation-based services (942)

## Types of Accommodation

2.42 Service providers also supplied information about the kinds of accommodation occupied by the selected service users, even if they didn't manage the property themselves<sup>10</sup>.

2.43 Overall, the most common form of accommodation was sheltered accommodation. Six in ten (59%) service users lived in this sort of place but they were all members of the OP user group. Virtually nobody in the SE user group lived in sheltered accommodation.

2.44 Around half (51%) of the SE user group lived in supported accommodation, with the rest spread between Housing Association (HA) or local authority housing (25%), and temporary accommodation (including hostels and B&Bs) (16%). The main exception was that the majority (55%) of women at risk of domestic violence were living in a specialist refuge.

2.45 Certain kinds of service user were more likely than others to be living in supported accommodation. Offenders, people with mental health support needs and young people at risk were all around three times as likely to be living in supported accommodation than to be living anywhere else. The mix was more even among other groups. Only a minority of single homeless people and homeless families were living in supported accommodation (46% and 34% respectively) and these were the groups most likely to be living in temporary accommodation (27% and 29% respectively).

2.46 A substantial minority (6%) of single homeless people were renting in the private sector, but no more than 3% of any other group was doing the same.

<sup>10</sup> The researchers came to the conclusion that service providers were better able to categorise respondents' accommodation than the respondents themselves.

**Table 2.6 Proportion of service users in various accommodation types**

Service users	% in supported accommodation	% renting from RSL/LA	% in temporary accommodation	% living elsewhere
All service users	24%	9%	4%	63% (59% sheltered)
OP user group	15%	4%	–	81% (78% sheltered)
SE user group	51%	25%	16%	8%
• People with mental health support needs	77%	19%	1%	3%
• Offenders or those at risk of offending	73%	15%	10%	2%
• Young people at risk	66%	12%	17%	5%
• Single homeless people	46%	19%	27%	8%
• Homeless families	34%	33%	29%	4%
• Women at risk of domestic violence	3%	21%	6%	70% (55% refuge)

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 318, 134, 245, 953, 351, 224))

2.47 Although only 15% of the OP user group lived in supported accommodation, the numerical dominance of this group was such that OP users comprised nearly half (47%) of all those living in supported accommodation. Similarly, only 4% of OP users rented from Housing Association (HA) or the local authority but that still equates to one in three (32%) of all service users renting from these bodies.

2.48 Single homeless people made up around one in five (18%) HA/LA renters but they were the dominant group in temporary accommodation, making up 59% of residents. This is important to bear in mind when analysing the response to the more detailed accommodation questions.

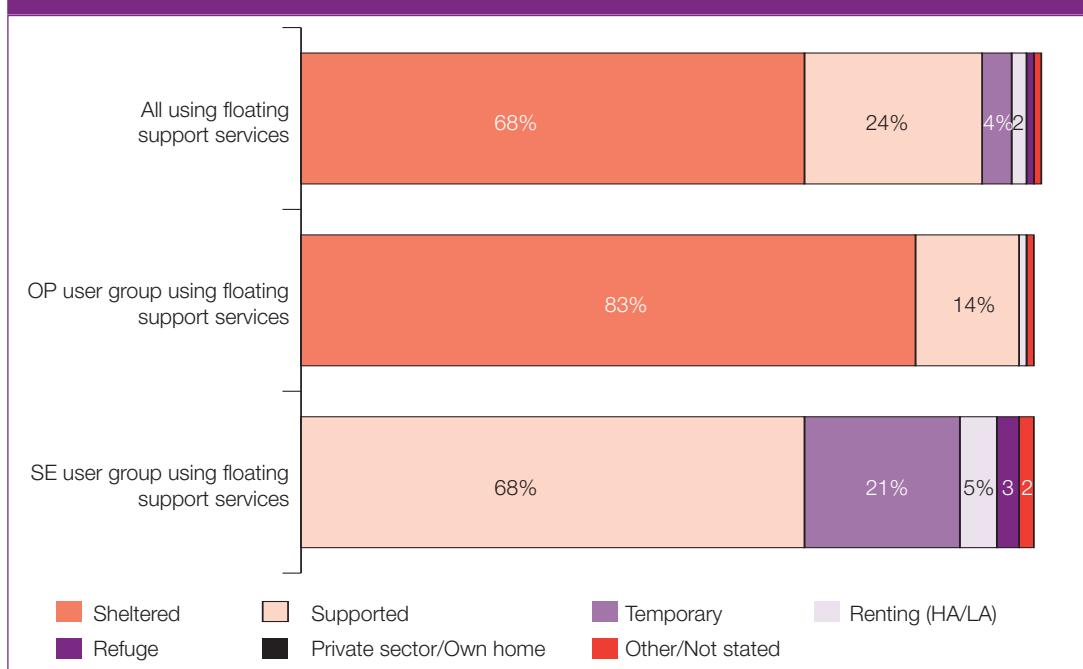
**Table 2.7 Distribution of residents in various accommodation types**

Service users	% of all service users in supported accommodation	% of all service users renting from HA/LA	% of all service users in temporary accommodation
OP user group	47%	32%	–
SE user group	53%	68%	100%
• Single homeless people	17%	18%	59%
• People with mental health problems	15%	10%	1%
• Young people at risk	5%	3%	8%
• Offenders or those at risk of offending	5%	3%	4%
• Homeless families	3%	7%	15%
• Women at risk of domestic violence	<0.5%	2%	1%
• Others	8%	26%	12%

Base: all respondents living in each form of accommodation (1427, 728, 524)

2.49 There are lots of different kinds of housing operated by accommodation-based services. Overall, seven in ten (68%) service users receiving accommodation-based support were living in sheltered accommodation, with most of the rest (24%) living in supported accommodation. Just 4% were living in temporary accommodation, and 2% were renting from an HA or the local authority. However, this obviously varied by user group. While almost all of the OP user group was spread between sheltered and supported accommodation, one third (32%) of the SE user group lived elsewhere. The bulk of these (21%) were living in temporary accommodation. This suggests that around one quarter of accommodation-based services targeted at the SE user group supply temporary rather than 'permanent' accommodation.

**Figure 2.2 Where users of accommodation-based services live (by user group)**

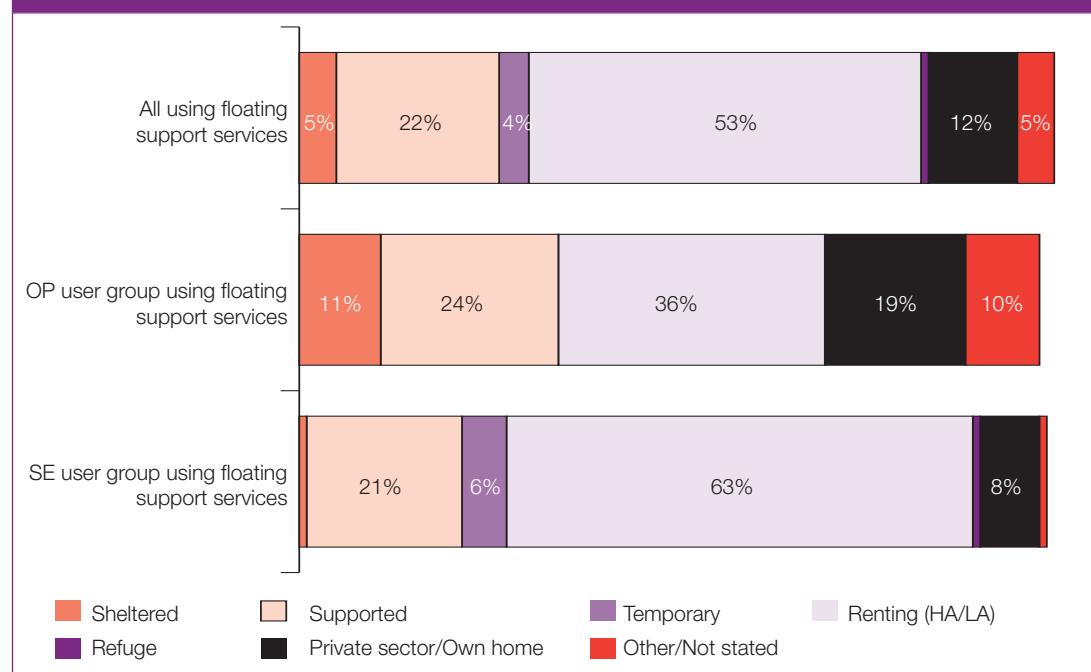


Base: all respondents using-accommodation-based services (2573, 1818, 755)

2.50 Around half (53%) of those receiving floating support were renting from a HA or their local authority. A further 12% were renting in the private sector or living in their own home. That leaves about a third who were living in accommodation that, by definition, must have been managed by an accommodation-based service, in particular supported accommodation (22%). This suggests that a number of people were receiving 'virtual' integrated services, wherein the user gets both accommodation-based support and – perhaps more specialist – floating support as well. In many cases, these will be delivered by two strands of the same organisation, in others there may be a working arrangement between two separate organisations. In total, around 4% of all service users appear to have been in this position, more than the proportion using services officially designated as 'integrated' (3%, with only 1% using the non-accommodation element)<sup>11</sup>.

11 This raises an issue about the data collected on the 'rules' that residents must follow in supported or sheltered accommodation. If the respondent was sampled from a floating support service's client list, then his/her answers about rules do not refer to the sampled service, but rather to the un-sampled – if related – accommodation-based service. Nevertheless, this accommodation-based service is probably also funded by Supporting People so, in the interests of simplicity, the researchers have included all those living in supported/sheltered accommodation when they analysed the 'rules' section – not just those sampled via an accommodation-based service.

Figure 2.3 Where users of floating support services live (by user group)



Base: all respondents using floating support services (1044, 899,145)

## Living Arrangements

2.51 Just over seven in ten (72%) service users said they were living on their own but this varied significantly between the various user groups<sup>12</sup>. Only one in two (50%) members of the SE user group lived on their own, and members of two user groups – ‘homeless families’ and ‘domestic violence’ – were very unlikely to live on their own (21%<sup>13</sup> and 12% respectively). In contrast, 79% of the OP user group were living on their own. Many, presumably, had outlived their partner.

### PARTNERS

2.52 Even when a service user lived with other people, they were very unlikely to live with a partner. The vast majority (84%) were single. People in ‘homeless family’ households and members of the OP user group were most likely to be living with a partner but even then it was rare (20% and 19% respectively).

### CHILDREN

2.53 In total, only 4% of service users were living with their own children or the children of a partner. However, two user groups were much more likely than the rest to be in this position. Two thirds (65%) of people living in ‘homeless family’ households were living with their own children or the children of a partner. This suggests that in around one third of ‘homeless families’ the adult female is pregnant rather than

12 As far as the survey was concerned, to live with somebody you had to share a bathroom or a kitchen with that person.

13 It should be borne in mind that statutorily homeless families can include single pregnant women so that 21% is not the anomaly it first appears.

the mother of born children. Women at risk of domestic violence were also quite likely to be living with children (50%), although half were not. Only tiny proportions of the other user groups lived with children.

2.54 In total, only 1% of service users were part of a 'nuclear' family unit, containing two parent figures as well as children. People living in 'homeless family' households were most likely to be part of such a unit but, even so, this was true in only one in seven cases (14%).

2.55 However, although only 4% of service users lived with children, twice that number (8%) said they had children aged under 16. If the OP user group is excluded (mostly too old to have children of this age), this figure rises to 31%. Compared to the proportion living with children (14%), this is quite a high percentage and suggests that the majority of service users who have children do not live with them.

2.56 As expected, the service users most likely to have children were members of the 'homeless families' (71%) and 'domestic violence' (76%) user groups. Interestingly, nine in ten of the former had managed to stay attached to their children, but only two thirds of the latter had managed the same.

2.57 The people most likely to have lost contact with their children are those members of the 'single homeless' and 'offenders' sub-groups. Around one quarter of each group had children but only one in ten of these parents were still living with their children.

**Table 2.8 Service users and children (by user group)**

Service user type	(A) % with children aged 0-15	(B) % living with children (own or partner's)	100% – (B/A) – guesstimate at % of parents who do not live with their own children	Mean number of children aged 0-15 (if A = yes)
ALL SERVICE USERS	8%	4%	48%	1.7
OP user group	1%	1%	n/a	1.5
SE user group	31%	14%	54%	1.8
• Women at risk of domestic violence	76%	50%	36%	2.0
• Homeless families	71%	65%	8%	2.0
• Offenders or those at risk of offending	28%	2%	94%	1.6
• Single homeless people	26%	4%	86%	1.5
• Young people at risk	16%	9%	40%	1.3
• People with mental health problems	15%	4%	76%	1.6

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 224, 351, 134, 953, 245, 318))

## OTHER PEOPLE

2.58 Very few service users lived with other members of their family, including parents. However, living with unrelated people was much more common. Overall, one third (33%) of the SE user group lived with non-family members and this high percentage was consistent across all SE sub-groups except homeless families. Only 7% of this group lived with non-family members. However, since members of this group were those most likely to live with a partner and/or children, there would not often be room for sharing with additional others. In contrast, nearly half (47%) women at risk

of domestic violence were sharing with non-family members, even though many also had their own children with them. This reflects the 'communal' arrangement of many refuges. This is further reinforced by the fact that one in five (18%) said they lived with people who worked for the service provider. No more than 5% of any of the other groups reported the same.

**Table 2.9 Who service users live with (by user group)**

Service users	% living with children	% living with partner	% living in classical family unit (w/partner + children)	% living with non-family members	% living on own
ALL	4%	16%	1%	9%	72%
OP user group	1%	19%	<0.5%	1%	79%
SE user group	14%	7%	3%	33%	50%
• Homeless families	65%	20%	13%	7%	21%
• Women at risk of domestic violence	50%	3%	3%	47%	12%
• Young people at risk	9%	2%	—	36%	55%
• People with mental health problems	4%	4%	1%	39%	54%
• Single homeless people	4%	5%	<0.5%	39%	52%
• Offenders or those at risk of offending	2%	2%	—	32%	54%

Base: all respondents in each user group (3617, 990, 2717 (sub-groups = 351, 224, 245, 318, 953, 134))

2.59 Living arrangements can vary with accommodation type. Clearly, some kinds of accommodation cater for people with certain needs but others have a broader profile. For example, supported accommodation can come in all shapes and sizes. Overall, six in ten (61%) residents of supported accommodation were living on their own, and only one in four (24%) were living with non-family members. However, there was some considerable difference between the OP and SE user groups' residential status. Members of the SE user group living in supported accommodation were much more likely than members of the OP user group to be sharing with non-family members: 39%, compared to just 6%. On the other hand, members of the OP user group were much more likely to be living with a partner (22% compared to 2%).

2.60 Six in ten (59%) temporary accommodation residents (including hostels and night shelters) were living with non-family members, and only three in ten (28%) lived on their own. One in ten (11%) were living with children but, if so, there was only a one in eight probability that they also lived with non-family members. This reflects the difference between the two sub-groups that make up the majority of temporary accommodation residents: single and family homeless. Seven in ten (72%) single homeless people living in temporary accommodation were living with non-family members, compared to only one in five (19%) members of homeless families, the vast majority (67%) of whom lived with children instead.

Table 2.10 Who service users live with (by accommodation type)

Service users	% living with children	% living with partner	% living with non-family members	% living on own
Sheltered accommodation	1%	18%	<0.5%	82%
Supported accommodation	5%	12%	24%	61%
• Supported accommodation – OP user group	3%	22%	6%	70%
• Supported accommodation – SE user group	7%	2%	39%	52%
Temporary accommodation	11%	5%	59%	28%
Other/independent living	18%	20%	5%	61%
Base: all respondents living in each form of accommodation (655, 1427, 140, 1287, 524, 476)				

2.61 Although service users had to at least share a bathroom or kitchen to be counted as 'living with' someone, the survey also collected information on room sharing. Overall, just 8% of those living with non-family members were sharing a room with one of these people. That equates to just 1% of all service users. Sample sizes are mostly too small to break this down further but there is some indication that women at risk of domestic violence were most likely to share a room – perhaps one in ten. As expected, residents of temporary accommodation were those most like to be sharing a room but this still only amounted to 6%.

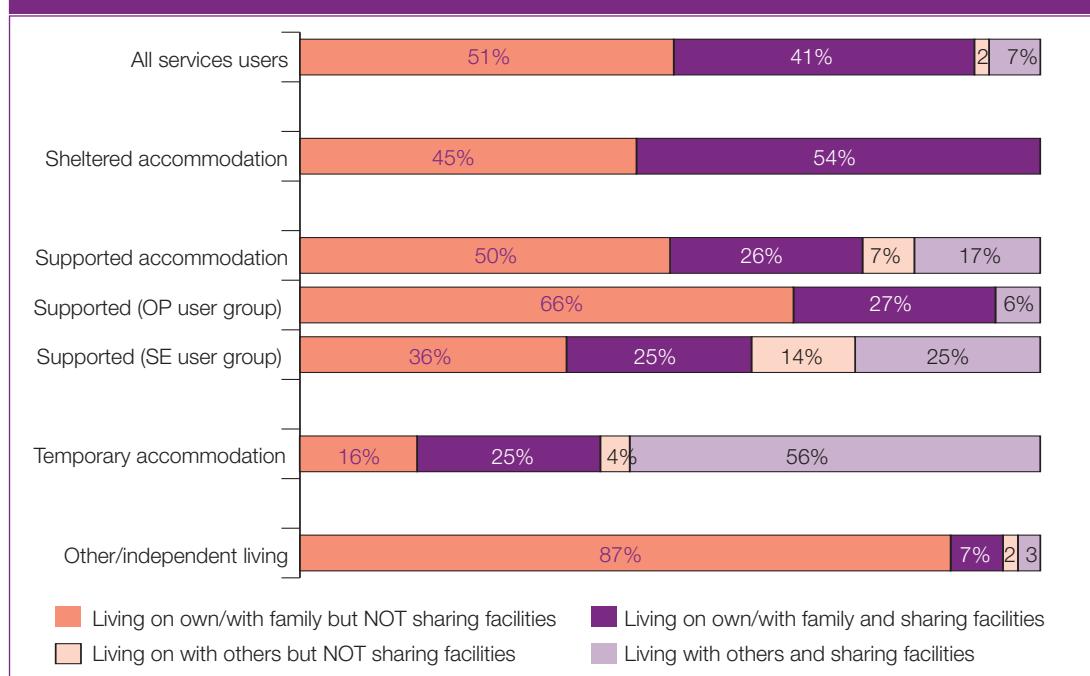
2.62 Similarly, most (91%) service users who were living with people other than their partner or children can lock the door of their room and get some privacy. Only 1% of all service users both live with non-family members and cannot lock their door.

## SHARING OF FACILITIES

2.63 Nearly half (47%) of all service users shared some facilities even if they did not share a bathroom or kitchen. These extra facilities may have included a common lounge or laundry room, anything other than a bathroom or kitchen. This was a particularly common state of affairs in temporary accommodation and refuges. Four in five shared these sorts of facilities. Just as single homeless residents of temporary accommodation were more likely than homeless families to live with non-family members, they were also more likely to share facilities. However, the difference was narrower (87% compared to 58%) suggesting the crucial difference between the two is in bathroom/kitchen arrangements. Homeless families tend not to share these rooms, whereas single homeless people often do.

2.64 Almost nobody living in private sector accommodation, or in housing owned by a HA or local authority, shared facilities.

2.65 Overall, around half (51%) of all service users were living on their own or with family members without sharing additional facilities. However, only 16% of those living in temporary accommodation were in this position. More than half (56%) of this group both lived with non-family members and shared additional facilities with yet more people. This was an unusual state of affairs for any other group. Only 25% of the SE user group living in supported accommodation were in the same position.

**Figure 2.4 Living arrangements (by accommodation type)**

Base: all respondents living in each form of accommodation (3617, 655, 1427, 140, 1287, 524, 1011)

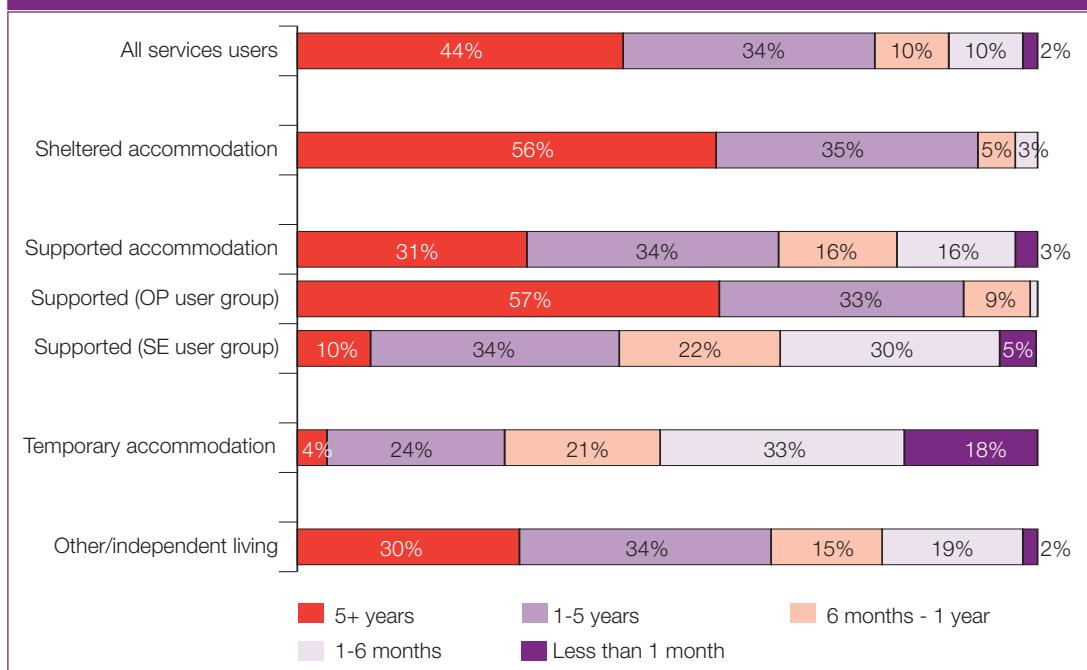
### LENGTH OF TIME IN ACCOMMODATION

2.66 Overall, nearly four in five (78%) had been living in their current accommodation for more than a year, including 44% who had been living there for more than five years. Only 12% had moved in sometime in the last six months.

2.67 As expected those in sheltered accommodation (exclusively older people and those with physical disabilities) were most likely to have lived in their current place for a substantial period of time. Nine in ten (91%) had lived there more than a year, and the majority (56%) more than five years. Only 3% had moved in sometime in the last six months. In contrast half (51%) of those living in temporary accommodation had been there for six months or less, including 18% who had been there a month or less. But even here there were some 'settled' people. Nearly three in ten (28%) had lived there for a year or more, including a small number who had lived there for more than five years.

2.68 On average, those in supported accommodation had lived in their current place for about as long as those living 'independently' (i.e. mostly renting from HAs/the local authority but with a small number in the private sector). In both cases, around six in ten had been living there for more than a year, and around one in three for more than five years. Only one in five had moved in sometime in the last six months. However, this average obscures a split between the OP and SE user groups living in supported accommodation. The SE user group more closely resembled those living in temporary accommodation, with nearly six in ten (56%) moving in during the previous 12 months. In contrast, the OP user group most closely resembled those living in sheltered accommodation, with only 10% moving in during the previous 12 months.

Figure 2.5 Time in current accommodation (by accommodation type)



Base: all respondents living in each form of accommodation (3617, 655, 1427, 140, 1287, 524, 1011)

2.69 The specific user group seems to play a major role when analysing this move data. Only 4% of the OP user group had moved in the last six months, compared to 37% of the SE user group. Even within the SE user group there was some significant variation. Only one in five (20%) of the mental health support needs user group had moved in the last six months, and the majority (66%) had been living in their current accommodation for more than a year. In contrast, 61% of women at risk of domestic violence had moved in the last six months although, even among this group, a significant minority (24%) had lived in their current place for more than a year.

Table 2.11 Time in current accommodation (by user type)

Service user type	% living there longer than 5 years	% living there 1-5 years	% living there 6 months-1 year	% living there 1-6 months	% living there less than 1 month
ALL SERVICE USERS	44%	34%	10%	10%	2%
OP user group	55%	35%	6%	3%	<0.5%
SE user group	11%	30%	22%	30%	7%
• People with mental health problems	19%	47%	14%	18%	2%
• Single homeless people	9%	27%	26%	29%	9%
• Homeless families	6%	24%	23%	40%	7%
• Women at risk of domestic violence	6%	18%	15%	49%	12%
• Young people at risk	2%	23%	31%	36%	8%
• Offenders or those at risk of offending	2%	20%	31%	42%	5%

Base: all respondents in each segment (3617, 900, 2717 (sub-groups = 318, 953, 351, 224, 245, 134))

2.70 Around four in ten of those living with non-family members had been living in their current accommodation for more than a year. They may not have been sharing for the entire period but it indicates that, for a minority, such 'doubling-up' can last for quite a long time. In total, 4% of all service users had been in this situation for more than a year.

## PREVIOUS ACCOMMODATION

2.71 The vast majority (78%) of those who had moved in the last year said they would not have been able to stay in their previous place. However, only one in four (23%) of those undertaking such an 'enforced' move had wanted to stay in their previous place. Those who could have stayed were even less likely to have wanted to (13%).

2.72 These findings are backed up by respondents' assessments of their current place in comparison with their previous place. Four in five (81%) said their current place was better, and only 9% thought it was worse<sup>14</sup>. Interestingly, this positive viewpoint cuts across all client groups and all current accommodation types. For example, three quarters (75%) of those currently living in temporary accommodation thought it was better than their previous place.

**Table 2.12 Movement between previous and current accommodation (by accommodation type)**

Current accommodation type	% had to leave previous accommodation	% wanted to leave previous accommodation	% thinks current accommodation is better
ALL SERVICE USERS	78%	77%	81%
Sheltered accommodation	66%	75%	81%
Supported accommodation	78%	75%	81%
Temporary accommodation	86%	74%	75%
Other/independent living	85%	84%	82%

Base: all respondents moving in previous 12 months and living in each form of accommodation (1819, 66, 796, 384, 573)

2.73 Obviously, these findings ought to depend very heavily on what exactly the movers were moving *from*. The survey only collects information about the kind of place it was, not on the immediate cause of the move. Of all movements in the previous 12 months, these were the top ten routes. Together they cover 71% of all movements:

- 1) own home and sheltered accommodation (19% of all moves);
- 2) temporary accommodation and supported accommodation (12%);
- 3) own home and supported accommodation (10%);
- 4) parents'/relatives' home and supported accommodation (7%);
- 5) own home and HA/local authority housing (6%);

<sup>14</sup> This relatively positive view of their current accommodation may have influenced the respondents' answers when they were asked if they had 'wanted' to move.

- 6) temporary accommodation and HA/local authority housing (5%);
- 7) temporary accommodation and other temporary accommodation (3%);
- 8) own home and temporary accommodation (3%);
- 9) friends' home and supported accommodation (3%); and
- 10) parents'/relatives' home and HA/local authority housing (3%).

2.74 Overall, one third (32%) of service users had come from their own home into sheltered, supported or temporary accommodation. However, it is not obvious whether this was a 'step up' or a step down. The aim of the Supporting People programme is to fund the kinds of support which maximise people's ability to live independently for as long as possible. Good support services should increase independence rather than restrict it. The majority certainly *liked* their current accommodation more than their previous accommodation but that doesn't mean they were leading more independent lives.

2.75 Nevertheless, some routes appear to be objective steps up and others to be objective steps down. Steps up include:

- movements from temporary accommodation and sheltered, supported or independent accommodation (19% of all moves, 7% of OP user group moves/25% of SE user group moves), and
- movements from the streets or prison and any accommodation (5% of all moves, 0% of OP user group moves/7% of SE user group moves).

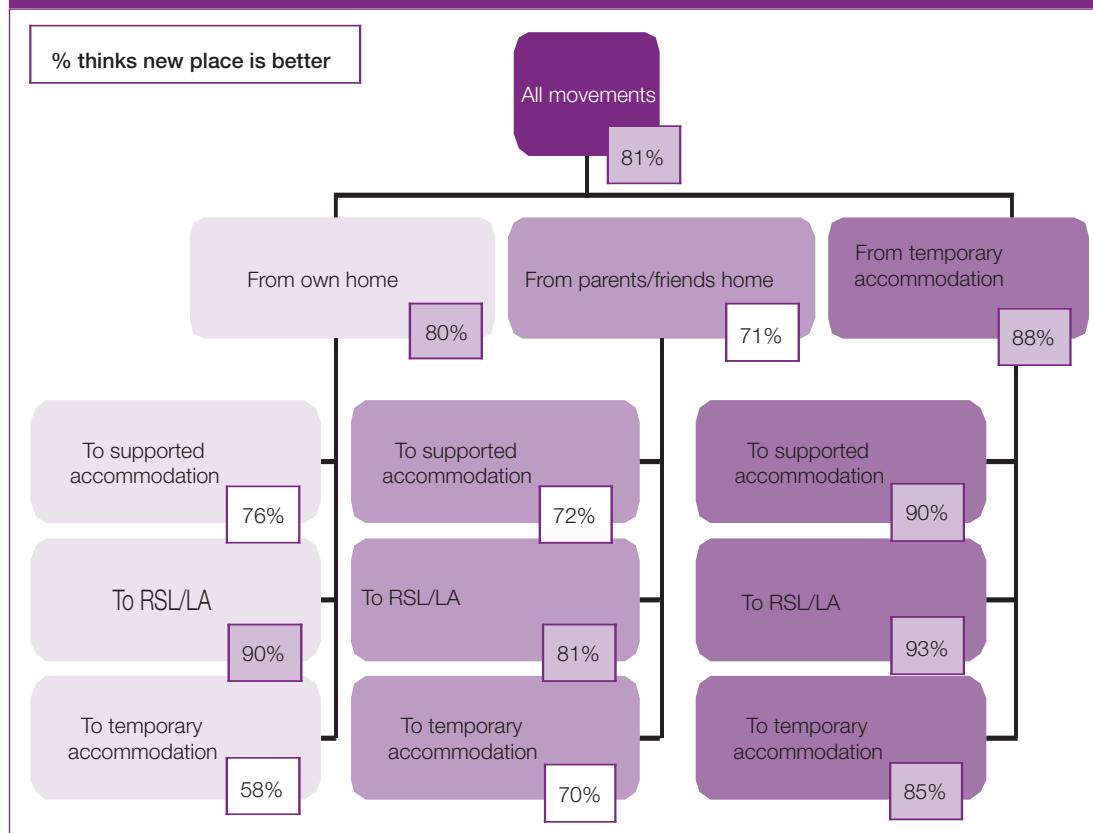
2.76 There is only one obvious step down:

- movements from own home to temporary accommodation (3% of all moves, 0% of OP user group moves/5% of SE user group moves)

2.77 Clearly steps up outnumbered steps down but, between them, they covered only one quarter of all moves so it is not possible to apply any objective measure to service users' current 'trajectory' as regards their accommodation. Their own subjective measure – that the current accommodation was largely better than the previous accommodation – is the best available.

2.78 Given this conclusion, it is worth looking at a limited combination of moves to see which were most likely to be described as 'better' by service users. The figure below shows that HA or local authority housing was more likely than any other type of accommodation to be described as better than the previous accommodation. However, *any* moves from temporary accommodation were positively received, even if only to other temporary accommodation. Possibly the overall standard of temporary accommodation is getting better. Alternatively, service users may find themselves on a ladder when moving between different temporary accommodation situations – i.e. that if they suffer the worst of it, they tend to get better options as time goes by.

**Figure 2.6 Key moves between supported accommodation, temporary accommodation and HA/local authority housing**



Base: all respondents making each move (varies from 123 to 1819)

2.79 Unfortunately, the sample sizes are too small to analyse all of these patterns across the various user groups. However, there are some obvious differences. For example, the majority of the movers among the OP and 'domestic violence' user groups had moved from their *own* homes rather than from somewhere else. The majority of the other movers had moved from parents or friends' houses or from temporary accommodation.

2.80 People with mental health support needs and offenders appear to have been the groups furthest from the sort of stability a settled home may provide. Six in ten (58% and 59% respectively) of each group had been living in temporary accommodation or an institution of some sort before their most recent move. The fact that three quarters of them were living in supported accommodation at the time of the survey suggests some improvement in their living conditions.

Table 2.13 Previous accommodation conditions (by user type)

	% moving from own home	% moving from parents'/ relatives'/ friends' home	% moving from temporary accommodation/ streets/ prison	% moving from other place
ALL SERVICE USERS	41%	23%	27%	9%
OP user group	72%	9%	7%	12%
SE user group	26%	29%	37%	8%
• Women at risk of domestic violence	60%	16%	16%	8%
• Homeless families	48%	30%	20%	2%
• People with mental health problems	26%	16%	38%	20% (11% hospital, 7% care home)
• Offenders or those at risk of offending	24%	17%	52%	7%
• Single homeless people	21%	34%	39%	6%
• Young people at risk	13%	50%	31%	6%
Base: all respondents moving in previous 12 months in each group(1819, 84, 1735 (sub-groups: 190, 250, 99, 98, 634, 188)				

## The ‘trajectory of transition’

2.81 Finally, all service users were asked to summarise how ‘settled’ they felt in their current accommodation. Each respondent was presented with four statements and asked which they thought best corresponded with their own feelings. The four statements were:

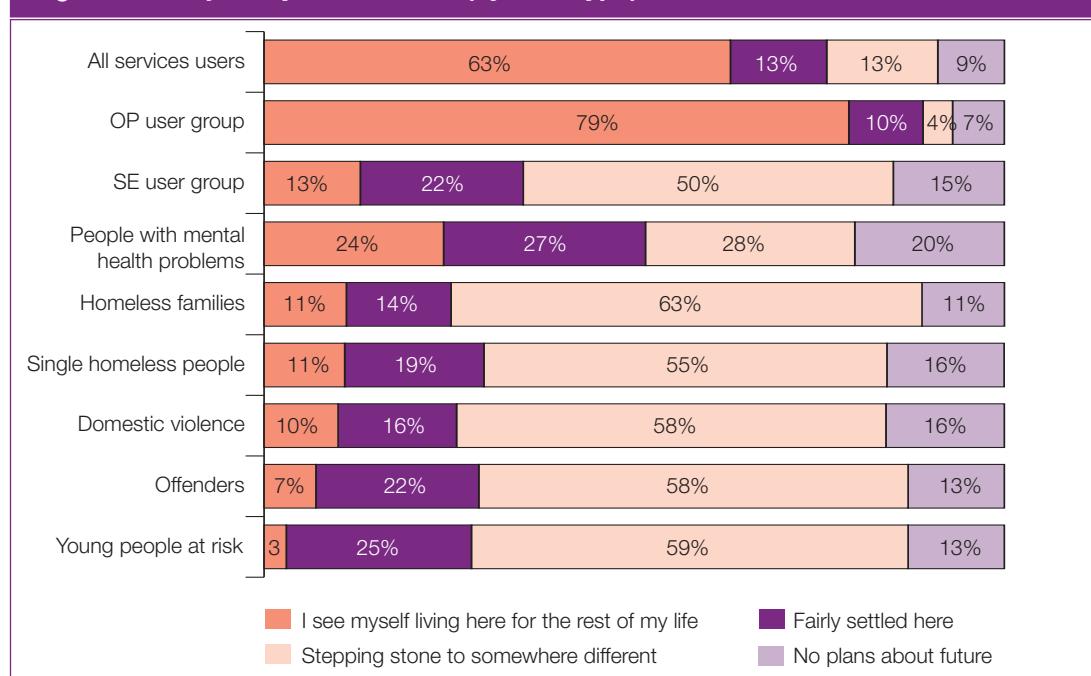
- “I see myself living here for the rest of my life.”
- “I’m fairly settled here. I expect to live here for quite a while.”
- “I see where I am now as a stepping stone to somewhere different.”
- “I take each day as it comes. I have no plans about where I’ll be living in future.”

2.82 Overall, two thirds (63%) of service users said “I see myself living here for the rest of my life” but there was a huge difference between the OP and SE user groups. Only 13% of the SE user group selected this statement, compared to 79% of the OP user group. The different age profiles almost certainly drove response to this question.

2.83 The most frequent response from the SE user group was “I see where I am now as a stepping stone to somewhere different”, selected by 50%. This at least indicates some planning for the future. Only one in seven (15%) claimed to have no plans at all. Interestingly, a minority of the OP user group (7%) also said they had no plans, a greater proportion than said they were in transition (the ‘stepping stone’). Change is certainly not on the agenda for the OP user group.

2.84 There was some variation between the SE sub-groups but the most substantial difference was between people with mental health support needs and the other groups. People with mental health problems were both most likely to be settled<sup>15</sup> (51% compared to the SE user group average of 35%) and most likely to have no plans for the future (20% compared to 15% average). Only three in ten (28%) felt they were in a transitional stage. In contrast, between 55% and 63% of the other groups said they were in transition.

**Figure 2.7 Trajectory of transition (by user type)**



Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 318, 351, 953, 224, 134, 245))

## Sex, Age, Ethnicity and Other Demographic Descriptives

### Sex

2.85 The survey found that more than six in ten (62%) service users were women. However, this reflects the numerical dominance of the OP user group. Women tend to outlive men so it is not surprising that they outnumbered men more than 2:1 in the OP user group (69%:31%).

2.86 In contrast, the survey found that the majority (58%) of the SE-user group was male. The 'offenders' sub-group was almost exclusively male (83%) and men also made up around two thirds of the 'single homeless' and 'people with mental health support needs' sub-groups. The 'young people at risk' group was evenly balanced, more closely reflecting the national gender ratio. The majority (74%) of people using services designed for homeless families were female and, of course, all women at risk of domestic violence were female.

15 Either of the top 2 statements: 'I see myself living here for the rest of my life' and 'I am fairly settled here...'.

2.87 Aggregating these figures, we find that most of the people living in sheltered accommodation were female but that this position was reversed in temporary accommodation. Here men made up more than two thirds of the population. The 'mean' gender profile in supported accommodation was equal but, as with other measures, the OP user group in supported accommodation closely resembled those in sheltered accommodation (i.e. most of them were female) whereas the SE user group in supported accommodation more closely resembled those in temporary accommodation (i.e. most of them were male).

**Table 2.14 Sex profiles within various types of accommodation**

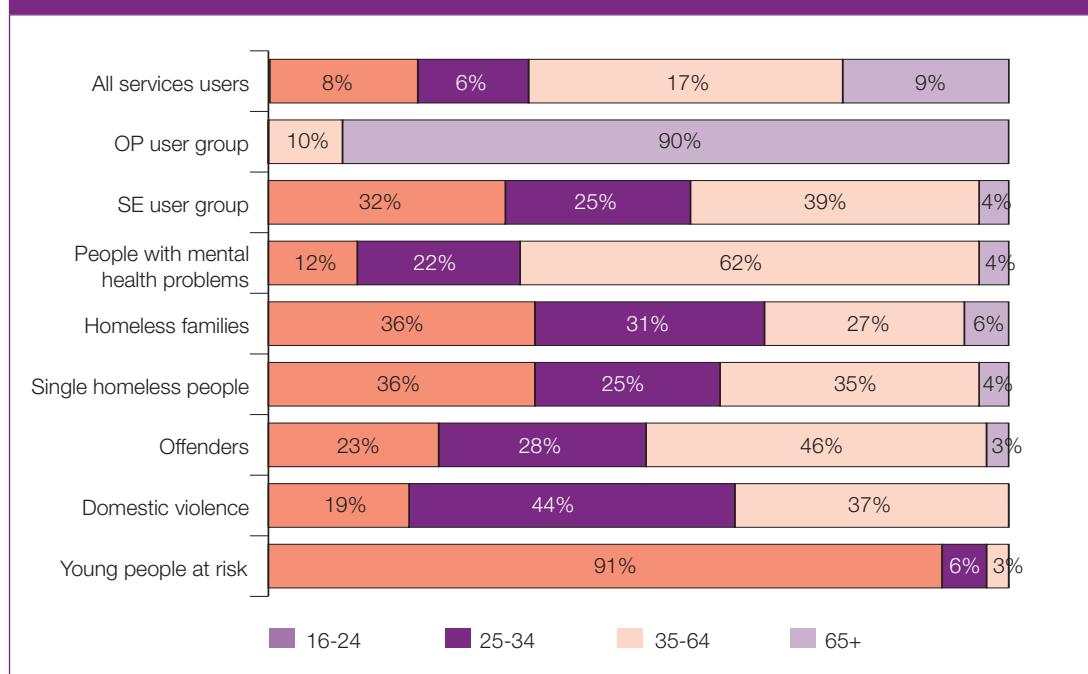
Current accommodation type	% male	% female
ALL SERVICE USERS	38%	62%
Sheltered accommodation	29%	71%
Supported accommodation	52%	48%
• OP user group	36%	64%
• SE user group	66%	34%
Temporary accommodation	66%	34%
Other/independent living	42%	58%

Base: all respondents living in each form of accommodation (3617, 655, 1427, 140, 1287, 524, 476)

## Age

2.88 Age profiles also varied by user group. It is not surprising to find that, while 90% of the OP user group was aged 65 or over, only 4% of the SE user group was in the same age category. The survey found that a third (32%) of the SE user group was aged under 25, and that more than half (57%) were aged under 35. Aside from 'young people at risk', the 'homeless families' user group had the youngest age profile: 67% were aged under 35, including 36% aged under 25. The 'single homeless' user group had a similar age profile but the 'domestic violence' user group was subtly different. Two thirds (63%) were aged under 35 but most of these were aged between 25 and 34. A substantial proportion (25% of all) was aged between 35 and 44.

2.89 There were also significant numbers of middle-aged offenders: half were aged 35 or older. Members of the mental health support needs user group tended to be even older: two thirds (66%) were 35 or older.

**Figure 2.8 Age of service users (by user type)**

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 318, 351, 953, 224, 134, 245))

## Ethnic origin

2.90 Nearly one in five (17%) members of the SE user group were from minority ethnic (ME) backgrounds. This is double the proportion in the full adult population of England (c.8%) and far more than in the OP user group (1%). To some degree, this may reflect SE service concentration in urban areas, but this is unlikely to account for all of the difference. This proportion varied between the various SE sub-groups, from 10% of offenders to 24% of women at risk of domestic violence.

2.91 The majority of ME service users were black, despite the fact that Asians outnumber black people in the general England population. This was especially true of the 'single homeless' user group. One in eight (13%) of all single homeless service users was black, compared to just 2% who were Asian. The position was reversed among the 'domestic violence' user group. Asian women made up a substantial proportion (12%) of this group and outnumbered black women two to one.

2.92 Black service users were split equally between black Caribbeans (47%) and black Africans (44%). More than half of the black Africans were in the 'single homeless' user group whereas black Caribbeans could be found in all user groups. Four in ten black Caribbeans were in the OP user group, whereas almost no black Africans were to be found in this group. Generally, black Africans had a younger age profile than black Caribbeans, something that is true of their general populations as well.

2.93 Four in ten (42%) Asian service users were from the Pakistani ethnic group, with slightly fewer (24%) from the Indian ethnic group. No other group made up more than one in ten of this population but 21% claimed to be outside of the Pakistani/Indian/Bangladeshi/Chinese major ethnic groups. This may be partly due to second generation Asians identifying more closely with Britain than with their parents' homelands.

Table 2.15 Service users and ethnic group

Service user type	% white	% from minority ethnic groups	% of ME = Black	% of ME = Asian
ALL SERVICE USERS	95%	5%	55%	19%
OP user group	99%	1%	Insufficient numbers	Insufficient numbers
SE user group	83%	17%	52%	18%
• People with mental health problems	86%	14%	48%	26%
• Homeless families	87%	13%	60%	20%
• Single homeless people	80%	20%	63%	10%
• Offenders or those at risk of offending	90%	10%	Insufficient numbers	Insufficient numbers
• Women at risk of domestic violence	76%	24%	26%	50%
• Young people at risk	86%	14%	Insufficient numbers	Insufficient numbers

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 318, 351, 953, 134, 224, 245))

2.94 Eight in ten (78%) ME service users had a 'key worker' but only one in five of these was from the same ethnic group. However, 'same ethnic group' can mean different things to different people. In Africa, especially, there are many different tribes, each with their own language and culture. While the Census may categorise two people of Nigerian descent equally, the people in question may not even be able to talk to each other.

2.95 Nevertheless, the vast majority did not care what ethnic group their key worker came from, so long as they did the job properly. One in ten said they would prefer somebody from the same ethnic group, but nearly as many said they would prefer somebody from a different ethnic group.

## Language

2.96 In total, 3% of service users reported that their first language was not English. This is close to the national figure. Almost all members of the OP user group spoke English as their first language and, even if not, they tended to say that their spoken English was 'very good'. However, a substantial minority (6%) of the SE user group did not speak English as first language and described their ability as less than 'very good' (i.e. fairly good, below average or poor). 'Fairly' good English can still be a problem when dealing with authorities, completing official documents, getting into the labour market etc. Four in ten (40%) service users from minority ethnic backgrounds had a different first language, and only one in four of these described their spoken English as very good. Indeed, nearly one in five (17%) of all service users from minority ethnic backgrounds went as far as to describe their English as 'below average' or 'poor'.

2.97 Only one in four of those describing their English as 'fairly good' or worse could speak to service provider staff in their own first language. One quarter of the remainder had been given advice about where to find people who did speak their language. That leaves 35% of those with a different first language struggling with communication, i.e. 'fairly good', 'below average' or 'poor' at English with no-one

speaking the first language at service provider and no advice given about where to find people who *do* speak that language. The proportion goes down to 17% if limited to those with below average/poor English.

## Working status

2.98 In total, only 3% of service users were working, either full time or part time. This figure rises to 9% among those in the SE user group and peaks at 17% among young people at risk. This group was also the only one whose members were more likely to be working full time than part time. Of the SE sub-groups, offenders were the least likely to be working (5%).

2.99 However, one quarter (23%) of the SE user group was looking for work. They outnumbered those in employment by three to one. Offenders, single homeless people and young people at risk were those most likely to be looking for work (31%, 33% and 36% respectively). Those most likely to be looking after children – members of the ‘homeless families’ and ‘domestic violence’ sub-groups – plus those least capable of it – the ‘mental health problems’ user group – were least likely to be looking for work (around one in ten in each case). In total, only around one in five of each of these groups considered themselves to be in the labour market (i.e. working or seeking work). Closer to one in two of the ‘single homeless’ and ‘young people at risk’ groups said they were in the labour market. However, their success rate was low: fewer than one in three actually had a job.

Table 2.16 Service users and work

Service user type	(A) % working	(B) % seeking work	% in labour market (A+B)	Labour market success (A/(A+B))
ALL SERVICE USERS	3%	6%	9%	33%
OP user group	1%	<0.5%	1%	Not relevant
SE user group	9%	23%	32%	28%
• People with mental health problems	9%	8%	17%	53%
• Homeless families	7%	13%	20%	35%
• Single homeless people	9%	33%	42%	21%
• Offenders or those at risk of offending	5%	31%	36%	14%
• Women at risk of domestic violence	15%	9%	24%	63%
• Young people at risk	17%	36%	53%	32%

Base: all respondents in each user group (3155, 778, 2237 (sub-groups = 860, 318, 294, 223, 183, 118))

## Background problems

2.100 Although this report has generally referred to the survey respondents by their user group labels, such labels by no means capture the full extent of their needs. For example, members of the ‘mental health problems’ user group may also have problems due to alcohol, drugs, homelessness etc. User group labels are convenient for directing policy and funding but this kind of shorthand masks the complexity of individuals’ situations.

2.101 Service providers are unlikely to address – or be able to address – all of the needs of all of their clients. However, it is important to understand the ‘problems profile’ of each user group since this is the context in which services are delivered.

2.102 The researchers presented the respondents with a list of different problems and disabilities and asked them which they were suffering from at the time of the survey and in the recent past.

2.103 These questions do not allow distinction between the antecedents and the consequences of service users’ particular housing situations but do give an indication of the multiplicity of some users’ needs.

2.104 These problems and disabilities can be divided into several family groups:

**Table 2.17 Problems and disabilities**

Major group	Sub-group
Physical problems	Difficulty seeing, hearing or speaking Problems getting around due to a physical disability Any other longstanding illnesses or disabilities [specified]
Literacy problems (English)	
Mental health problems	Depression Any other mental health problems [specified]
Substance abuse problems	Problems due to alcohol Problems due to drug use
Family problems	Problems with a violent or abusive partner or other family members Not seeing children sufficiently [if parent]
Problems with the law	Spent any time in prison/YOI Non-custodial ‘trouble’
Time on the streets/short-stay hostels	

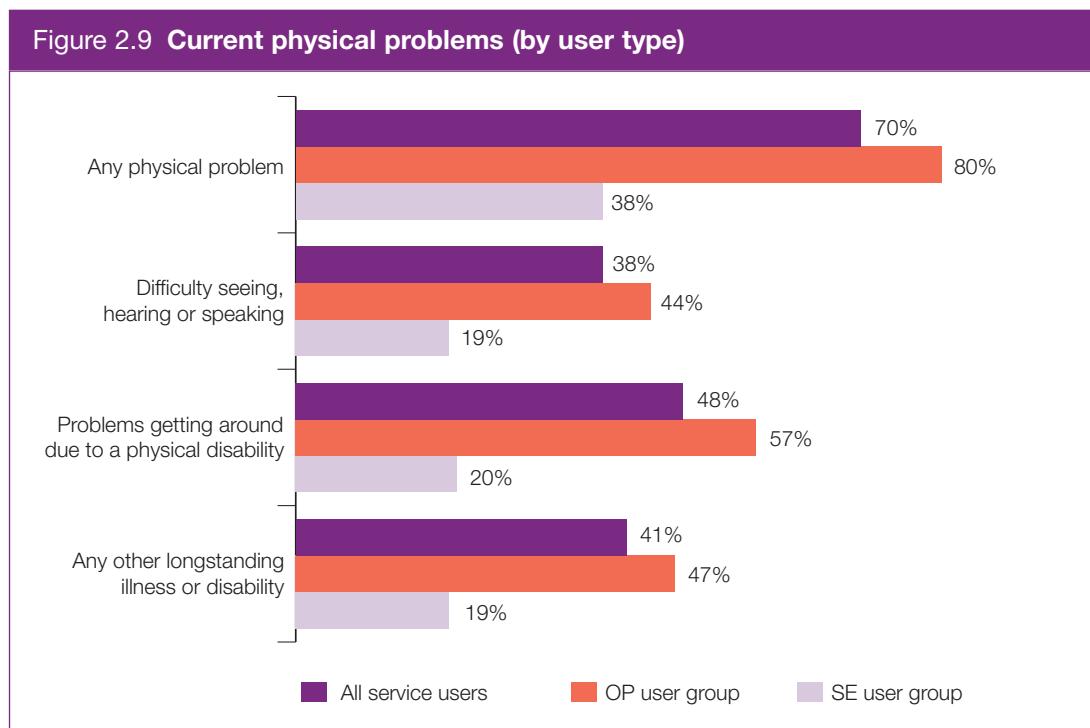
## Current physical problems

2.105 Overall, physical problems were the most common. Seven in ten service users were suffering from physical problems at the time of the survey, including half with mobility problems, and nearly four in ten with sensory problems. However, as with many other measures, this reflects the numerical dominance of the OP user group. Only four in ten (38%) of the SE user group were suffering from physical problems, compared to 80% of the OP user group. Nevertheless, 38% is still a significant minority, especially given the much younger age profile of the SE user group. The youngest service users (aged 16-24) were least likely to report physical problems but, nevertheless, one in four (22%) did just that.

2.106 Outside of the OP user group, people with mental health support needs and offenders were those mostly likely to report physical problems (both 46%).

2.107 Two thirds (64%) of those with sensory problems also reported mobility problems, and half (51%) of those with mobility problems also reported sensory problems. Presumably, some forms of sensory disability make mobility disabilities unavoidable, while the reverse is less common. Overall, one in four (24%) were suffering from both forms of physical problem, although only 8% of the SE user group was in this position.

**Figure 2.9 Current physical problems (by user type)**



Base: all respondents in each user group (3617, 900, 2717)

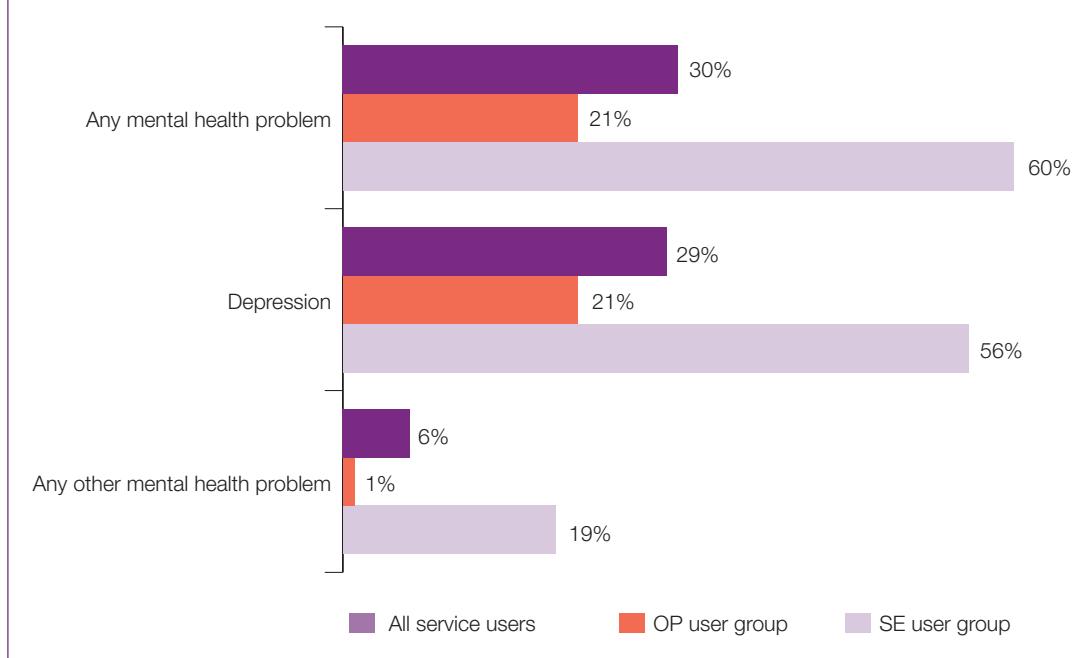
## Current mental health problems

2.108 Mental health problems were also common among service users, although this was predominantly restricted to depression. Overall, a third (30%) reported some kind of mental health problem, but only 6% reported anything other than depression. Members of the OP user group were less likely than members of the SE user group to report mental health problems (21% compared to 60%) and almost none of them reported anything other than depression. In contrast, the majority (56%) of the SE user group reported suffering from depression and one in five reported suffering some other form of mental health problem too. This includes 8% specifying schizophrenia<sup>16</sup>.

2.109 86% of the mental health user group reported current mental health problems, including 22% specifying schizophrenia. However, the mental health user group represents only 28% of all those in the SE user group reporting mental health problems. With the exception of young people at risk, at least one in two members of each SE sub-group reported suffering from mental health problems of some kind.

<sup>16</sup> Just over half of these were in the 'mental health support needs' user group, so this figure goes down to 3% if they are excluded.

Figure 2.10 Current mental health problems (by user type)



Base: all respondents in each user group (3617, 900, 2717)

## Literacy problems

2.110 One in ten (11%) service users said they had problems reading and/or writing English. Members of the SE user group were more than twice as likely as members of the OP user group to report this kind of problem (21% compared to 8%). Traditionally, very few people admit to this, although it is estimated that, nationally, around one in six adults has a low level of literacy<sup>17</sup>. Either this sample of service users had a better-than-average understanding of their limitations or the true proportion with literacy problems is very great indeed.

2.111 There was only mild variation between the various SE sub-groups. The proportion admitting literacy problems ranged from 17% of homeless families and women at risk of domestic violence to 25% of the 'mental health support needs' user group.

2.112 Nearly half (45%) of those with a different first language said they had problems reading and writing English. However, this only represents one in nine of those reporting such difficulties so has only a small impact on the overall figures.

## Current substance abuse problems

2.113 One in five (22%) of the SE user group reported problems due to either alcohol or drug use. This was very rare among the OP user group: 1% reported alcohol problems and just one respondent reported drug problems. The figures for the SE user group were 15% and 11% respectively.

17

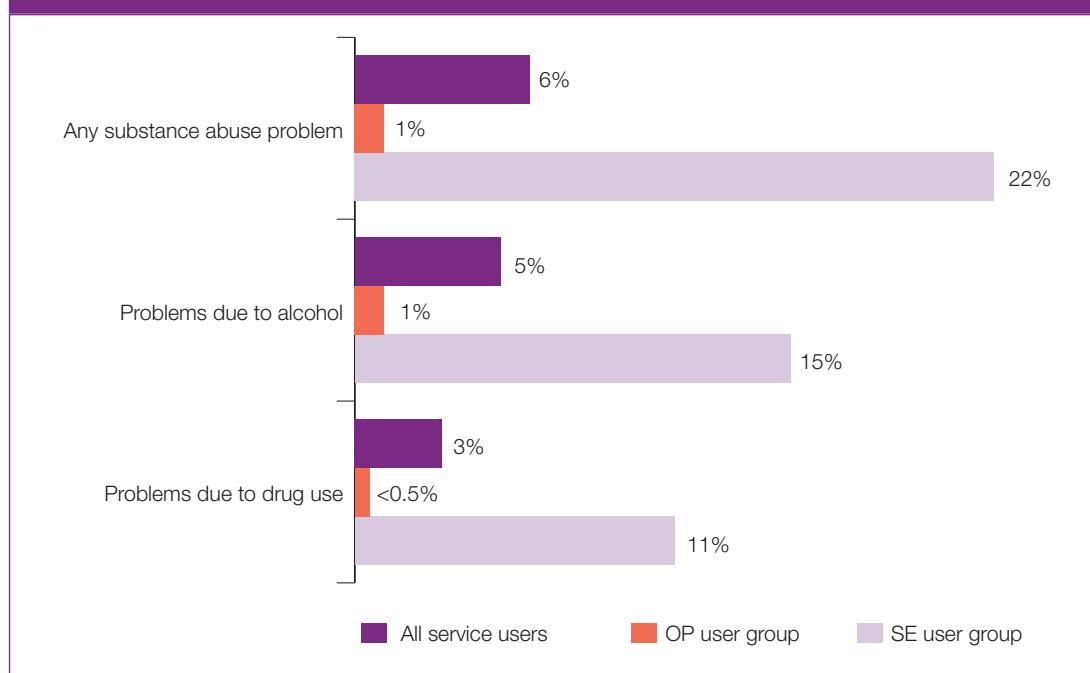
Source: DfES 'Skills for Life' survey. Low level = below that required for a Level One qualification (e.g. NVQ Level 1 or GCSE D-G).

2.114 There was only a moderate degree of crossover between the two forms of substance abuse. In total, only 13% of those reporting one or the other problem reported both. Only one in five (18%) of those with alcohol problems also reported drug problems. The reverse was significantly more common: a third (31%) of those with drug problems also reported problems with alcohol.

2.115 Within the SE user group, members of the 'offenders' sub-group were the most likely to have substance abuse problems. Nearly half (47%) reported one or the other, including a third (31%) with drug problems. They were nearly three times as likely as the second group on the list – single homeless people – to report current drug problems.

2.116 Single homeless people and people with mental health support needs were as likely as offenders to report problems due to alcohol. In each case, just under one in five reported this problem. Members of the other sub-groups (women at risk of domestic violence, homeless families, and young people at risk) were much less likely to report either alcohol or drug problems. In each of these three groups, around one in ten or fewer reported a substance abuse problem, compared to the 22% SE group average.

**Figure 2.11 Current substance abuse problems (by user type)**



Base: all respondents in each user group (3617, 900, 2717)

## Family Problems

2.117 In total, 6% of service users reported some kind of current family problem – either problems due to an abusive partner or other family member (3%) or not seeing children sufficiently (4%). Such problems were rare among the OP user group. Only 1% reported either problem. However, one in four (23%) of the SE user group reported one or the other, including 11% with an abusive partner or family member, and 15% with child access problems.

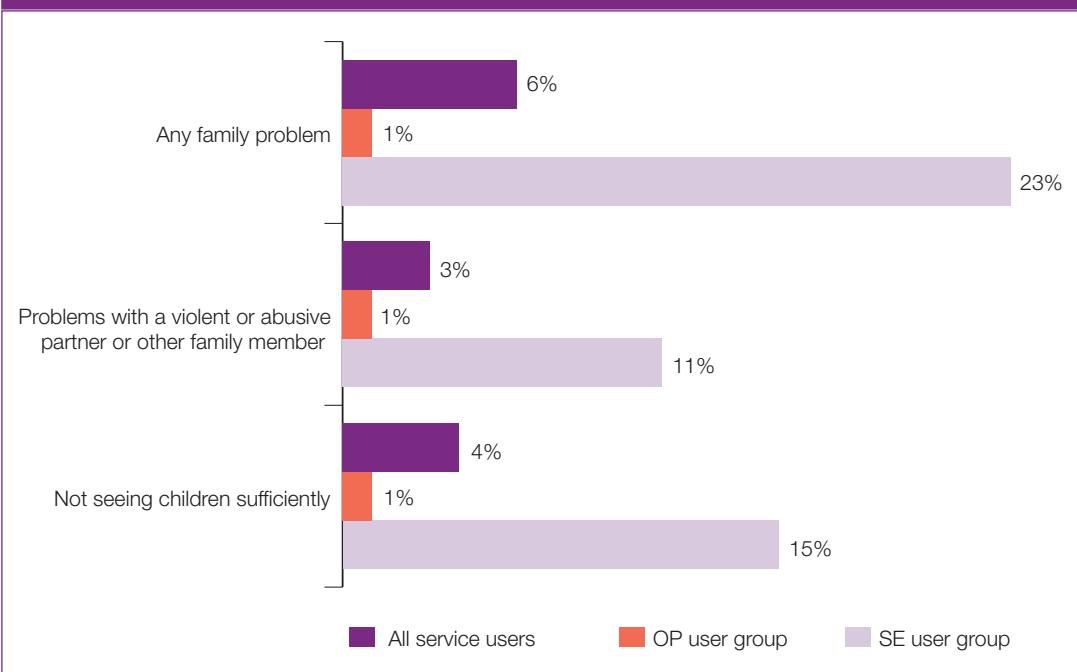
2.118 As expected, members of the 'domestic violence' user group were those most likely to report problems due to an abusive partner or family member (more likely partner). Half (51%) were in this position. Presumably the remainder did not consider it a *current* problem. Nine in ten (90%) said they had suffered such problems either now or at some point in the last few years.

2.119 More than a third of both the 'young people at risk' and 'homeless families' user groups reported suffering domestic violence now or in the recent past. It seems likely that this was mostly parental violence in the case of young people at risk, and mostly partner violence in the case of homeless families. The survey question does not distinguish between the two. These two groups had the youngest age profiles of all the key SE user sub-groups. Such problems were rarer – although still common compared to the general population – among the older, more male groups: single homeless (24%), those with mental health problems (17%) and offenders (16%). In total, female members of the SE user group were three times as likely as male members to have suffered domestic violence in the last few years (43% compared to 13%).

2.120 The gender gap was not so immediately apparent when it came to children. A total of 16% of men said they were not seeing their children enough, compared to 13% of women. However, men were less likely to say they had children. Once re-based to include only those with children under the age of 16, a gender gap is apparent. Two thirds (66%) of fathers reported this problem, compared to just one in three (33%) mothers. Nevertheless, given that, nationally, around four in five single parent families are headed by women, the proportion of women reporting access problems seems quite high. Clearly, some have lost their children not to their former partners but also to care, or in some cases parents, former 'in-laws' or even grandparents.

2.121 Sample sizes are generally insufficient to break this data down by user group but there are indications that the male/female analysis above holds for most groups.

**Figure 2.12 Current family problems (by user type)**



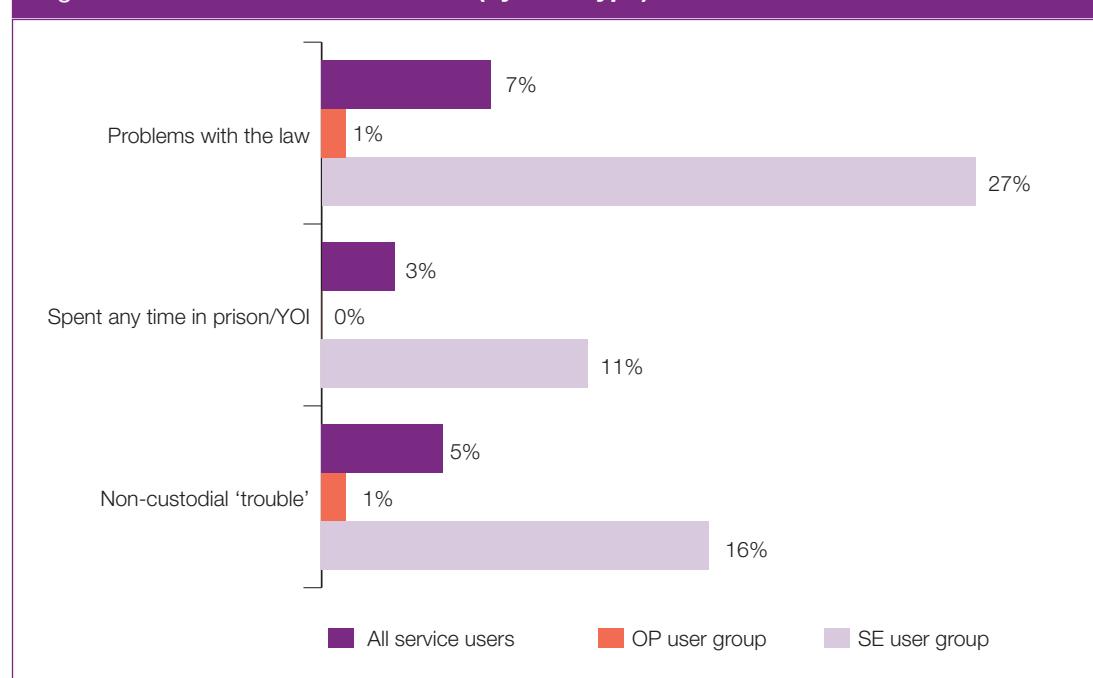
Base: all respondents in each user group (3617, 900, 2717)

## Problems With the Law

2.122 Overall, 7% of service users had been in trouble with the law in the last few years, including 3% who have spent time in a prison or Young Offenders Institution (YOI). Hardly any members of the OP user group had been in trouble with the law (1%) compared to more than one in four (27%) of the SE user group, many of whom (11% in all) had been incarcerated during this period.

2.123 As expected, members of the 'offenders' user group were most likely to have been in trouble with the law (71%), although only 48% had spent time in prison/YOI<sup>18</sup>. Some of the other groups were less likely to have spent time inside as a result of 'trouble'. For example, a third (32%) of young people at risk had been in trouble, but very few had been in a YOI. Members of the 'domestic violence' were least likely to have been in trouble with the law (11%) but this is still much more than the national average.

Figure 2.13 Problems with the law (by user type)



Base: all respondents in each user group (3617, 900, 2717)

## Emergency Living Arrangements

2.124 Overall, 11% had spent time living in short stay hostels or on the streets in the last few years. However, this rises to 42% of the SE user group, since only a couple of respondents in the numerically dominant OP user group reported this condition.

<sup>18</sup> This suggests that (a) around 30% were fairly serious past offenders or very recent prison leavers after a couple of years inside (no trouble in the last few years but still receiving support as an ex-offender); (b) around 20% have been committing lower level crime(s) (trouble in the last few years, no incarceration but require a specialist offenders service); and (c) the rest (50%) are recent offenders, perhaps having committed a medium-level crime or repeated petty crimes that led to prison (time in prison/YOI and in trouble in last few years).

2.125 More than half of the two most male groups – single homeless people (50%) and offenders (63%) – reported short-stay hostel/street experience. However, it was still a common experience among the more female groups – just under four in ten of both the ‘domestic violence’ and ‘homeless families’ user groups. Overall, half (47%) the males in the SE user group had this experience, compared to one in three (35%) females.

2.126 Members of the ‘mental health support needs’ user group were least likely to have reported recent short-stay hostel/street experience (29%), perhaps reflecting their older age profile (median age = 41, compared to an average of 35 for the SE user group). Those aged 55+ were only half as likely as those aged 16-24 or 25-34 to have some recent experience of hostels/streets (one in four, compared to one in two).

2.127 Six in ten (59%) of those living in temporary accommodation reported time in hostels or on the streets. Obviously, some of this group will still be living in a short-stay hostel but it seems likely that a large number of people living in other forms of temporary accommodation (e.g. B&Bs or longer-term hostels) have this experience. Those members of the SE user group living in supported accommodation were slightly less likely to have hostel/street experience (42%) and only one in three of those living in private or HA/local authority accommodation reported the same.

**Table 2.18 Current problems and disabilities**

Major group	% of all service users	% of OP user group	% of SE user group
Physical problems	70%	80%	38%
• Difficulty seeing, hearing or speaking	38%	44%	19%
• Problems getting around due to a physical disability	48%	57%	20%
• Any other longstanding illnesses or disabilities [specified]	41%	47%	19%
Literacy problems (English)	11%	8%	21%
Mental health problems	30%	21%	60%
• Depression	29%	21%	56%
• Any other mental health problems [specified]	6%	1%	19%
Substance abuse problems	6%	1%	22%
• Problems due to alcohol	5%	1%	15%
• Problems due to drug use	3%	<0.5%	11%
Family problems	6%	1%	23%
• Problems with a violent or abusive partner or other family members	3%	1%	11%
• Not seeing children sufficiently [if parent]	4% of all; 49% of parents	1% of all	15% of all; 48% of parents
Problems with the law	7%	1%	27%
• Spent any time in prison/YOI	3%	–	11%
• Non-custodial ‘trouble’	5%	1%	16%
Time on the streets/short-stay hostels	11%	1%	42%

Base: all respondents in each user group (3617, 900, 2717)

## Summary of Problems

2.128 It is possible to summarise the variety of problems in a person's recent history by giving a value of 1 to each of 'physical problems', 'mental health problems', literacy problems, substance abuse problems, 'family problems' and emergency living experience and trouble with the law. Anybody scoring all 7 has experienced a wide variety of problems, while those scoring zero or 1 have experienced surprisingly few. It seems reasonable to expect those with a greater variety of problems to be more likely to have difficulty moving toward genuinely independent living.

2.129 In total, only 1% reported six or seven problems, and just 16% reported three or more. The vast majority (61%) none or one. Members of the SE user group tended to report more problems than members of the OP user group. Around one in two (52%) reported three or more, compared to only 5% of the OP user group. Nevertheless, even among the SE user group, a substantial proportion (25%) reported no more than one problem, including 6% reporting none whatsoever. If problems can be said to correspond to needs, then it seems fair to say that around three quarters of the SE user group and one quarter of the OP user group have 'multiple needs' (i.e. have experienced two or more problems, either now or in the recent past).

2.130 Offenders were those most likely to have multiple needs (95%), and among the larger SE user sub-groups, 'young people at risk' (66%) and members of the 'homeless families' user group (65%) were least likely to have multiple needs. If this analysis is refined to include only those with severe multiple needs (four or more of the seven problem categories), then the difficulties faced by offenders becomes much more stark. Two thirds (63%) had severe multiple needs, more than twice the proportion of the next highest, single homeless people (30%). Between 19% and 26% of the other five groups reported four or more problems.

**Table 2.19 Variety of problems now/in last few years**

Service user type	% with zero/ one problems	% mulitple needs (2+)	% severe multiple needs (4+)	Mean no. of problems
ALL SERVICE USERS	61% (13%/48%)	39%	8%	1.5
OP user group	72% (15%/57%)	28%	1%	1.2
SE user group	25% (6%/19%)	75%	30%	2.7
• Offenders or those at risk of offending	6% (0%/6%)	95%	63%	3.8
• Single homeless people	26% (5%/21%)	74%	30%	2.8
• People with mental health problems	22% (3%/20%)	78%	26%	2.6
• Women at risk of domestic violence	18% (3%/15%)	82%	23%	2.6
• Young people at risk	34% (15%/19%)	66%	21%	2.3
• Homeless families	35% (12%/23%)	65%	19%	2.3

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 134, 953, 318, 224, 245, 351))

# CHAPTER 3

## Opinions About Current Accommodation

### Summary of Key Findings

- 3.1 One in ten (9%) of service users lived with non-family members and those who did were generally contented with this situation. Eight in ten (81%) said that they liked or mostly liked living with them. Those who did not like living with non-family members were more likely to live in a place where people broke rules the respondent thought were sensible.
- 3.2 The majority of service users who lived with non-family members felt that it was important to be able to lock their room door. Virtually all service users who said that this was 'vital' or 'very important' could actually do so.
- 3.3 Despite locks on doors, many of those who lived with non-family members suggested that they did not have enough privacy. This proportion ranged from 34% of the 'young people at risk' user group to 12% of the 'mental health support needs' user group.
- 3.4 Half (47%) of service users shared facilities with people that they did not live with. They were generally positive about the condition of them (40% rated them as excellent and 47% as good). However, a substantial minority (34%) sharing facilities in temporary accommodation thought their condition only 'fair' or 'poor'. They were three times as likely as those sharing facilities in sheltered accommodation to make this assessment.
- 3.5 Those who lived in sheltered, supported or temporary accommodation were asked to comment on the rules of the establishment. The most common rules were: restrictions on pets (58%); restrictions on smoking (35%) and no illegal drugs (28%). Members of the SE user group tended to live with more rules than members of the OP user group. Most service users were happy, with only 11% expressing a wish to change any rules. The majority of service users also thought that the rules were sensible, ranging from 98% of those living with a no drugs rule to 81% of those living with restricted visitors hours.
- 3.6 Restrictions on alcohol, curfews and restricted visitors hours were the rules most likely to be broken. Nearly three in ten reported some non-compliance with these rules where they existed. A higher proportion of service users stuck to rules on smoking, drugs and pets, with the OP user group reporting more compliance than the SE user group. Those who thought that it was sensible to have restrictions on pets but reported non-compliance, showed a lower level of satisfaction with the services provided.

- 3.7 A third (31%) of service users living in sheltered, supported or temporary accommodation felt that they could have either 'a lot' or 'a fair amount' of influence on the way things were run. Members of the SE user group were more likely than members of the OP user group to feel they have influence (43%/28%). Those who thought that they could have such influence were also more likely to be 'very satisfied' with the services provided (71%, compared to 57% of those who did not think they could have an influence).
- 3.8 Most service users felt safe when out on their own during the day, including 49% who said that they felt very safe. Unlike most of the other results, there were few differences in response between members of the OP and SE user groups. Nearly six in ten (58%) of the 'domestic violence' user group said that they would feel very safe, which says a lot for refuges.
- 3.9 Two-thirds (68%) of service users thought that their current accommodation was 'very nice'. Despite the fact that most people living with non-family members liked them, they tended to be more negative than average about the standard of their accommodation. Responses were also related to the quality of previous accommodation. The members of 'homeless families' user group was the least likely to say that their current place was better than their last place and also the least likely to say that their current accommodation was very nice (29%).

## Impact of Sharing Accommodation With Others

- 3.10 Over a quarter (28%) of all service users lived with at least one other person, whether this was a member of their family or someone previously unknown to them. In addition, half (48%) of those living on their own were still sharing other facilities such as a common lounge or laundry room. It is therefore important to gauge the impact that this has on service users.

## Feelings About Living With Others

- 3.11 The survey asked those who lived with (a) service provider staff or (b) anyone else other than friends and family whether they liked living with these people.<sup>19</sup> This group made up 9% of all service users. Responses could either be 'yes/mostly yes' or 'no/mostly no'. Table 3.1 shows that eight in ten (81%) service users who lived with non-family members liked or mostly liked living with them.<sup>20</sup> There were few differences in opinion within the SE user group.

<sup>19</sup> From now on service users living with either service provider staff or anyone else will be referred to as living with 'non-family members'.

<sup>20</sup> Hardly anybody from the OP user group lived with non-family members so it is not possible to compare the results between the two user groups.

**Table 3.1 Whether like living with other people (by user group)**

Service user groups	% Yes/Mostly yes	% No/Mostly no
ALL SERVICE USERS LIVING WITH NON-FAMILY MEMBERS	81%	18%
SE user group	81%	18%
• People with mental health support needs	84%	16%
• Young people at risk	83%	16%
• Single homeless people	81%	18%
• Women at risk of domestic violence	79%	19%
Base: all respondents living with non-family members in each user group (970, 956 (sub-groups = 119, 81*, 445, 106))		

3.12 Contentment with living with non-family members was strongly correlated with a positive outlook on life. Those who liked living with non-family members were far more likely than those who did not like living with them to feel very or fairly happy about their life as a whole (57%, compared to 29%).

## Condition of Shared Facilities

3.13 Nearly half (47%) of service users shared facilities such as a common lounge with people that they did not live with (i.e. people with whom they did not share a bathroom or kitchen). To gain insight into their feelings about this, those who shared such facilities were asked what condition they were in. As shown in Table 3.2, the majority of service users were very positive. Four in ten (40%) said that the facilities were in excellent condition and a further 47% said that they were good. Just 2% thought that the shared facilities were poor. This positivity may be due to the fact that some service users will have been comparing their current facilities to poor ones they had lived in previously. It has already been shown in an earlier chapter that service users tend to think their current accommodation was better than their previous place.

3.14 Service users in sheltered accommodation (45%) were much more likely than those in supported accommodation (29%) and those in temporary accommodation (18%) to say that the shared facilities were in excellent condition. Short-term accommodation has a high turnover of people using the facilities and it is conceivable that users are less likely to invest their time and energy into keeping things in good condition.

**Table 3.2 Condition of shared facilities (by accommodation type)**

Accommodation type	% Excellent	% Good	% Fair	% Poor
ALL SERVICE USERS SHARING FACILITIES WITH PEOPLE THEY DID NOT LIVE WITH	40%	47%	11%	2%
Sheltered accommodation	45%	45%	9%	1%
Supported accommodation	29%	52%	13%	5%
Temporary accommodation	18%	48%	24%	10%
Base: all respondents sharing facilities with people who they did not live with in each type of accommodation (1612, 340, 697, 422)				

## Privacy

3.15 Another facet of sharing accommodation with others is privacy. The survey covered two particular areas each of which may have an impact on privacy:

- Whether they shared a room with non-family members.
- Whether there were locks on doors of room.

The questionnaire also included a summary variable, asking service users how much privacy they *felt* they had.

### SHARING A ROOM WITH NON-FAMILY MEMBERS

3.16 The survey asked those who only lived with non-family members whether they shared their room with anyone. Just one in ten (8%) of those living with only non-family members actually found themselves in this position, which is equivalent to just 1% of all service users. Those who shared a room with non-family members were then asked whether this was a problem for them. A quarter (27%) said that sharing a room with such people was a problem.

### IMPORTANCE OF BEING ABLE TO LOCK ROOM DOOR

3.17 Another measure of privacy is being able to lock the door of one's own room. The researchers asked service users how important it was to be able to lock the door of their room. Table 3.3 shows that overall, a third (34%) of service users who lived with non-family members felt that it was 'vital' to be able to lock their room door. A further 35% felt that it was 'very important', with just 18% considering it to be not important.<sup>21</sup>

3.18 The majority of those living with non-family members were in either supported or temporary accommodation. Half (49%) of those in temporary accommodation felt that it was 'vital' to be able to lock their room door, compared to just 28% of those in supported accommodation. This difference may be due to the fact that those living in supported accommodation had generally done so for a longer period of time. The longer that an individual stays in the same place, the more familiar they become with their co-habitees and surroundings. This may result in a greater sense of security and lessen the need to lock a room door.

**Table 3.3 Importance of being able to lock room door (by accommodation)**

Accommodation Type	% Vital	% Very important	% Fairly important	% Not important
ALL SERVICE USERS LIVING WITH NON-FAMILY MEMBERS	34%	35%	13%	18%
Supported accommodation	28%	34%	16%	23%
Temporary accommodation	49%	41%	4%	6%
Base: all respondents living with non-family members in each type of accommodation (970, 527, 304)				

21 Due to the small proportion of the OP user group who lived with non-family members it is not possible to compare their views with those of the SE user group.

3.19 In total, nine in ten (91%) of those who lived with non-family members said that they could lock their room door. Those users who said that it was 'vital' or 'very important' to be able to lock their room door were even more likely to be able to.

### OVERALL FEELINGS ABOUT PRIVACY

3.20 It was presumed that service users who were living with non-family members (9% of all) would have the least privacy, and that this would affect how they felt about the services they received. This group includes 8% who live with other people, less than 0.5% who live with service provider staff and less than 0.5% who live with both of these types of people. The researchers asked service users who lived with non-family members how much privacy they felt that they had from these people. If an individual lived with both service provider staff and other people, then they were asked to respond about each group in turn. The categories given were:

- As much privacy as needed.
- Usually as much privacy as needed, but not always.
- Some privacy but not enough.
- No privacy.

3.21 As shown in Table 3.4, two-thirds (66%) of service users who lived with 'other people' felt that they had as much privacy as they needed, with a further 16% saying that this was usually the case. Just under two in ten (18%) were not happy about the level of privacy they had.

3.22 There was significant variation in response between the individual user groups. A third (33%) of the 'young people at risk' user group said that they had some privacy but not enough or that they had no privacy whatsoever. However, the 'mental health support needs' user group was more positive about the issue. Just 9% gave an answer that suggested they were not happy with the level of privacy.

Table 3.4 Level of privacy from non-family members (by user group)

Service user groups	% As much privacy as I need	% Usually as much privacy as I need	% Some privacy but not enough/ No privacy
Service user groups			
ALL SERVICE USERS LIVING WITH NON-FAMILY MEMBERS	66%	16%	18%
SE user group	63%	18%	19%
• People with mental health support needs	79%	13%	9%
• Single homeless people	61%	18%	21%
• Young people at risk	47%	20%	33%
• Women at risk of domestic violence	46%	25%	30%
Base: all respondents living with non-family members in each user group (926, 912 (sub-groups: 109, 431, 76*, 98*)			

3.23 Those living in supported accommodation (70%) were more likely than those living in temporary accommodation (58%) to say that they 'always' had as much privacy as they needed. This may be due to the fact that users in temporary accommodation

will generally have moved in fairly recently. In addition, the other people living with them will also be ever changing. This makes it likely that service users feel less settled in temporary accommodation.

3.24 It might be expected that not having a lock on your room door would have a negative impact on privacy. However, seven in ten of those who could *not* lock their room door said that they had as much privacy as they needed. They were slightly more positive than average. There may be other reasons why these people felt they had enough privacy but it seems clear that locks were less of an issue than had been presumed.

3.25 A small proportion (1%) of service users lived with people who worked for the service provider. Overall, results were fairly similar to those for living with 'other people', which are shown in Table 3.4. Six in ten (61%) service users who lived with people who worked for the service provider felt that they had as much privacy as they needed and a further quarter felt that they usually had as much privacy as they needed but not always. Just 3% of service users who lived with service provider staff felt that they had no privacy at all.

## Rules and Regulations

3.26 When living in accommodation managed by someone else it is quite common for there to be rules that must be observed. These rules may be formal (set by those managing the accommodation) or informal (set by some or all of the people living there). Such rules range from those designed to help individuals deal with problems such as alcohol dependency, to those which make it a more pleasant place for everyone to live.

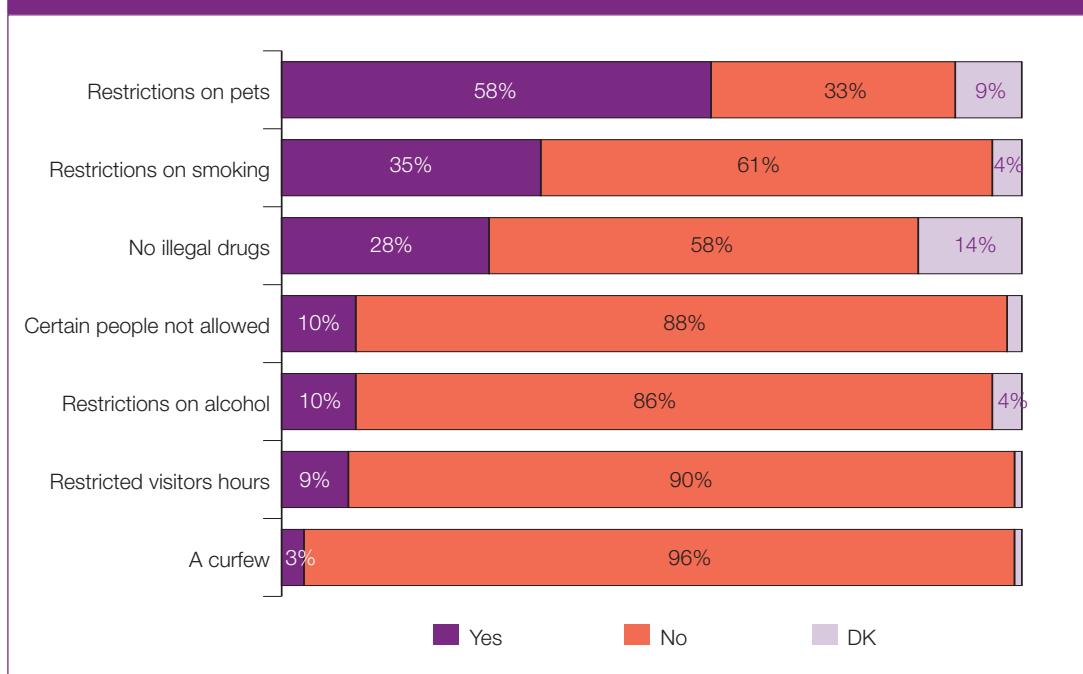
3.27 The researchers developed a list of rules and asked all service users living in sheltered, supported or temporary accommodation about them. They were asked to focus on formal rules, rather than any informal rules which users may adhere to. This meant that discussion was limited to those rules set by the service provider.

3.28 As shown in Figure 3.1, the incidence of each rule varied greatly, with one rule mentioned far more frequently than any other. Nearly six in ten (58%) service users said that their accommodation had a restriction on pets.

3.29 Two other rules were mentioned by a reasonable proportion of service users. A third (35%) of service users said that their accommodation had restrictions on smoking. In addition, over a quarter (28%) of service users said that their accommodation had a rule which banned illegal drugs.

3.30 The other four rules were much less common. Only one in ten reported that certain people were not allowed. A similar number said that there were restrictions on alcohol and that there were restrictions on visitors hours. Just 3% had to observe a curfew.

Figure 3.1 Whether have rules in current accommodation



Base: all respondents living in sheltered, supported or temporary accommodation (2771)

3.31 Living arrangements may have had an effect on the incidence of rules. In shared accommodation, there may be a need to put restrictions in place to keep everyone in order. As shown in Table 3.5, those living with non-family members were more likely than those living on their own/with family to report rules concerning illegal drugs, restrictions on alcohol, visitors and their hours and a curfew.

3.32 The rules placing restrictions on pets and smoking followed a different pattern. They were most common amongst service users who were sharing facilities, regardless of who they were living with.

Table 3.5 Presence of rules in accommodation (by living arrangements)

Rule	% On own and sharing facilities	% On own and not sharing facilities	% With others and sharing facilities	% With others and not sharing facilities
Restrictions on pets	74%	39%	70%	63%
Restrictions on smoking	55%	12%	56%	37%
No illegal drugs	25%	20%	80%	86%
Certain people not allowed	9%	3%	48%	38%
Restrictions on alcohol	9%	2%	58%	35%
Restricted visitors hours	7%	2%	57%	32%
A curfew	3%	<0.5%	24%	9%

Base: all respondents living in sheltered, supported or temporary accommodation in each living arrangement category (868, 966, 735, 202)

3.33 Differences between the two main user groups were also apparent. As shown in Table 3.6, those from the SE user group were more likely than those from the OP user group to report a restriction on pets (71%, compared to 55%). Rules concerning illegal drugs and alcohol, are more relevant to the SE user group. It was therefore no surprise that members of the SE user group were more likely to report them

(79% and 46%, compared to 16% and 2% of the OP user group). The SE user group was more likely to have problems with violent partners, alcohol dependency and substance abuse. Many also have children living with them. Collectively, these issues mean that there is a greater need to place limitations on what service users can do in sheltered, supported or temporary accommodation and when they can do it.

**Table 3.6 Presence of rules in current accommodation (by user group)**

Rule	% OP user group	% SE user group
Restrictions on pets	55%	71%
Restrictions on smoking	34%	39%
No illegal drugs	16%	79%
Certain people not allowed	2%	44%
Restrictions on alcohol	2%	46%
Restricted visitors hours	<0.5%	44%
A curfew	1%	15%

Base: all respondents living in sheltered, supported or temporary accommodation in each user group (791, 1980)

3.34 Service users who were suffering from particular problems were slightly more likely to be living with rules related to that problem. Over half (55%) of the SE user group who said that they had a problem due to alcohol reported a rule placing restrictions on its consumption. This compared to 44% of those in the SE user group who did not have a problem due to alcohol. The trend was stronger amongst members of the SE user group who had problems due to drug use. Nine in ten (92%) of this group reported a ban on illegal drugs, compared to 77% of those who did not have a problem due to drug use.

3.35 The researchers also asked service users whether they would like to change any of the rules. Just one in ten (11%) said that they would like to make changes, suggesting that the majority of service users were happy with the current rules. Those living and sharing facilities with non-family members were those most likely to express a desire to change them (33%). In contrast, just 5% of those who lived on their own/with family members and did not share facilities with others said that they wanted to change rule(s).

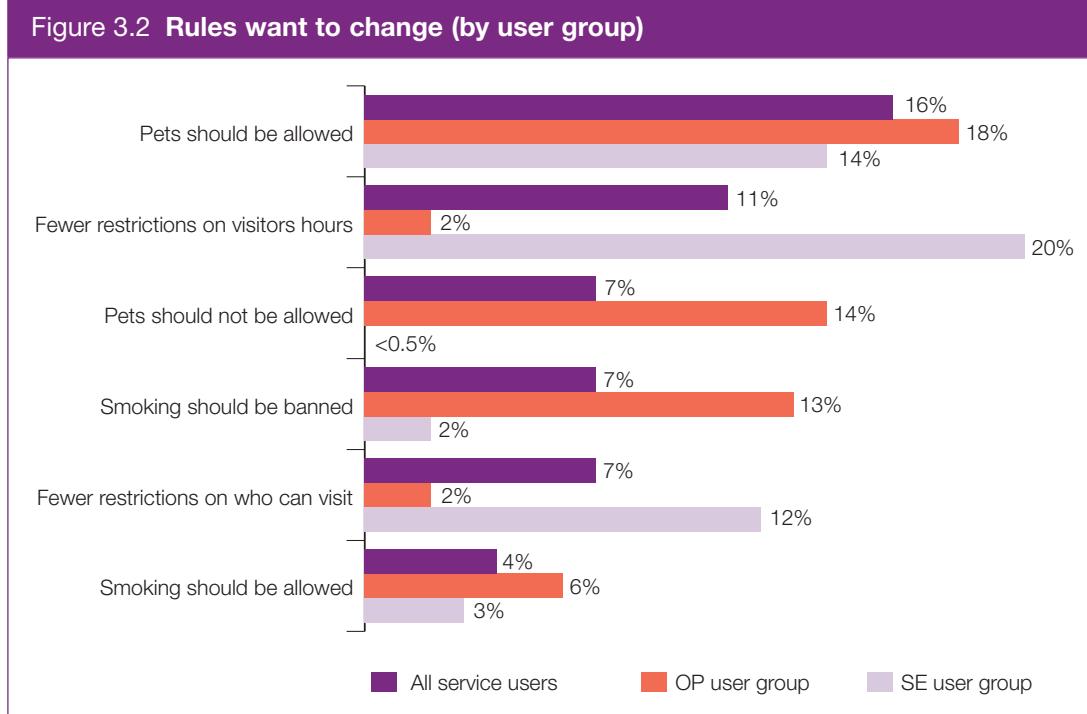
3.36 Just 7% of the OP user group said that they would like to make changes. In contrast, three in ten (28%) of the SE user group wanted to change rules. The 'young people at risk', 'domestic violence' and 'single homeless' user groups (43%, 36% and 32% respectively) were the most likely to want to make changes. The 'mental health support needs' user group was the least likely (15%).

3.37 Those who wanted to change rules were asked to describe which rules they wanted to change. Figure 3.2 shows the most frequent responses, broken down by user group. Two in ten (16%) service users who wanted to change a rule said that pets should be allowed. In contrast, 7% of service users wanted to have a rule which restricted pet ownership. Overall, more people wanted pet restrictions lifted than introduced.

3.38 Two other rules that service users wanted to change concerned visitors. Two in ten (20%) of those in the SE user group who wanted to change a rule wanted fewer restrictions on visitors hours and a further 12% wanted to have fewer restrictions

on who could visit. In contrast, just 2% of the OP user group who wanted to change a rule specified making each of these two rules more lenient.

3.39 Apart from rules about pets, the only rules to bother a significant proportion of the OP user group concerned smoking (13% wanted to place a ban on smoking). In contrast, just 2% of the SE user group wanted to ban smoking. Some wanted to change the rule the other way, 6% of the OP user group and 3% of the SE user group wanted to soften the smoking rule.

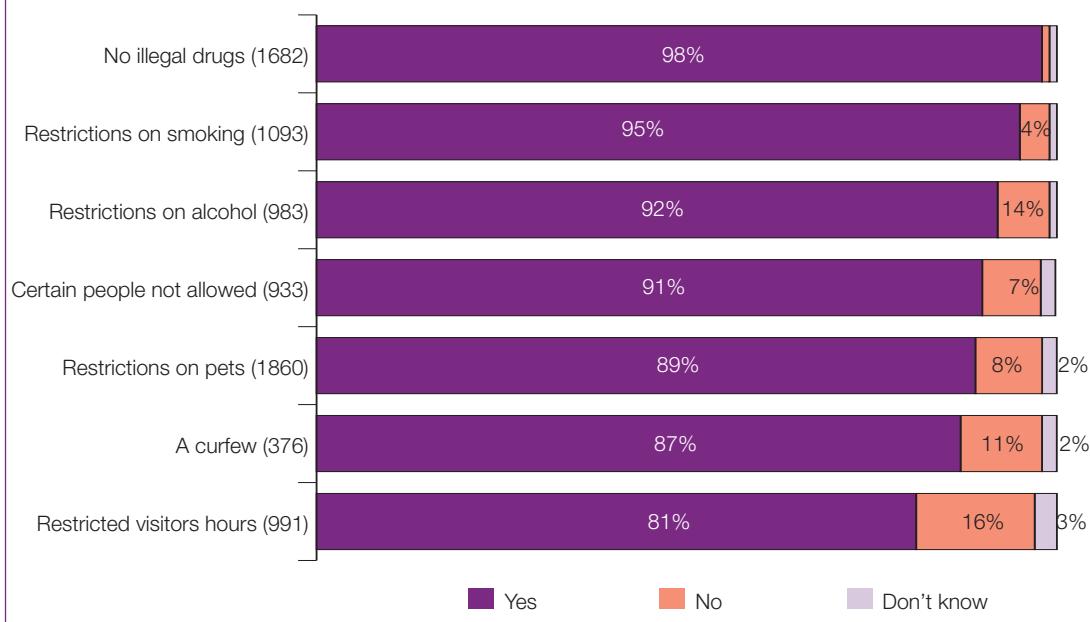


Base: all respondents who want to change rules in each user group (659, 50\*, 609)

3.40 In total, two in ten (19%) of service users who wanted to change rules said they wanted to introduce them or make them more stringent. Four in ten (39%) wanted to make them more lenient or dispense with them altogether. The latter was largely driven by the high proportion of service users who wanted to change the rule that restricted pet ownership. The remaining four in ten did not specify whether they wanted to make a specific rule more lenient or more stringent.

3.41 Both user groups were more likely to want to soften rules. A quarter (26%) of the OP user group who wanted to change rules wanted to soften them, with three in ten (31%) wanting to make them more stringent. Half (51%) of the SE user group said that they wanted to soften rules and just 7% wanted to make them more stringent. Nevertheless, due to the relatively small proportion of users who wanted to make changes to rules, the majority of both user groups were happy with the way things were.

3.42 The researchers asked service users whether the rules they had reported were sensible or not. Figure 3.3 shows that the vast majority thought the rules were sensible. This ranged from 98% of those living with a no drugs rule to 81% of those living with restricted visitors hours. This suggests that most service users were happy with the rules that were in place. There were few differences between the views of those from the OP and the SE user groups.

**Figure 3.3 Whether think rule is sensible**

Base: all respondents reporting each rule

3.43 The rule which received the greatest amount of opposition was restricted visitors hours. A total of 16% of service users who reported the rule did not think that it was sensible. The 'young people at risk' and people from 'homeless families' user groups were the most likely to oppose the rule (23%). Who they shared their accommodation/facilities with made little difference to whether service users thought this rule was sensible. One in ten (11%) service users did not think that having a curfew was sensible. Again, the 'young people at risk' user group (23%) was the most likely to oppose the rule.

3.44 Nine in ten (89%) of those who currently had problems due to alcohol and who reported restrictions on alcohol thought that the rule was sensible. Virtually all (99%) of those who currently had problems due to drug use and who lived with a no drugs rule thought that it was sensible.

3.45 The majority of service users felt that each rule was sensible and therefore it is interesting to find out how far these rules are followed. For each rule, the following steps were taken:

- Those living with others were asked whether everyone living with them stuck to the rule.
- Those who lived on their own were asked whether they personally stuck to the rule.
- In addition, those who also shared additional facilities were asked whether these people stuck to the rule.

By combining the responses to these questions, it is possible to derive the amount of rule-breaking there is, with the service user interviewed speaking for any others subject to that rule. Table 3.7 shows this information for each of the seven rules.

3.46 There were three rules in particular that were often broken. These were restrictions on alcohol (29%) a curfew (28%) and restricted visitors hours (27%). The rules regarding a curfew and restricted visitors hours had the highest level of opposition amongst service users. It is therefore not surprising that these rules were also broken by many.

3.47 A greater proportion of service users stuck to rules on smoking, drugs and pets than stuck to the other rules. However, members of the SE user group reported less compliance than members of the OP user group. Three in ten (30%) of the SE user group said that not everyone stuck to the smoking rule, compared to just 8% of the OP user group. Bearing in mind the importance of a ban on illegal drugs, it is surprising that two in ten (22%) of the SE user group reported non-compliance. Just 1% of the OP user group gave this response.

**Table 3.7 Non-compliance with rules (by user group)**

Rule	% All service users	% OP user group	% SE user group
Restrictions on alcohol (983)	29%	–	–
A curfew (376)	28%	–	–
Restricted visitors hours (991)	27%	–	–
Certain people not allowed (933)	19%	–	–
Restrictions on smoking (1093, 267, 826)	13%	8%	30%
No illegal drugs (1682, 131, 1551)	12%	1%	22%
Restrictions on pets (1860, 420, 1440)	8%	8%	9%

Base: all respondents reporting each rule (bases shown in table) – denotes rules where the low OP user group base size prevents analysis with the SE user group

3.48 It has already been shown that most rules were largely considered to be sensible. However, some rules were considered less sensible than others. For these rules, it is interesting to investigate whether there is any variation in the reported incidence of non-compliance.

3.49 A total of 16% of service users did not think that the rule which restricted visitors hours was sensible. Of this group, four in ten (40%) reported non-compliance. This compares to a quarter (24%) of those who thought that the rule was sensible.

3.50 Of the service users who did not think that having a curfew was sensible, over half (51%) said that not everyone stuck to the rule. This figure reduces to 25% amongst those who thought that the curfew was sensible. This evidence suggests that those who disagree with a rule are more likely to live in places where the rule is broken. Or vice versa it is possible that they are guilty of breaking the rule themselves.

3.51 It would not be surprising if those who thought a rule was sensible showed some form of unhappiness with their accommodation if others broke the rule. Members of the SE user group who thought that it was sensible to have restrictions on pets but reported non-compliance amongst others, showed a low level of satisfaction. Over one in ten were 'not satisfied' with the services provided. This compares to 7% of all service users. A similar proportion of the SE user group who were in the same situation with a 'no drugs' rule said that they were 'not satisfied'.

# Influence on Running of Accommodation

3.52 The Supporting People programme aims to help service users to maintain an independent lifestyle. For some service users, having a say in the way that their accommodation is run may contribute to their independence. To gain insight into this area, the survey asked those living in sheltered, supported or temporary accommodation about the influence they could have on the way things were run. The emphasis was placed on whether service users *could* have an influence on the way things were run and not on whether they wanted to.

3.53 The sample of service users in sheltered, supported or temporary accommodation can be broken into two groups:

- Those who believed that they could have either a lot or a little amount of influence.
- Those who believed that they could not have any or much influence.

3.54 Table 3.8 shows this data broken down by user group. In total, 31% of service users living in sheltered, supported or temporary accommodation felt that they could have either a lot or a fair amount of influence on the way things were run. Six in ten (60%) felt that they could not have any or much influence, and one in ten (10%) did not know what their status was.

3.55 There were great differences between the feelings of the two main user groups. Four in ten (43%) of those from the SE user group felt that they could have either a lot or a fair amount of influence, compared to 28% of the OP user group.

3.56 Within the SE user group, there were again significant differences. The 'offenders' user group was the most likely to believe that they could have a lot or a fair amount of influence on the way things were run (62%). It is interesting to note that the user groups with a higher proportion of women (people from 'homeless families' and 'domestic violence' user groups) were the least likely to believe that they could have a lot or a fair amount of influence on the way things were run.

**Table 3.8 Amount of influence (by user group)**

Service user groups	% A lot/a fair amount	% Not much/none	% DK
ALL SERVICE USERS IN SHELTERED, SUPPORTED OR TEMPORARY ACCOMMODATION	31%	60%	10%
OP user group	28%	62%	11%
SE user group	43%	49%	8%
• Offenders or those at risk of offending	62%	34%	3%
• People with mental health support needs	49%	41%	10%
• Young people at risk	48%	47%	5%
• Single homeless people	37%	54%	9%
• Women at risk of domestic violence	30%	62%	9%
• Homeless families	29%	62%	10%

Base: all respondents living in sheltered, supported or temporary accommodation in each user group (2771, 791, 1980 (sub-groups = 98\*, 253, 205, 776, 159, 253))

3.57 Once again, there were differences when analysing results by accommodation type. As shown in Table 3.9, those in sheltered accommodation were less likely than those in supported or temporary accommodation to believe that they could have either a lot or a fair amount of influence on the way things were run (29%, compared to 33% and 37% respectively). This may be due to the profile of user groups within each type of accommodation and the fact that members of the OP user group were less likely to say that they could have an influence than members of the SE user group.

**Table 3.9 Amount of influence (by accommodation type)**

Service user groups	% A lot/a fair amount	% Not much/none	% DK
ALL SERVICE USERS IN SHELTERED, SUPPORTED OR TEMPORARY ACCOMMODATION	31%	60%	10%
Sheltered accommodation	29%	61%	10%
Supported accommodation	33%	57%	10%
Temporary accommodation	37%	54%	8%

Base: all respondents living in sheltered, supported or temporary accommodation in each accommodation type (2771, 655, 1427, 524)

3.58 Service users who felt that they could have either a lot or a fair amount of influence on the way things were run, were more likely to be 'very satisfied' with the overall provision of services. Seven in ten (71%) of this group felt this way, compared to just 57% of those who did not feel they could have any or much influence. However, there are other variables which seem to make more of a difference to service satisfaction.

## Feelings About Current Accommodation

3.59 Safety is another important issue for service users, some of whom will have previously had some unsettling experiences. The issue of safety applies to both the accommodation and the area that they are living in.

3.60 The survey included two questions about safety:

- An 'objective' assessment of the neighbourhood's safety.
- How safe the respondent would feel if out on his/her own during the day.

Over half (55%) of service users gave the same response to both questions. Three in ten (30%) were more positive at the second question and 10% were more positive at the first question. This may be due to the fact that the second question personalised the concept of safety and therefore gives the most accurate measure of service users' feelings. It is possible that service users thought about their children or others when responding to the first question. The second more personalised question will therefore be used for the majority of analysis.

3.61 Table 3.10 shows results broken down by user group. Overall, half (49%) of service users said that they would feel very safe when out on their own during the day. A further 39% said that they would feel fairly safe, but this response does suggest that there is some doubt in their mind with regard to safety. One in ten (10%) said that they would not feel safe. Unlike most other results, there were only slight differences between the OP and SE user groups.

3.62 Within the SE user group, there were distinct differences. The 'young people at risk' user group was particularly likely to feel 'very safe' when out on their own during the day (64%). Just 6% of this group said that they would not feel safe. Nearly six in ten (58%) of the 'domestic violence' user group said that they would feel very safe in such a situation, which is positive given their past issues, and the fact that most are in a refuge. The 'mental health support needs' user group was the least likely to feel very safe (45%). The proportion of each group who specifically said that they would *not* feel safe did not vary so much.

**Table 3.10 Level of safety when out on own during the day (by user group)**

Service user groups	% Very safe	% Fairly safe	% Not safe
ALL SERVICE USERS	49%	39%	10%
OP user group	47%	40%	9%
SE user group	53%	36%	10%
• Young people at risk	64%	30%	6%
• Women at risk of domestic violence	58%	32%	10%
• Homeless families	54%	36%	9%
• Single homeless people	53%	37%	10%
• Offenders or those at risk of offending	51%	41%	8%
• People with mental health support needs	45%	43%	12%

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 245, 224, 351, 953, 134, 318))

3.63 Female service users were less likely than men to feel safe when going out on their own in the neighbourhood during the day. Over four in ten (44%) women felt very safe in this scenario, compared to nearly six in ten (57%) men. In total, 12% of women said that they would not feel safe when out on their own during the day. The contrary results for the all-female 'domestic violence' user group seem even stronger in this context.

3.64 All of the areas covered in this chapter may have an impact on a service users' feelings about their current accommodation. In order to summarise how service users felt about their accommodation, the researchers asked them to state what they thought about their current place. The options given were:

- Very nice;
- Fairly nice;
- Mixed feelings; and
- Not nice.

3.65 Results broken down by each user group are shown in Table 3.11. Overall, two-thirds (68%) of service users thought that their current accommodation was very nice, with a further two in ten (19%) saying that it was fairly nice. Just 2% felt that it was 'not nice'.

3.66 These overall figures masked significant differences between the different living arrangement groups. Those living on their own/with family were much more positive about their current accommodation than those who were living with others. Whether they also shared facilities or not made little difference to results. Seven in ten (73%) of those living on their own/with family and sharing facilities thought that their accommodation was very nice. This compares to just four in ten (42%) of those who were living with non-family members as well as sharing facilities with further others. Living with non-family members appears to have a negative impact on an individual's feelings about their accommodation.

**Table 3.11 Feelings about current place (by living arrangements)**

Living arrangement categories	% Very nice	% Fairly nice	% Mixed feelings	% Not nice
ALL SERVICE USERS	68%	19%	11%	2%
Living on own/with family and sharing facilities	73%	18%	8%	1%
Living on own/with family and not sharing facilities	69%	18%	11%	3%
Living with others and sharing facilities	42%	31%	23%	5%
Living with others and not sharing facilities	48%	28%	17%	76%

Base: all respondents in each living arrangement category (3617, 882, 1764, 749, 221)

3.67 There were significant differences between the two main user groups but these may be related to their different living arrangements discussed earlier. Three-quarters (76%) of the OP user group said that their accommodation was very nice, compared to just four in ten (42%) of the SE user group. Just 1% of the OP user group thought that their current accommodation was 'not nice', compared to 7% of the SE user group. Members of the SE user group were much more likely than members of the OP user group to live with non-family members (33%, compared to 1%).

3.68 In turn, there were also significant differences between the individual user groups. Six in ten (60%) of the 'mental health support needs' user group (60%) considered their current accommodation to be very nice, compared to three in ten (29%) of the people from 'homeless families' user group. Given that people from homeless families were the least likely to be living with non-family members (8%, compared to 33% SE user group average), this is surprising. When talking about their current accommodation some respondents might reflect on the past. As shown, the people from 'homeless families' user group were also the least likely to say that their current accommodation was better than their previous place.

**Table 3.12 Feelings about current place (by user group)**

Service user groups	% Very nice	% Fairly nice	% Mixed feelings	% Not nice
ALL SERVICE USERS	68%	19%	11%	2%
OP user group	76%	16%	7%	1%
SE user group	42%	30%	21%	7%
• People with mental health problems	60%	25%	13%	2%
• Women at risk of domestic violence	44%	25%	26%	5%
• Offenders or those at risk of offending	38%	34%	26%	3%
• Single homeless people	38%	31%	23%	8%
• Young people at risk	37%	28%	27%	7%
• Homeless families	29%	35%	21%	14%

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 318, 224, 134, 953, 245, 351))

3.69 Accommodation is an integral part of an individual's life. It is therefore interesting to compare feelings about current accommodation with feelings about quality of life as a whole. Table 3.13 shows that there is a very strong relationship between the two. Half (50%) of service users who thought that their current accommodation was very nice were very happy with their life as a whole. Just 2% were mostly unhappy. At the other end of the scale, just 2% of those who thought their accommodation was 'not nice' were very happy with their life as a whole, whilst three in ten (28%) were mostly unhappy.

**Table 3.13 Quality of life as a whole (by feelings about current place)**

Feelings about current accommodation	% Very happy	% Fairly happy	% Mixed feelings	% Mostly unhappy
ALL SERVICE USERS	41%	37%	17%	4%
Very nice	50%	36%	13%	2%
Fairly nice	26%	45%	24%	5%
Mixed feelings	18%	34%	34%	14%
Not nice	2%	41%	29%	28%

Base: all respondents with different feelings about current accommodation (3617, 1758, 957, 687, 211)

# CHAPTER 4

## Staff and Support Network

### Summary of Key Findings

- 4.1 Service users were generally very positive about members of staff. The more demanding attributes received the least positive results, but even here six in ten (58%) service users said that staff *always* went ‘the extra mile’ to help them. Members of the OP user group tended to be more positive about staff than members of the SE user group.
- 4.2 Feelings about staff can be correlated with the length of time that service users had been in their current place. Service users who had been living in their current place for less than a month tended to be very positive about staff. However, this decreased until service users had been there for three months. After this point in time, service users tended to be more positive about staff. This may be due to the need for more contact at the outset, which may decrease as the individual settles in. It is possible that this decrease may come too soon. As time goes on, service users may become more familiar with staff and build closer relationships with them.
- 4.3 Service users who said that staff ‘always’ displayed an attribute were far more satisfied with the services provided than those who were less positive about staff. There were fewer differences between those who said that staff mostly, sometimes or never fulfilled the criteria. This suggests that it is crucial for staff to perform at a consistently high level if service users are to feel ‘very satisfied’ with services.
- 4.4 Three-quarters of service users whose spoken English was not very good, said that no-one at their service provider could speak their first language. This suggests that there could have been communication problems in these cases. Of this group, only a quarter said that someone at the service provider had given them advice about where to find other people who spoke their first language.
- 4.5 Eight in ten (80%) service users have a Key Worker. The vast majority (94%) of this group did not want to change their current Key Worker. Just 5% suggested that they wanted a change (2% ‘definitely’ and 3% ‘maybe’). Members of the ‘domestic violence’ and ‘young people at risk’ user groups were the most likely to want a change (both 13%). Three in ten (32%) of those who wanted to change their Key Worker said that this was because their current one was unhelpful.
- 4.6 The majority of service users were not concerned about the ethnic background of their Key Worker (83%). One in ten (11%) said that they would prefer a Key Worker from the same ethnic group and 7% said that they would prefer this person to be from a different ethnic group. In actual fact, a quarter (21%) of service users from minority ethnic groups said that their Key Worker was from the same ethnic group.

# The Role of Service Provider Staff

4.7 Most service users share the common characteristic of having support needs of one form or another. These needs vary from the physical to the psychological. The staff who provide such support may play a critical role in how far service users can live an independent life.

## Staff Attributes

4.8 To gain insight into their feelings about staff, the researchers asked service users to comment on the performance of staff in relation to fifteen different attributes. These ranged from being polite and friendly, to providing good advice and going 'the extra mile' to help. For each attribute, service users were asked to say whether staff always, mostly, sometimes or never fulfilled the criteria. Table 4.1 shows the overall results for each attribute.

4.9 Generally, service users were very positive about members of staff. The attributes which could be described as being basic pre-requisites of such a role received the most positive responses. When asked whether staff were polite, 84% of service users said that this was 'always' the case. An additional one in ten (12%) said that staff were mostly polite. Results were very similar for 'treat you with respect' and 'talk to you in a way you understand'.

4.10 However, staff did not fare quite so well on the more demanding attributes. Six in ten (58%) service users said that staff 'always' went 'the extra mile' to help them. However, even this attribute was displayed by most members of staff at some point. Just 7% of service users said that staff *never* went 'the extra mile' to help them. Generally, members of the OP user group were much more positive than members of the SE user group about each of the attributes.

Table 4.1 **Attributes of service provider staff**

Staff attribute	% Always	% Mostly	% Sometimes	% Never
Polite	84%	12%	4%	1%
Treat you with respect	83%	12%	5%	1%
Talk to you in a way you understand	82%	12%	4%	1%
Treat you fairly	80%	13%	5%	1%
Friendly	79%	15%	5%	1%
Trustworthy	79%	12%	4%	1%
Let you do things for yourself	76%	18%	4%	1%
Make you feel secure	69%	19%	6%	4%
Make you feel safe	69%	19%	6%	3%
Helpful	66%	23%	9%	1%
Listen to what you have to say	66%	21%	10%	2%
You can get help, advice or support from them when you need it	65%	22%	10%	3%
Provide good advice	61%	22%	8%	2%
Do what they say they will do	60%	22%	13%	3%
Go 'the extra mile' to help you	58%	20%	11%	7%

Base: all respondents (3617)  
NB: Responses of DK/No answer are not included in this Table. Therefore, rows do not add up to 100%.

4.11 There were slight differences when breaking down the appraisals of staff by service type. Those receiving floating support were less likely than those receiving accommodation-based support to say staff always let them do things for themselves (69%, compared to 77%), make them feel safe (62%, compared to 70%) and make them feel secure (61%, compared to 71%).

4.12 Just four of the attributes have been selected for further discussion. They were selected for two reasons. Firstly, they were the four attributes that service users were the least positive about. In addition, they all involve staff members actually doing something for the service user, not just being 'polite' or 'friendly'. The attributes selected were those which asked whether staff:

- ...give help, advice or support when needed;
- ...provide good advice;
- ...do what they say they will do; and
- ...go 'the extra mile' to help you.

4.13 Table 4.2 shows the proportion of each user group who thought that staff *always* displayed the attribute. Generally, members of the OP user group were slightly more likely than members of the SE user group to give this response. The only slight difference of opinion was over staff going 'the extra mile' to help them. Six in ten (59%) of the OP user group felt that this was 'always' the case, compared to 54% of the SE user group. The 'young people at risk' and 'homeless families' user groups were least likely to say that staff 'always' displayed each of the attributes.

Just 45% of the 'young people at risk' user group felt staff 'always' went 'the extra mile' to help them. However, only 9% said that staff never did so. Clearly, going 'the extra mile', while not universal, is a common enough occurrence.

**Table 4.2 Whether staff 'always' display attributes (by user group)**

Service user groups	% Can get help/advice/support when needed	% Provide good advice	% Do what they say they will do	% Go the 'extra mile'
ALL SERVICE USERS	63%	61%	60%	58%
OP user group	64%	62%	61%	59%
SE user group	63%	60%	57%	54%
• Offenders or those at risk of offending	68%	63%	63%	60%
• Women at risk of domestic violence	67%	66%	61%	59%
• Single homeless people	66%	62%	56%	53%
• People with mental health support needs	62%	60%	60%	57%
• Young people at risk	61%	54%	51%	45%
• Homeless families	55%	56%	51%	51%

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 134, 224, 953, 318, 245, 351))

4.14 In contrast to the general figures above, members of the SE user group receiving floating support were much more likely than members of the OP user group to say that staff 'always' fulfilled the criteria. As shown in Table 4.3, the attributes with the biggest differences were 'provide good advice (75%, compared to 60%) and 'go the extra mile' (68%, compared to 44%).

**Table 4.3 Whether staff 'always' display attributes (by user group)**

Service user groups	% Can get help/advice/support when needed	% Provide good advice	% Do what they say they will do	% Go the 'extra mile'
ALL SERVICE USERS IN FLOATING SUPPORT	70%	69%	67%	59%
OP user group (floating support)	63%	60%	59%	44%
SE user group (floating support)	74%	75%	73%	68%

Base: all respondents receiving floating support in each user group (942, 142, 800)

4.15 Service users who had been living in their current place for less than a month were more likely to be positive about staff than those who had been there for a little longer. However, service users who had been there for longer than three months tended to be the most positive about staff (see Table 4.4). For example, 55% of service users who had been in their current accommodation for less than a month said that staff 'always' went 'the extra mile' to help them. This dropped to four in ten (44%) of those who had been there for more than a month but less than two months. This then begins to climb back up the longer a person has stayed in one place. Six in ten (59%) of those who had been there for longer than a year said staff 'always' went 'the extra mile'. The same trend was also true of the other three key attributes. Despite lower base sizes amongst those who had only been in their accommodation for a short period of time, the same pattern was evident amongst those receiving floating support services as among those receiving accommodation-based support.

4.16 When service users first move in, staff will generally need to have more contact to help them to settle in and resolve any existing issues. This level of contact may decrease as the individual settles into their accommodation, but perhaps this is too soon. As time goes on, service users may become more familiar with staff and build closer relationships with them.

**Table 4.4 Whether staff 'always' display attributes (by time in current accommodation)**

Length of time in accommodation	% Can get help/advice/support when needed	% Provide good advice	% Do what they say they will do	% Go the 'extra mile'
ALL SERVICE USERS	63%	61%	60%	58%
A month or less	69%	61%	65%	55%
More than a month, up to 2 months	54%	53%	48%	44%
More than 2 months, up to 3 months	56%	56%	54%	47%
More than 3 months, up to 6 months	71%	65%	59%	55%
6 months to 1 year	63%	60%	56%	55%
Longer than 1 year	65%	63%	61%	59%

Base: all respondents in each length of residence band (3617, 209, 205, 208, 511, 686, 1792)

4.17 As expected, overall service satisfaction is correlated with users' opinions of the staff. Table 4.5 shows the level of satisfaction in relation to service user's feelings about staff going 'the extra mile' to help them. Three-quarters (76%) of those who said that staff 'always' went 'the extra mile' were 'very satisfied' with the services provided. There was a vast difference between this group and those who said that staff 'mostly' went 'the extra mile' (56%). Levels of satisfaction amongst those who thought staff 'sometimes' or 'never' went 'the extra mile' did not differ as much. This suggests that the target for staff should be 'always' displaying each attribute. A similar pattern was apparent for all staff attributes.

**Table 4.5 Service satisfaction (by whether staff go 'the extra mile' to help)**

Whether staff go 'the extra mile'	% Very satisfied	% Fairly satisfied	% Not satisfied
ALL SERVICE USERS	63%	30%	6%
Always	76%	21%	3%
Mostly	56%	37%	6%
Sometimes	31%	56%	13%
Never	24%	46%	30%

Base: all respondents in each band (3617, 1873, 765, 527, 280)

## Language Barriers

4.18 A minority of service users (3%) did not have English as their first language. However, over a third (36%) of this group said that their spoken English was still of a 'very good' standard. For the remainder (2% of all service users) it is critical that they can communicate with service provider staff.

4.19 The survey asked all service users who did not speak English as their first language, whether anyone at the service provider spoke their first language. Only a quarter (26%) said that someone at the provider did speak their first language. However, as outlined above, this is most important to those who did not rate their spoken English to be very good. A similar proportion of this group said that someone at the provider spoke their first language. This means that around three-quarters of this group could not communicate very well in English with staff. It is possible that they could have communicated in another language if both parties shared a common second-language.

4.20 The researchers also asked those who did not speak very good English and who could not communicate with staff in their first language, whether anyone at the provider had advised them about where to find people who spoke their first language. A quarter said that someone at the service provider had given them advice on this matter. This means that around three-quarters had not received any help. However, it is possible that these people have found help themselves through friends or family.

4.21 In total, 17% of service users who do not speak English as a first language said that their spoken English was 'below average' or 'poor' and that the service provider had not helped them to find anyone who spoke their first language. If those who spoke 'fairly good' English are included, this figure increases to 35%. This means that a relatively large proportion of those with potential language difficulties are not receiving as much help as they may need.

## Relationship with Key Worker

4.22 Eight in ten (80%) service users have a Key Worker. An individual's Key Worker may have been prominent in their mind when thinking about the staff attributes in the previous section. In many cases, the respondent will have been thinking specifically of their Key Worker when answering those questions. It is therefore necessary to look further into the relationship between service users and their Key Workers.

## Whether Would Like to Change Key Worker

4.23 The survey asked service users who had a Key Worker whether they would like to change this person. Table 4.6 shows that the vast majority of service users (94%) were happy with their current Key Worker and said that they would not like to change them. Including those who definitely wanted a change (2%) and those who 'maybe' wanted a change (3%), a total of 5% expressed a desire to change their Key Worker.

4.24 Members of the SE user group were slightly more likely than members of the OP user group to express a desire for a change (8%, compared to 4%). The 'young people at risk' and 'domestic violence' user groups were particularly likely to express dissatisfaction with their current Key Worker (both 13%). However, as discussed later in this report there were few significant differences in overall service satisfaction between the two user groups.

**Table 4.6 Whether would like to change Key Worker (by user group)**

Service user groups	% Yes, definitely	% Maybe	% No
ALL SERVICE USERS WITH A KEY WORKER	2%	3%	94%
OP user group	1%	3%	95%
SE user group	4%	4%	91%
• Young people at risk	9%	4%	86%
• Women at risk of domestic violence	7%	6%	87%
• Single homeless people	4%	4%	92%
• Homeless families	4%	1%	94%
• People with mental health problems	3%	5%	91%
• Offenders or those at risk of offending	2%	3%	93%

Base: all respondents with a Key Worker in each user group (2989, 673, 2316 (sub-groups = 206, 183, 826, 261, 273, 129))

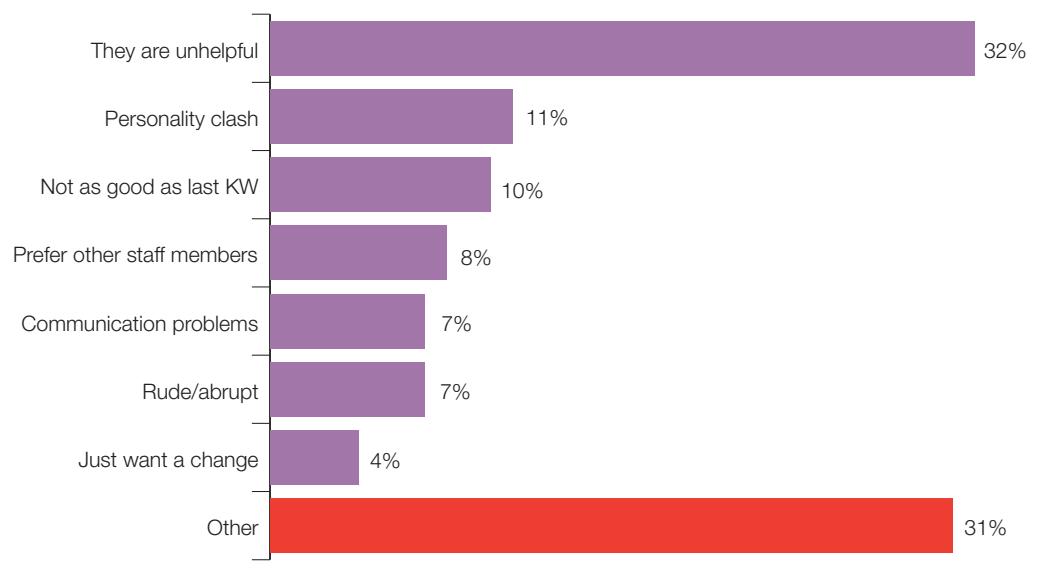
4.25 Those who said that they wanted to change and those who 'maybe' wanted to change their Key Worker were unhappy with the current situation. Table 4.7 shows how levels of service satisfaction differed between those who wanted a change and those who did not. As expected, those who did not want to change their current Key Worker were more likely to be 'very satisfied' with the service provided than those who were open to change (67%, compared to 24%). Nevertheless, this shows that it is possible to have mixed or negative views of your Key Worker but still fully appreciate the overall service. Maybe in these cases, there are more staff around and therefore the relationship with the Key Worker is less important. On the other hand some service users may simply not take staff into account when assessing satisfaction.

**Table 4.7 Service satisfaction (by whether would like to change Key Worker)**

Whether would like to change Key Worker	% Very satisfied	% Fairly satisfied	% Not satisfied
ALL SERVICE USERS WITH A KEY WORKER	65%	29%	5%
Definitely/Maybe	30%	48%	23%
No	67%	28%	4%

Base: all respondents with a Key Worker in each band (2989, 238, 2720)

4.26 The survey asked those who wanted to change their Key Worker to explain why they wanted to do so. As shown in Figure 4.1, three in ten service users (32%) said that this was because their current Key Worker was unhelpful. This reason was given far more frequently than any other. Other reasons given by around one in ten service users included: a clash of personalities (11%) and that their previous Key Worker was better (10%). Three in ten (31%) service users who wanted to change their Key Worker gave a wide variety of other reasons that are not shown individually in Figure 4.1. Many of these reasons related to specific incidents that happened between the service user and their Key Worker.

**Figure 4.1 Reasons for wanting to change Key Worker**

Base: All respondents who would like to change their Key Worker (238)

## Importance of Ethnic Background

4.27 Eight in ten (78%) service users from minority ethnic groups said that they had a Key Worker. Of this group, 8% expressed a desire to change their Key Worker. These proportions were in line with other service users. To find out more about this relationship, the researchers asked service users from minority ethnic groups whether their Key Worker was from the same ethnic group. Two in ten (21%) said that their Key Worker was from the same ethnic group.

4.28 To understand the impact of these results, it is crucial to know whether ethnic background is an issue for service users from minority ethnic groups. Therefore, the survey asked those with a Key Worker whether it was/would be important that this person was from the same ethnic group. The majority of service users (83%) said that it would make no difference to them. One in ten (11%) said that they would prefer a Key Worker from the same ethnic group and 7% said that they would prefer this person to be from a different ethnic group. It should be borne in mind that 'ethnic group' from a respondent's perspective may not fit neatly into one of the Census categories. For example, black African respondents may come from many different tribal backgrounds, each with its own dialect.

# CHAPTER 5

## Provision of Help

### Summary of Key Findings

- 5.1 Thirteen different types of help were explored in the interview. These can be combined to form five categories of help: practical help, help dealing with authorities, emotional help, health checks and horizon broadening.
- 5.2 Three-quarters (74%) of the OP user group had received help in the form of 'regular health checks'. Around two in ten had received help with each of the types of help that involved dealing with the authorities. Only a minority had received emotional help. With the exception of health checks, members of the SE user group were much more likely than members of the OP user group to receive each type of help. The most frequently reported was help dealing with authorities. People from the 'homeless families' user group tended to be less likely to have received each type of help.
- 5.3 Average figures also show that the SE user group receive a higher variety of help. Each member of the SE user group received an average of 3.4 types of help, compared to an average of 2.1 amongst the OP user group. Within the SE user group the people from 'homeless families' user group had the lowest average score (2.5 types of help). This could be explained by a lower level of need amongst this group or a gap in service provision.
- 5.4 The vast majority of service users who had received each type of help said that it was 'just what [they] needed'. The lowest figure was for 'advice about getting along with people better'. However, 78% is still a high figure.
- 5.5 There was some evidence of 'unmet demand'. Members of the OP user group were most likely to want help dealing with the authorities. For example, one in four wanted help with speaking to Social Services. Members of the SE user group tended to report slightly more unmet demand.
- 5.6 Overall, 65% of the SE user group reported at least one unmet demand. This was slightly higher than the comparative figure for the OP user group (58%). Fewer than one in ten (9%) of the SE user group reported four or five unmet demands. This compared to just 3% of the OP user group.
- 5.7 On average, service users mentioned 1 type of help that they wanted from their service provider. There was little variation between the OP and SE user groups (1.0 and 1.3 respectively). Within the SE user group there was very little variation. This suggests that the reason for the lower level of help received by the people from 'homeless families' user group is not due to a gap in provision. Generally, members of this user group simply have a lower level of demand for help.

5.8 The greater the variety of unmet demand, the lower the overall level of service satisfaction. Seven in ten (70%) of those who reported no unmet demand said that they were 'very satisfied' with the services provided, compared to just four in ten (44%) of those who reported four or five types of unmet demand. However, the latter percentage shows that some service users can live without the additional help. It does not always have a negative impact on service satisfaction.

5.9 For each type of help, service users were also asked to say whether they thought that the service provider would give them help if they asked for it. Only a small minority did *not* think that they would receive help (ranging from 1% to 4% for each help category).

5.10 Six in ten of the OP user group said that regular checks on their health was the most important service they received. Members of the SE user group had more varied views on this subject. The type of help considered to be most important by the highest proportion of the SE user group was help with filling in official forms (mentioned by 28%).

## Help Received From Service Provider

5.11 Service users have a variety of support needs so service providers need to be prepared to offer a range of help and support. The survey segmented such help and support into 13 'types'. This is not an exhaustive list, but covers some of the more generic services. These are listed below, divided into five categories:

- **Practical advice**
  - Advice about looking after money;
  - Advice about cooking, cleaning or doing laundry better;
  - Advice about improving home security;
  - Advice about keeping safe when going out.
- **Help with dealing with authorities**
  - Filling in official forms;
  - Speaking to Social Services or the council;
  - Making appointments to see a doctor, nurse, social worker or solicitor.
- **Emotional help**
  - Learning how to get along with people better;
  - Improving self-confidence;
  - Learning how to control feelings/anxieties better.

- **Health**

- Regularly checking to make sure in good health;

- **Horizon broadening**

- Suggesting groups/activities of interest;
- Finding out about groups/activities suggested by the service user.

These five categories will be used for subsequent analysis in this chapter.

5.12 For each type of help, the researchers asked respondents:

- (a) Whether they had ever received this sort of help.

**If they had ever received help:**

- (b) When they had last received help,
- (c) What they thought of the help,
- (d) How important the help was.

**If they had not ever received help:**

- (e) Whether they thought the service provider would help if asked,
- (f) Whether they would like this kind of help from the service provider,
- (g) Whether anyone else had given them help.

## HEALTH CHECKS

5.13 Seven in ten (72%) service users said that someone from the service provider regularly checked that they were in good health. Members of the OP user group were more likely than the SE user group to say that someone was regularly checking to see if they were in good health (74%, compared to 65%). People from the 'homeless families' user group (44%) were least likely to have received this help from the service provider.

## PRACTICAL HELP

5.14 Overall, 45% of service users had received some form of practical help. This varied from 65% of the SE user group to 39% of the OP user group. Within the practical help category, the most frequently reported type of help was advice about improving home security (30%). Aside from health checks, security advice was the only type of help that members of the OP user group were more likely to receive than members of the SE user group (31%, compared to 28%). Members of the SE user group were more likely to receive practical help in the form of advice about looking after their money better (48%). Young people at risk were particularly likely to receive such advice (63%).

## DEALING WITH THE AUTHORITIES

5.15 The SE user group was significantly more likely than the OP user group to have received help with dealing with the authorities (90%, compared to 48%). Help with filling in official forms was the most frequently delivered kind of help in this area. Eight in ten (82%) of the SE user group had received help with filling in forms, compared to just three in ten (29%) of the OP user group. Almost all (91%) of the 'mental health support needs' user group said that they had received help with filling in forms. Similar patterns were apparent for the other two types of help that involved dealing with the authorities.

## EMOTIONAL HELP

5.16 Fewer service users required help with emotional issues (21%). Again, there were vast differences between the two main user groups (SE 57% and OP 10%). Within this category, members of the SE user group were those most likely to have received help with improving their self-confidence (44%). Just 4% of the OP user group had received this type of help. The same pattern was evident for help with controlling feelings/anxieties better and help with getting along with people better. However, there were differences in the proportion of the SE user group receiving each type of emotional help (improving self-confidence 44%; controlling feelings/anxieties 36%; getting along with people better 26%).

## HORIZON BROADENING

5.17 Nearly half (46%) of service users said that they had received some kind of help with getting involved in group(s)/activity(ies) of interest. This applied to two-thirds (66%) of the SE user group and four in ten (40%) of the OP user group. Over four in ten (44%) service users said that someone from the service provider had suggested the group or activity for them to get involved in. Overall, only a third as many service users had *initiated* the help by asking about a group or activity (13%). However, three in ten (31%) of the SE user group had received this type of help, showing that it is by no means a rare occurrence.

Table 5.1 Service receipt (by user group)

Type of help	% All service users receiving help	% OP user group receiving help	% SE user group receiving help
<b>Practical advice</b>	<b>45%</b>	<b>39%</b>	<b>65%</b>
• Advice about improving home security	30%	31%	28%
• Advice about looking after money	16%	6%	48%
• Advice about keeping safe when going out	13%	10%	21%
• Advice about cooking, cleaning or doing laundry better	6%	3%	17%
<b>Help with dealing with the authorities</b>	<b>58%</b>	<b>48%</b>	<b>90%</b>
• Filling in official forms	42%	29%	82%
• Speaking to Social Services or the council	31%	22%	60%
• Making appointments to see a doctor, nurse, social worker or solicitor	28%	22%	45%
<b>Emotional help</b>	<b>21%</b>	<b>10%</b>	<b>57%</b>
• Improving self-confidence	14%	4%	44%
• Learning how to control feelings/ anxieties better	14%	7%	36%
• Learning how to get on with people better	9%	3%	26%
<b>Health</b> (Regularly checking in good health)	<b>72%</b>	<b>74%</b>	<b>65%</b>
<b>Horizon broadening</b>	<b>46%</b>	<b>40%</b>	<b>66%</b>
• Suggesting groups/activities that may appeal to service user	44%	38%	61%
• Finding out about groups/activities of interest to service user	13%	8%	31%
Base: all respondents in each user group (3617, 900, 2717)			

5.18 Generally, the 'mental health support needs' and 'young people at risk' user groups were the most likely to have received each type of help. People from the 'homeless families' user group tended to be the least likely to have received each of the five types of help. Four in ten (42%) had received some practical help from the service provider and a third (33%) had received emotional help.

5.19 Table 5.2 shows a breakdown of results amongst floating support users for the five categories of help. There were few differences between the SE user group who were receiving floating support and those receiving accommodation-based support. Even when breaking results down to the 13 individual types of help, few differences could be found. Members of the OP user group receiving floating support services were generally *less* likely than members of the OP user group receiving accommodation-based support to have received help. This was particularly true of help with dealing with the authorities (38%, compared to 49% of the OP user group receiving accommodation-based support) and practical help (29%, compared to 39% of the OP user group receiving accommodation-based support). However, members of the OP user group receiving floating support were slightly more likely than those receiving accommodation-based support to say that they had received emotional help (16% and 10% respectively).

**Table 5.2 Service receipt amongst floating support users (by user group)**

Type of help	% All floating support users receiving help	% OP user group receiving help	% SE user group receiving help
Practical advice	51%	29%	66%
Help with dealing with the authorities	69%	38%	90%
Emotional help	43%	16%	62%
Health checks	69%	69%	69%
Horizon broadening	47%	23%	63%

Base: all respondents receiving floating support services in each user group (942, 142, 800)

5.20 These results show that service users are getting a wide variety of help from their service provider. However, some types of help may be critical to certain groups of people. Nine in ten (88%) members of the SE user group with literacy problems said that they had received help with filling in official forms. This compares to eight in ten (81%) of those in the SE user group who did not claim to have literacy problems. This type of help is almost universally received amongst the SE user group, regardless of perceived literacy skills.

5.21 Other types of help, for example improving self-confidence, may have been provided in response to a service user's situation. However, in other cases this help may have been given regardless of any 'symptoms'. For example, 48% of the SE user group who suffered from depression said that they had received help with improving their self-confidence. This compares to 38% of the SE user group who said that they did not suffer from depression.

## Variety of Help Received

5.22 The five help categories cover distinctly different service provision. These categories can be used to gain insight into the *variety* of help that service users receive. They could receive help in none, one, two, three, four or in all five of the categories (see Table 5.3). Results are broken down by user groups.

5.23 Overall, just 7% of service users had not received any help at all. One in two (47%) had received help in one or two areas and a further two in ten (22%) in three areas. The remaining quarter (24%) had received help in either four or five areas. These three groups of service users can be described as 'those who received a low, moderate or wide variety of help'.

5.24 The SE user group had received a higher variety of help than the OP user group. Nearly six in ten (56%) of the SE user group received four or five types of help, compared to just 14% of the OP user group. A minority of each user group said that they had received no help at all.

5.25 Members of the 'mental health support needs' user group received the widest variety of help (66% were getting four or five types of help). People from the 'homeless families' user group received the lowest level of help. Just one in three (30%) had received help in four or five areas. One in ten (10%) members of this group had received no help at all.

5.26 The right hand column in Table 5.3 shows the average number of categories in which service users had received help from the service provider. On average, each member of the OP user group received around 2 types of help. The SE user group received a greater variety of help, with an average of between 3 and 4. Members of the 'homeless families' user group received an average of 2.5 types of help, which was significantly lower than any of the other individual SE user groups. This lower level of provision may simply reflect a lower level of demand for help amongst homeless families. However, it is also possible that this user group do not receive the help that they require.

**Table 5.3 Variety of help received (by user group)**

Service user groups	% None	% Low	% Moderate	% Wide	MEAN
ALL SERVICE USERS	7%	47%	22%	24%	2.4
OP user group	8%	55%	23%	14%	2.1
SE user group	4%	22%	19%	56%	3.4
• People with mental health support needs	1%	12%	21%	66%	3.9
• Young people at risk	1%	14%	22%	63%	3.8
• Offenders or those at risk of offending	2%	19%	17%	62%	3.6
• Single homeless people	3%	23%	18%	57%	3.4
• Women at risk of domestic violence	1%	27%	17%	56%	3.5
• Homeless families	10%	42%	18%	30%	2.5

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 318, 245, 134, 953, 224, 351))

5.27 As shown previously, 7% of service users had not received any help at all. One hypothesis could be that these people have not been receiving services for very long. However, just 1% had moved into their accommodation in the last month. Eight in ten (81%) had actually lived there for more than a year.

5.28 A clearer pattern emerges when looking at the number of problems experienced by those who had received no help. Just 8% of this group reported three or more of the different types of problems (as set out in Table 2.18), therefore suggesting that the relatively low frequency of problems may have an impact on the lower demand for help.

5.29 Floating support users tended to have received a wider variety of help than average (as shown in Table 5.4). Again, the responses of the SE user group make a greater contribution to the overall figures due to the profile of floating support service users. The results for members of the SE user group receiving floating support services are very similar to those for members of the SE user group receiving accommodation-based support. The variety of help received by members of the OP user group receiving floating support was lower than the variety received by members of the OP user group receiving accommodation-based support.

**Table 5.4 Variety of help received by floating support users (by user group)**

Service user groups	% None	% Low	% Moderate	% Wide	MEAN
ALL FLOATING SUPPORT SERVICE USERS	10%	37%	14%	40%	2.8
OP user group	17%	61%	10%	12%	1.7
SE user group	4%	20%	17%	59%	3.5
Base: all respondents in each user group (942, 142, 800)					

5.30 There was a correlation between the variety of help received and satisfaction with the services provided. Three-quarters (73%) of service users who received a wide variety of help said that they were 'very satisfied' with the services provided. This was slightly higher than the proportion of those receiving a moderate variety of help (67%) and a low variety of support (60%). However, the biggest difference was between these three groups and those who had received no help at all. Just over a third (36%) of this group were 'very satisfied'. Nearly two in ten (17%) were 'not satisfied' with the services provided, compared to just 3% of those receiving a wide variety of help. Clearly, some kind of help beyond mere accommodation tends to be required before a service user will feel satisfied with what they get.

**Table 5.5 Satisfaction with services (by variety of help received)**

Variety of help received	% Very satisfied	% Fairly satisfied	% Not satisfied
ALL SERVICE USERS	63%	30%	7%
Wide	73%	25%	3%
Moderate	67%	27%	6%
Low	60%	32%	7%
No help	36%	47%	17%
Base: all respondents receiving each level of help (3617, 1583, 717, 1148, 169)			

## Timing of Last Help

5.31 To assess the frequency with which each type of help was delivered, the researchers asked service users to tell them when was the last time they received this help. The help could have been:

- In the last week;
- In the last month (but not in the last week);
- In the last six months (but not in the last month);
- Longer than six months ago.

5.32 Table 5.6 shows the results for each type of help. The distribution of results was relatively even for all types of help except checking health regularly. This is no surprise bearing in mind that the question specifically mentioned *regular* help. More than eight in ten (83%) of those service users receiving this help said that someone had checked to make sure that they were in good health in the last week. Members of the OP user group (85%) were more likely than members the SE user group (73%) to give this response.

5.33 Of the other types of help, the proportion of service users receiving each type of help who had received it in the last week ranged from 32% (improving self-confidence) to 12% (finding out about groups/activities). The three types of emotional help were towards the upper end of this scale. This may be due to the fact that an emotional problem can be harder to solve in the short-term. Such problems may take long-term support and help. Help with tasks such as filling in a form or ringing the doctor may be given as and when required. These types of help would not often need to be given on a weekly basis.

**Table 5.6 Last time received help**

<i>NB: This table includes only those who have received each type of help</i>	<b>% In last week</b>	<b>% In last month</b>	<b>% In last 6 months</b>	<b>% Not in last 6 months</b>
Type of help				
• Regularly checking in good health	83%	12%	4%	1%
• Improving self-confidence	32%	28%	24%	15%
• Learning how to control feelings/ anxieties better	31%	27%	22%	20%
• Advice about cooking, cleaning or doing laundry better	31%	19%	16%	32%
• Learning how to get on with people better	29%	28%	22%	19%
• Advice about looking after money	29%	27%	21%	22%
• Suggesting groups/activities of interest	19%	31%	28%	21%
• Advice about keeping safe when going out	17%	27%	25%	28%
• Making appointments to see a doctor, nurse, social worker or solicitor	14%	27%	32%	24%
• Speaking to Social Services or the council	14%	26%	29%	28%
• Filling in official forms	13%	25%	33%	28%
• Advice about improving home security	13%	22%	30%	34%
• Finding out about groups/activities of interest to the service user	12%	32%	28%	27%

Base: all respondents who received each type of help (2362, 1233, 1012, 440, 744, 1348, 1985, 681, 1386, 1818, 2521, 960, 895)

5.34 Generally, service users who had only been in their current accommodation for a short period of time had received help more recently. For types of help such as improving home security, it makes sense to tackle the issue when an individual first moves in. A third (34%) of those who had (a) lived in their place for less than two months and (b) been offered advice about improving home security reported getting this help in the last week. This compared to 11% of those who had lived there for more than five years. Some types of help address personal issues such as improving self-confidence and this may become apparent when an individual first moves in. For this type of help, over half (55%) of those who had lived in their place for less than two months and received help had got it in the last week. This compared to 17% of those who had lived there for more than five years.

## Quality of Help

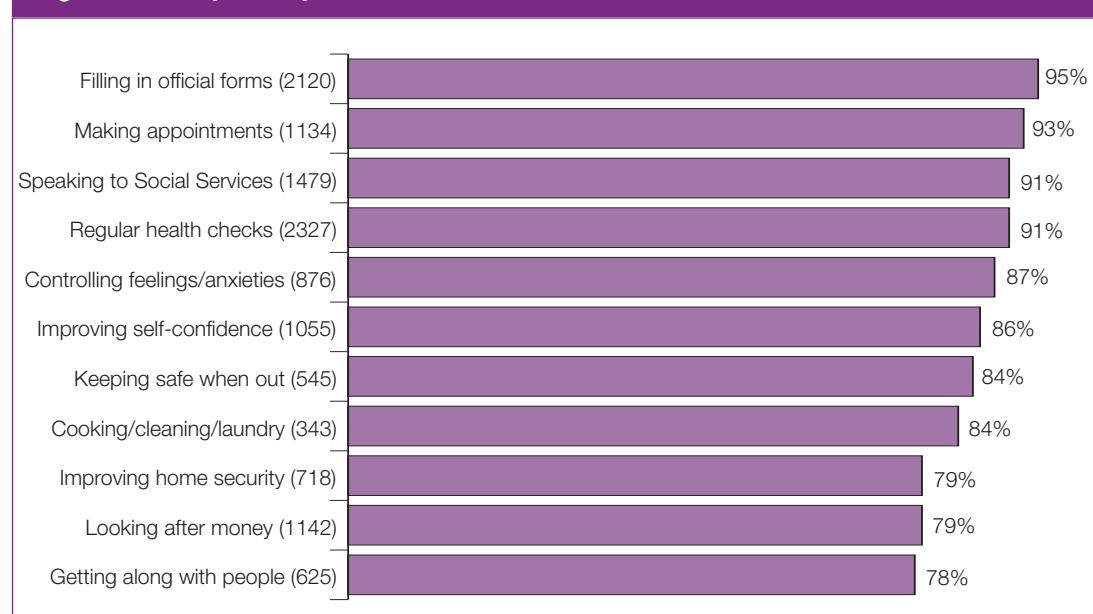
5.35 The researchers also asked service users who had received help in the last six months, to rate the quality of this help.<sup>22</sup> They were asked to select an answer from the following options:

- Just what you needed;
- Good, but could have been better;
- Not very useful.

When providing help to service users, a certain level of service would be expected (a 'hygiene' level). For service users to express gratitude for this help, the 'hygiene' level would need to be surpassed. In this case, 'Good but could have been better' is the 'hygiene' level.

5.36 Figure 5.1 shows that the majority of service users were happy with the quality of help that they had received. Virtually all (95%) service users who had received help with filling in an official form in the last six months said that it was 'just what they needed'. In fact, all of the types of help which involved dealing with the authorities were well received. Service users who had been given advice about improving security (79%), looking after money better (79%) and how to get along with people better (78%) were slightly less happy with the quality of the help received. The types of help that received the most positive feedback all have measurable outcomes (e.g. a form is filled in and submitted, an appointment is successfully made). It is not as easy to measure the success or failure of advice given about getting along with people better.

**Figure 5.1 Help was 'just what I needed'**



Base: All respondents who had received each type of help in the last six months

22 This question was not asked about 'finding out about groups/activities of interest to the service user'. As service users have specified the groups, there is little scope for making judgements about the quality of the help.

5.37 Service users receiving floating support were also very likely to feel that the help given was 'just what they needed'. The results were all equal to, if not higher than, those for service users receiving accommodation-based support. The proportion of floating support users who thought that the help that they had received with getting along with people better was 'just what they needed' (82%) was higher than the proportion of those in accommodation-based support who had received that help (77%).

5.38 Comparisons between the two main groups are limited to the types of help which were received by both groups. There were no differences in opinion between the two groups about the quality of advice about home security and help with making appointments. Members of the OP user group were slightly more likely than those from the SE user group to say that the help with checking on their health, filling in official forms and speaking to Social Services or the council was 'just what they needed'.

5.39 Within the SE user group there was some variation in the proportion of each group who thought that the help received was 'just what they needed'. Across each of the 11 types of help, an average<sup>23</sup> of 75% of the 'young people at risk' user group said that the help was 'just what they needed'. This figure was significantly lower than any other individual user group (all either 86% or 87%).

5.40 The survey asked service users who had received a suggestion from the service provider about a group or activity that they might be interested in how keen they were to get involved. Positively, 65% said that they had been keen to get involved (including 37% who were very keen). Around a third (34%) said that they were not keen. The SE user group (72%) was more likely than the OP user group (61%) to say that they were keen to get involved. Members of the 'single homeless' user group were the most positive, with three-quarters (78%) keen to get involved.

## Importance of Help

5.41 The survey also asked service users to think about the relative importance of each type of help. The question was designed to differentiate between those who could not get by without the help from those who were less dependent on the help. Service users were asked to say whether the help they received was:

- Vital;
- Very important;
- Fairly important;
- Not very important.

Analysis in this section will mainly focus on the profile of those who said that each type of help was *vital* to them.

23 For each of the individual user groups, the average figure was calculated by adding up the number of service users who thought each type of help was 'just what they needed' and dividing this figure by the total number of service users who had received help. For example: Help A is received by 50 offenders of which 30 said that it was 'just what they needed' and Help B is received by 40 of which 20 said it was 'just what they needed'. In total, 90 have received help and 50 said it was 'just what they needed'. 56% of all help was regarded to be 'just what they needed'.

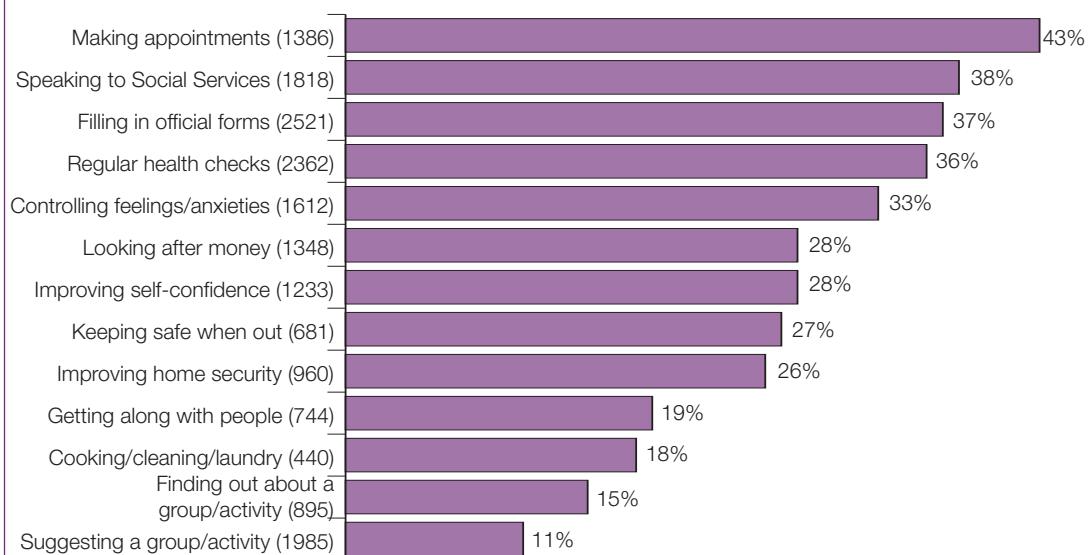
5.42 Figure 5.2 shows the proportion of those who received each type of help who rated it as 'vital'. The types of help provided to service users appeared to have a varying degree of importance. Those who had received help with making an appointment were the most likely to say that this help was 'vital' (43%). There were no differences between the OP and SE user groups, but the 'domestic violence' user group (53%) was most likely to say that this help was 'vital'.

5.43 The other two types of help which involved dealing with authorities were also regarded to be 'vital' by a high proportion of those who had received such help. Four in ten of those who had received help with speaking to Social Services (38%) and with filling in official forms (37%) said that this help was 'vital' to them. In both cases, members of the SE user group were more likely than members of the OP user group to rate the help as 'vital'. The 'offenders' and people from 'homeless families' user groups were much less likely than the SE average to regard help with speaking to Social Services (36% and 32%) and filling in official forms (36% and 40%) as 'vital'.

5.44 Regularly checking that an individual was in good health was also regarded to be 'vital' by 36% of those who had received such help. Members of the OP user group (39%) were more likely than members of the SE user group (29%) to feel this way. However, offenders (44%) were the most likely to regard this help as 'vital'. This may be due to the fact that they were the most likely to say that they had problems due to alcohol or drug use. Checks made in relation to these problems may have been considered to be 'health checks' by the offenders concerned.

5.45 Other types of help (including emotional and practical help) were less likely to be considered 'vital'. The least 'vital' were finding out about and suggesting groups/activities of interest to the service user (15% and 11% respectively). In both cases, members of the SE user group were slightly more likely than members of the OP user group to say that they were 'vital'.

**Figure 5.2 Proportion of service users saying help was 'vital'**



Base: All respondents who had ever received each type of help

5.46 Overall, there was a great deal of variation between the average proportions of each individual user group who thought that the help was 'vital'.<sup>24</sup> On average 41% of the 'domestic violence' user group described the help they received as 'vital'. Members of the 'young people at risk' and 'homeless families' user groups were the least likely to rate help as 'vital' (29% and 27% respectively).

5.47 Service users who were receiving floating support were generally much more likely to rate help as 'vital'. This was certainly true of help which involved dealing with the authorities. Nearly six in ten (56%) floating support service users said that the help that they received with making appointments was 'vital' to them (compared to 41% of those receiving accommodation-based support receiving this help). A similar proportion of floating support service users who had received the help said that filling in official forms (56%) and speaking to social services (52%) was 'vital'.

5.48 Those who rated a type of help as 'vital' were also very likely to say that the help was 'just what they needed'. Virtually all (97%) of those who considered help with filling in official forms, making appointments and controlling feelings/anxieties to be 'vital' also said that it was 'just what they needed'. Just 87% of those who considered help with getting along with people better to be 'vital' felt that it was 'just what they needed'.

## Help Not Received From Service Provider

5.49 The survey also included several questions for those who did not receive a particular kind of help from the service provider. For some types of help, this group included as many as nine in ten service users. The objective was to gain insight into the impact of the lack of provision.

## Unmet Demand

5.50 The researchers asked service users who had not received each type of help whether they would have liked help from the service provider.<sup>25</sup> Those who said that they would have liked help are of key importance and will be the main focus of the next few sections of the report. This group can be described as having 'unmet demand'.

5.51 Figure 5.3 shows the proportion of all service users who (a) received and (b) would like to have received each type of help. The total of these two groups being the total service demand. It is immediately apparent that many service users were not getting everything they wanted. Help that involved dealing with the authorities had the highest levels of unmet demand. Around two in ten service users said that they would like help with speaking to Social Services (22%), making appointments (18%) and filling in official forms (17%). The only other type of help mentioned by a

<sup>24</sup> The method used to calculate the average scores was exactly the same as that described in section 5.39.

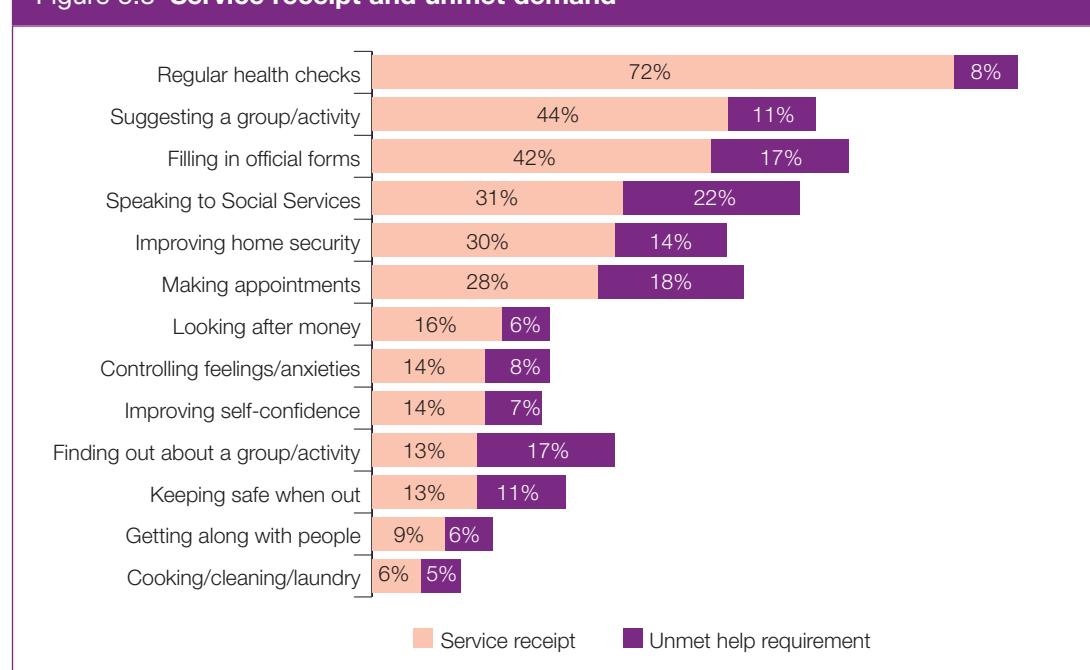
<sup>25</sup> For the types of help that involved dealing with the authorities, service users were asked whether they would like help if they needed to do so.

reasonable proportion of service users was finding out about groups/activities they were interested in (17%). More service users wanted this type of help than actually received it (13%).

5.52 There were other types of help where demand was almost double the supply. The proportion of service users who had not received but wanted help with keeping safe (11%), getting along with people better (6%) and cooking/ cleaning/laundry (5%) was nearly as high as the proportion of service users who received each type of help.

5.53 The total service demand for each type of help is made up of (a) those who receive help from the service provider and (b) those who want to receive it. There is a great deal of variation when calculating how much of this total demand is actually supplied. Nine in ten (91%) service users who wanted to receive regular health checks from the service provider were actually supplied with this help. However, at the other end of the scale just 44% of those who wanted help finding out about a group or activity of interest to them actually received this help. The proportion of 'met demand' for other types of help ranged from 80% (the service provider suggesting a group or activity of interest) down to 53% (advice about keeping safe when out).

**Figure 5.3 Service receipt and unmet demand**



Base: All respondents (3617)

5.54 The overall figures obscure vast differences between members of the OP and SE user groups (as shown in Table 5.7). Generally, members of the OP user group reported fewer unmet demands than members of the SE user group. However, they were more likely to require help with contacting the authorities. A quarter (24%) wanted to get help with speaking to Social Services, compared to 18% of those from the SE user group. Two in ten wanted to receive help with filling in official forms (20%, compared to just 7% of the SE user group). The SE user group was most likely to require help with finding out about groups/activities of interest to them (24%).

**Table 5.7 Unmet demand (by user group)**

Type of help	% All service users	% OP user group	% SE user group
Speaking to Social Services or the council	22%	24%	18%
Making appointments to see a doctor, nurse, social worker or solicitor	18%	18%	18%
Finding out about groups/activities of interest to service users	17%	14%	24%
Filling in official forms	17%	20%	7%
Advice about improving home security	14%	12%	19%
Suggesting groups/activities that may appeal to service user	11%	10%	14%
Advice about keeping safe when going out	11%	10%	16%
Regularly checking in good health	8%	7%	10%
Learning how to control feelings/ anxieties better	8%	6%	17%
Improving self-confidence	7%	5%	13%
Advice about looking after money	6%	5%	11%
Learning how to get on with people better	6%	3%	12%
Advice about cooking, cleaning or doing laundry better	5%	4%	8%

Base: all respondents in each user group (3617, 900, 2717)

5.55 Members of the SE user group from minority ethnic backgrounds were generally more likely than those from a white background to report unmet demand. Two examples of this are advice about security (23%, compared to 18%) and advice about safety (22%, compared to 15%).

5.56 Those receiving floating support were most likely to report unmet demand for advice about improving home security (21%) and for advice about keeping safe when out (17%). For both types of help, demand was double the level of supply. These figures were significantly higher than the relevant figures for those receiving accommodation-based support. They were also more likely than average to want help with controlling feelings/anxieties (14%, compared to 7%) and with getting along with people (12%, compared to 4%). The only type of help which floating support users were less likely to mention was speaking to Social Services (15%, compared to 23% of those receiving accommodation-based support).

5.57 On average, six in ten (63%) service users were 'very satisfied' with the services provided. Those who reported unmet demand were generally much less likely to feel 'very satisfied' with the services provided. Just 44% of those who wanted help with improving their self-confidence and 46% of those who wanted someone to make regular checks on their health said that they were 'very satisfied'.

### VARIETY OF UNMET DEMAND

5.58 In total, four in ten (40%) service users did not report any unmet demand. The remaining six in ten (60%) wanted help in at least one extra area. By using the five help categories covered in paragraph 6.11 (practical help, emotional help, help dealing with the authorities, health checks and horizon broadening) it is possible to assess the variety of this unmet demand for help.

5.59 As shown in Table 5.8, one in two (48%) service users reported unmet demand in one or two areas. A further 7% reported three areas of unmet demand and the

remaining 4% reported four or five areas of unmet demand. This varied slightly between the two user groups. Members of the SE user group were more likely than the OP user group to report at least one unmet demand (65%, compared to 58%). Nearly one in ten (9%) of the SE user group actually had such need in four or five areas (compared to just 3% of the OP user group). There were few differences within the SE user group.

5.60 The right hand column shows the average number of categories in which service users wanted help from the service provider. On average service users said that they required one type of help that they did not already receive from the service provider. There was little variation between individual user groups.

5.61 Previously, it was noted that the 'homeless families' user group tended to report a smaller variety of help from service providers. The results in Table 5.8 suggest that this is *not* due to a greater gap in provision to this group. When combining the average number of types of help received and wanted, this user group simply appears to have a slightly lower level of need.

**Table 5.8 Variety of unmet demand (by user group)**

Service user groups	% None	% 1-2	% 3	% 4-5	MEAN
ALL SERVICE USERS	40%	48%	7%	4%	1.0
OP user group	42%	49%	6%	3%	1.0
SE user group	35%	46%	10%	9%	1.3
• Women at risk of domestic violence	28%	53%	9%	9%	1.5
• Single homeless people	34%	46%	11%	9%	1.4
• Homeless families	31%	50%	11%	9%	1.4
• Offenders or those at risk of offending	38%	47%	8%	8%	1.3
• Young people at risk	36%	47%	8%	9%	1.3
• People with mental health support needs	38%	45%	9%	8%	1.2

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 224, 953, 351, 134, 245, 318))

5.62 Members of the SE user group from minority ethnic backgrounds reported a wider variety of unmet demand than members of the SE user group from a white ethnic background. Over one in ten (13%) wanted help in four or five of the categories, compared to 8% of those from a white ethnic background.

5.63 The variety of unmet demand was strongly correlated with service satisfaction. Table 5.9 shows that seven in ten (70%) of those service users who reported no unmet demand said that they were 'very satisfied' with the services provided. Just 5% were 'not satisfied'. In contrast, only four in ten (44%) service users who reported unmet demand in four or five areas said that they were 'very satisfied'. One in five (19%) said that they were 'not satisfied'. Nevertheless, although the difference is great, it seems clear that, as long as the quality of the help *given* is high, many service users can live without some additional help. This data may also demonstrate a low level of expectation among service users.

Table 5.9 Variety of unmet demand (by service satisfaction)

Number of categories of unmet demand (out of 5)	% Very satisfied	% Fairly satisfied	% Not satisfied
ALL SERVICE USERS	63%	30%	7%
None	70%	25%	5%
One/Two	61%	32%	7%
Three	51%	40%	9%
Four/Five	44%	37%	19%

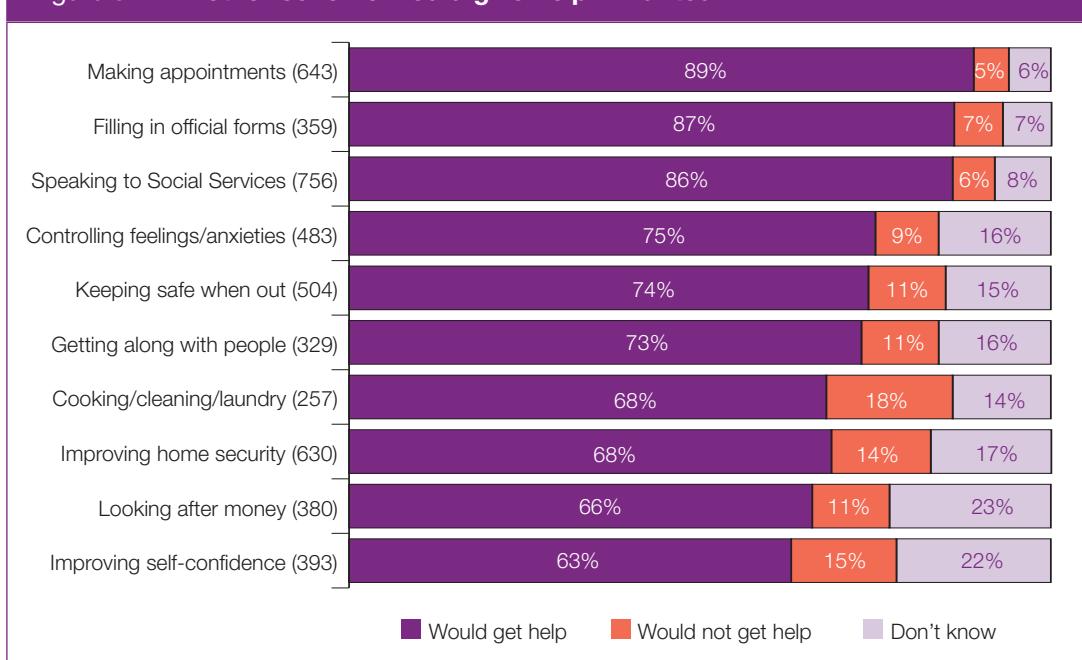
Base: all respondents in each group (3617, 1314, 1674, 344, 281)

## Likelihood of Receiving Help if Wanted

5.64 The researchers also asked service users who had not received help whether they thought that the service provider would give them help if they wanted it.

5.65 Service users who want each type of help but do not currently receive it from the service provider are the key group of interest. Figure 5.4 shows that the majority of service users who wanted each type of help but did not receive it thought that the service provider *would* give them help if asked.<sup>26</sup> This varied from nine in ten (89%) of those who wanted help with making appointments to six in ten (63%) of those who wanted help with improving their self-confidence. The remaining proportion of each group either said that the service provider would not give them help if they wanted it or that they did not know whether they would be helped. Members of the OP user group who reported unmet demand tended to be more likely to think that the service provider would give them such help.

Figure 5.4 Whether scheme would give help if wanted



Base: All respondents with unmet demand for each type of help

26 It can be assumed that despite telling the researchers that they would like help, these service users have not actually asked the service user for help.

5.66 Service providers should aim to meet the needs of all service users. Without doubt, service users who would like help should be made to feel that the service provider would help them. The previous figure indicates that this does not happen in all cases but is based on those with unmet demand. As a proportion of all service users the figures are much smaller. Just 4% of all service users said that they would like advice on home security but do not think that the service provider would give this help. The proportion of service users who would have liked to receive each of the other types of help but did not think the service provider would help them ranged from 1% to 3%.

5.67 Service users who wanted help but said that the service provider would not help them tended to show very low levels of service satisfaction. Only around three in ten service users falling into this category said that they were 'very satisfied' with the service provided (compared to a service user average of 63%).

## Receipt of Help from Elsewhere

5.68 In addition, the researchers asked service users who had never received each type of help whether they had received help from anyone **not** working for the provider [limited to the past six months].

5.69 Table 5.10 shows the proportion of service users who had never received help from the service provider but had actually received help from someone else. This ranged from 29% of those who had never received help with filling in an official form, down to just 3% of those who had never received help with learning how to get along with people better.

5.70 Only four types of help produced different results from the OP and SE user groups. The OP user group was more likely than the SE user group to say that they had received help with filling in an official form from elsewhere (30%, compared to 20%). However, the SE user group was much more likely to have received emotional help from elsewhere. Two in ten (19%) of this group had received help from elsewhere with controlling their feelings/anxieties, compared to just 5% of the OP user group. The same pattern was also apparent for the breakdowns of help with improving self-confidence and learning to get along with people better.

**Table 5.10 Received help from elsewhere (by user group)**

Type of help	% All service users	% OP user group	% SE user group
Filling in official forms (1096, 604, 492)	29%	30%	20%
Advice about looking after money (2269, 825, 1444)	14%	14%	13%
Speaking to Social Services or the council (1799, 682, 1117)	14%	14%	12%
Making appointments to see a doctor, nurse, social worker or solicitor (2231, 692, 1539)	12%	12%	12%
Advice about cooking, cleaning or doing laundry better (3177, 866, 2311)	9%	9%	10%
Advice about keeping safe when going out (2936, 800, 2136)	8%	8%	9%
Learning how to control feelings/ anxieties better (2605, 818, 1787)	8%	5%	19%
Advice about improving home security (2657, 624, 2033)	7%	7%	6%
Improving self-confidence (2384, 835, 1549)	5%	3%	17%
Learning how to get on with people better (2873, 861, 2012)	3%	1%	9%

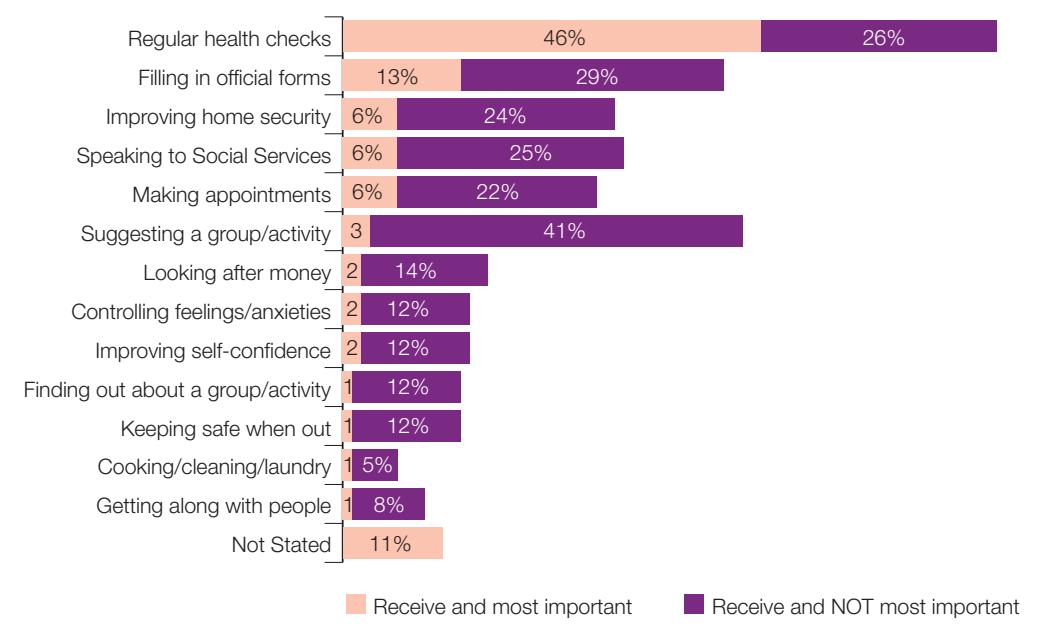
Base: all respondents who had never received each type of help in each user group

## Most Important Type of Help

5.71 The researchers also asked service users to say which type of help was the most important to them.

5.72 As shown in Figure 5.5, nearly half (46%) of all service users said that the most important type of help given to them was the regular checks on their health. This meant that around two-thirds of service users who had received regular health checks considered them to be the most important. No other type of help reached anywhere near that level and shows how critical this type of help is to those who receive it.

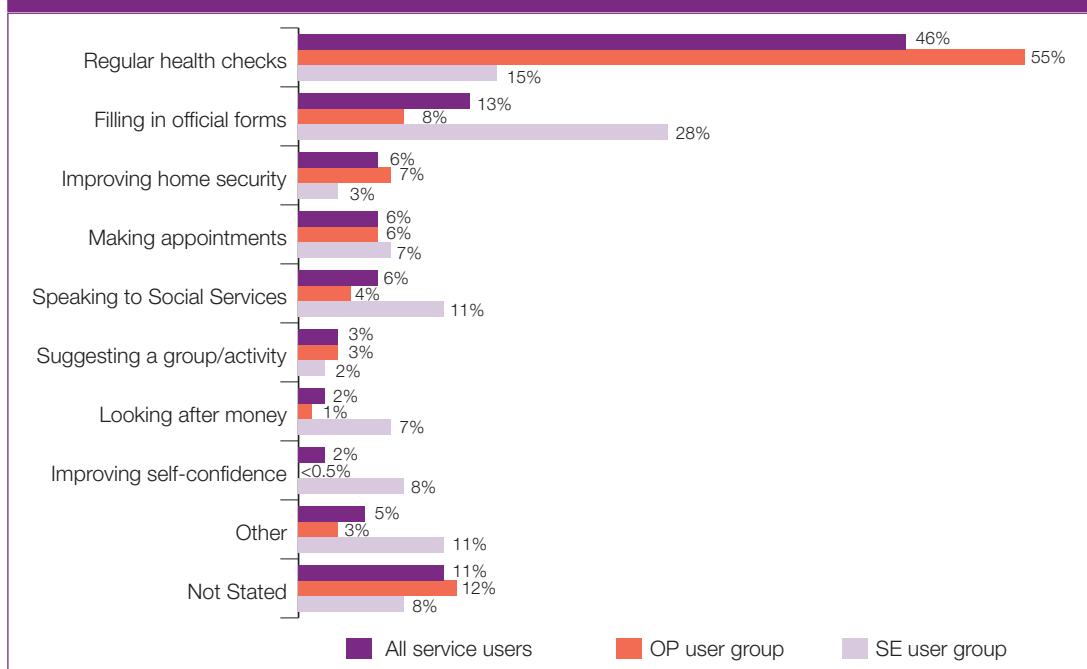
5.73 A further one in ten (12%) said that help with filling in official forms was the most important type of help. Improving home security, speaking to Social Services and making appointments were also mentioned by a reasonable number of service users (all 6/7%). One in ten (11%) service users did not give a response to this question (including the 6% of service users who had not received any help at all).

**Figure 5.5 Most important type of help**

Base: All respondents (3617)

5.74 The two main user groups had very different feelings about the most important type of help. Nearly six in ten (55%) of the OP user group said that someone regularly checking that they were in good health was the most important type of help to them. This amounted to around three-quarters of the OP user group who received this type of help and shows how crucial it is to this group. Fewer than one in ten considered any one of the other types of help to be the most important.

5.75 The SE user group had more varied opinions about the most important type of help. The most frequently mentioned was help with filling in official forms (28%). Due to the fact that 82% of the SE user group had received this type of help, this means that just a third of those who received the help considered it to be the most important. A further 15% felt that regular health checks were the most important type of help, which is significantly less than the OP user group figure of 55%. More than one in ten (11%) said that the help that they had received with speaking to Social Services was the most important type of help.

**Figure 5.6 Most important type of help (by user group)**

Base: all respondents in each user group (3617, 900, 2717)

5.76 Within the SE user group, there were slight differences in opinion over the most important type of help. Members of the 'single homeless' and 'mental health support needs' user groups (17%) were the most likely to say that the regular checks on their health had been the most important type of help received. In contrast, just 8% of the 'young people at risk' user group thought that this type of help was the most important. Members of the 'young people at risk' user group were particularly likely to feel that the help that they had received with filling in official forms had been the most important (37%).

5.77 Service users who were receiving floating support also had very different views about the most important type of help. A smaller proportion of floating support users felt that regular health checks were the most important type of help (27%, compared to 49% of those receiving accommodation-based support). Members of the OP user group who received floating support services were also less likely to give this response than members of the OP user group receiving accommodation-based support (47%, compared to 56%). Presumably those in receipt of floating support are intrinsically more independent than those in accommodation run by a provider.

5.78 Two in ten (21%) service users who received floating support said that help with filling in official forms was the most important to them. This compares to just 11% of those receiving accommodation-based support. These results may be influenced by the user group profile within each form of support. The proportion of each user group rating help with filling in forms as the most important was the same regardless of the type of service received.

## Other Types of Help

5.79 The survey also included questions about some very specific types of help. The first was whether the service provider had helped service users when they moved in. This could have included finding furniture or helping to settle them in. The question was only asked of those who had moved within the last year as this group of service users should have a clearer memory of the details.

5.80 In all, 55% of service users who had moved within the past year said that the service provider had helped them with the move. However, this was much more common amongst the SE user group. Two-thirds (68%) of this group had received help compared to three in ten (28%) of the OP user group. Within the SE user group there were also considerable differences. The 'mental health support needs' and 'offenders' user groups were particularly likely to have received this type of help (85% and 81% respectively). Only half (54%) of the people from 'homeless families' user group had received help with their move from the current service provider.

**Table 5.11 Whether provider helped with move (by user group)**

Service user groups	% Helped with move
ALL SERVICE USERS WHO HAD MOVED WITHIN PAST YEAR	55%
OP user group	28%
SE user group	68%
• People with mental health support needs	85%
• Offenders or those at risk of offending	81%
• Women at risk of domestic violence	69%
• Single homeless people	67%
• Young people at risk	65%
• Homeless families	54%

Base: all respondents who had moved within the past year in each user group (1819, 84\*, 1735 (sub-groups = 99\*, 98\*, 180, 634, 188, 250))

5.81 The survey also asked service users who had received help with the move whether it had been useful. Responses were very positive, with eight in ten (80%) saying that the help had been 'very useful'. Just 1% said that the help was 'not very useful'. Members of the 'offenders' user group were the most positive, with around nine in ten saying that the help had been 'very useful'.

5.82 Another area of interest was the help that service users from minority ethnic backgrounds had received. The area of investigation was whether they had specific requirements with regard to the ethnic background of their doctor. Overall, just one in ten (13%) service users from a minority ethnic background said that they would like a doctor from the same ethnic background. The vast majority (81%) said that it made no difference to them and 5% actually said that they would prefer a doctor from a different ethnic group.

5.83 The survey asked service users who wanted a doctor from the same ethnic group whether the service provider had given them any help or advice with finding one. Around eight in ten said that they had not received any help.

# CHAPTER 6

## Service Satisfaction

### Summary of Key Findings

- 6.1 Generally, there was a high level of satisfaction with the services provided. Overall, 93% of service users were satisfied, including 63% who were 'very satisfied'. The OP user group was slightly more likely than the SE user group to say that they were 'very satisfied' (64%, compared to 60%). Members of the SE user group who were from minority ethnic backgrounds were less likely than white SE users to say that they were 'very satisfied' with the services provided (47%, compared to 62%).
- 6.2 Service users in sheltered accommodation were a little more likely than those in other types of accommodation to be 'very satisfied' with the services provided. Of those in supported accommodation, the OP user group (64%) were more likely than the SE user group (56%) to say that they were 'very satisfied'.
- 6.3 Differences were also apparent between users of accommodation-based services and users of floating support services. Members of the OP user group who received accommodation-based support were more likely than those from the SE user group receiving the same type of support to say that they were 'very satisfied' with the services provided (64%, compared to 55%). This pattern was reversed for those who were receiving floating support. Seven in ten (69%) of the SE user group were 'very satisfied' with the services provided, compared to six in ten (62%) of the OP user group.
- 6.4 The provision of floating support services to members of the SE user group is fairly new and this may account for the higher level of satisfaction amongst this group. However, there is also a correlation between views on staff and service type. Members of the SE user group who received floating support tended to be more positive about staff than those who received accommodation-based support. The reverse was true of the OP user group, therefore suggesting that views about staff could drive service satisfaction.
- 6.5 The vast majority (93%) of the SE user group who received floating support lived on their own or with family members. Just 54% of the SE user group who received accommodation-based support fell into this category. Service users who lived on their own or with family members were more likely than those living with non-family members to say that they were 'very satisfied' (64%, compared to 53%). Perhaps service satisfaction is more closely related to living arrangements than to the quality of the support per se. If service users have to live with non-family members in order to get the support they may feel less positive about it.
- 6.6 Feelings about current accommodation also appear to have a strong bearing on service satisfaction. Three-quarters (74%) of those who rated their current accommodation as 'very nice' were also 'very satisfied' with the services provided.

This compares to 40% of those who rated it as 'fairly nice'. This percentage does not go down any further, even when the accommodation is described as 'not nice'. However, there were significant differences in the proportion of each of these groups who said that they were 'not satisfied' with the services provided (ranging from 3% of those saying accommodation was 'very nice' to 33% of those saying it was 'not nice').

- 6.7 Service satisfaction was also related to how 'settled' a service user felt. Seven in ten (68%) of those who were in 'stable' circumstances said that they were 'very satisfied', compared to half (50%) of those in 'transitional' circumstances and 45% of those in 'chaotic' circumstances.
- 6.8 Levels of service satisfaction also tended to be higher amongst service users receiving a wide variety of help and service users with a low level of unmet demand for help.
- 6.9 Unsurprisingly, there was also a correlation between service satisfaction and quality of life 'at the moment'. Three-quarters (77%) of those who were 'very happy' also said that they were 'very satisfied' with the services provided. Just 36% of those who were 'mostly unhappy' fell into this category. This shows that the quality of service is central to the lives of service users.
- 6.10 Regression analysis suggests that feelings about current accommodation and the amount of help received from the service provider are central to service satisfaction.

## Measuring Service Satisfaction

- 6.11 To ascertain how satisfied service users were with the support and services provided to them, researchers asked them to quantify their level of satisfaction at the beginning and the end of the interview. Over three-quarters of service users (75%) gave the same answer on both occasions. However, 15% gave a more positive response at the end of the interview and 9% at the start of the interview. This suggests that the interview itself may have caused service users to re-evaluate their feelings about the services received. Analysis of satisfaction in this report will therefore be based on the data collected at the start of the interview, so as to minimise the amount of bias that the content of the interview may have had on responses.

## Level of Service Satisfaction

- 6.12 Overall, service users showed a high level of satisfaction with the services received. In total, 93% of service users said that they were satisfied (including 63% who said that they were 'very satisfied').
- 6.13 Despite showing a high level of satisfaction with the services provided to them, members of the SE user group were slightly less likely to be 'very satisfied' than the OP user group (60%, compared to 64%). There was also some variation within the SE user group. The 'domestic violence' user group (66%) was the most likely to feel 'very satisfied' with the services provided, with the 'young people at risk' user group

the least likely (56%). The 'single homeless' and 'homeless families' user groups were slightly more likely than the rest to say that they were 'not satisfied' with the services provided (both 11%).

**Table 6.1 Service satisfaction (by user group)**

Service user groups	% Very satisfied	% Fairly satisfied	% Not satisfied
ALL SERVICE USERS	63%	30%	7%
OP user group	64%	30%	6%
SE user group	60%	31%	10%
• Women at risk of domestic violence	66%	26%	8%
• Offenders or those at risk of offending	64%	28%	8%
• People with mental health support needs	63%	31%	6%
• Single homeless people	59%	30%	11%
• Homeless families	59%	29%	11%
• Young people at risk	56%	38%	6%

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 224, 134, 318, 953, 351, 245))

6.14 The SE and OP user groups had very different demographic profiles and there is some evidence to suggest that demographic variables had an effect on satisfaction. Therefore it is worth comparing different sub-groups within each of the major user groups. Within the SE user group, those from a white ethnic background were more likely than those from a minority ethnic background to feel 'very satisfied' with the services provided (62%, compared to 47%). This may be related to the language problems described earlier in this report. A third (35%) of those from minority ethnic groups said that they did not speak 'very good' English and that no-one at the service provider spoke their first language or had helped them to find someone who could speak this language.

**Table 6.2 Service satisfaction (by ethnic background and user group)**

Ethnic background	% Very satisfied	% Fairly satisfied	% Not satisfied
White ethnic background – all service users	64%	30%	6%
• White – SE user group	62%	29%	8%
Other ethnic background – all service users	47%	37%	16%
• Other ethnic background – SE user group	47%	38%	16%

Base: all respondents from white ethnic backgrounds (3119; 2234) and from other ethnic backgrounds (495; 479)

6.15 Women were slightly more likely than men (64%, compared to 61%) to say that they were 'very satisfied' with the services provided. There were few differences within the OP and SE user groups and therefore this difference is likely to be related to the higher proportion of female service users in the OP user group. As shown in Table 6.1, members of the OP user group were also more likely to be 'very satisfied'.

6.16 A correlation was also evident between the type of accommodation that service users lived in and their feelings about satisfaction. Table 6.3 shows that service users in sheltered accommodation (64%) were more likely to be 'very satisfied' with the services provided than users of other types of accommodation. This group was almost entirely made up of members of the OP user group. Of the

service users in supported accommodation, the OP user group (64%) were more likely than the SE user group (56%) to say that they were 'very satisfied' with services. The latter were no more likely to be satisfied with services than those living in temporary accommodation.

**Table 6.3 Service satisfaction (by accommodation type and user group)**

Accommodation type	% Very satisfied	% Fairly satisfied	% Not satisfied
Sheltered accommodation	64%	31%	5%
Supported accommodation	60%	32%	9%
• Supported accommodation – OP user group	64%	27%	10%
• Supported accommodation – SE user group	56%	36%	7%
Temporary accommodation	55%	36%	10%

Base: all respondents living in each type of accommodation (655, 1427 (sub-groups = 140 and 1287), 524)

6.17 Service satisfaction can also be related to the type of service provided (accommodation-based or floating support), though the relationship was different for the OP and SE user groups.

6.18 Two-thirds (64%) of the OP user group receiving accommodation-based support said that they were 'very satisfied' with the services provided, compared to 55% of the SE user group. Of those receiving floating support, seven in ten (69%) of the SE user group and six in ten (62%) of the OP user group said that they were 'very satisfied'. This suggests that the services provided through floating support are particularly likely to meet the needs of the SE user group, but less likely to meet the needs of the OP user group.

**Table 6.4 Service satisfaction (by service type and user group)**

Service type	% Very satisfied	% Fairly satisfied	% Not satisfied
Accommodation-based services	63%	31%	6%
• Accommodation-based – OP user group	64%	30%	6%
• Accommodation-based – SE user group	55%	35%	9%
Floating support services	66%	27%	7%
• Floating support – OP user group	62%	36%	2%
• Floating support – SE user group	69%	21%	10%

Base: all respondents in each service type (2573 (sub-groups = 755 and 1818), 942 (sub-groups = 142 and 800))

6.19 Members of the SE user group who received floating support services tended to be more positive about staff than those who received accommodation-based support. For example, 67% of those receiving floating support said that staff *always* went the 'extra mile' to help them, compared to just 57% of those receiving accommodation-based support. Feelings about staff may be to the fore when considering satisfaction with the services provided.

6.20 One explanation for these differences is that floating support amongst the SE user group is a relatively new concept. It is therefore possible that their high level of satisfaction is due to the fact that many of them were receiving support for the first time. Perhaps, in time, levels of satisfaction will level out. On the other hand, it may be that floating support is particularly suited to the SE user group.

6.21 Living arrangements also seem to make a difference to service satisfaction. Service users living on their own or with family were more likely than those living with non-family members (64%, compared to 53%) to say that they were 'very satisfied'.

6.22 These results also help to explain the results found amongst floating support users. The vast majority (93%) of the SE user group who were receiving floating support either lived on their own or with family members. This compares to just 54% of those receiving accommodation-based support. The fact that service users who live on their own/with family members tend to be more satisfied may also help to explain why SE users receiving floating support also tend to be more satisfied than those receiving accommodation-based support.

**Table 6.5 Service satisfaction (by living arrangements)**

Living arrangements	% Very satisfied	% Fairly satisfied	% Not satisfied
Living on own/with family	64%	29%	6%
Living with non-family members	53%	39%	8%

Base: all respondents in each living arrangement category (2646, 970)

6.23 Feelings about current accommodation also have a strong bearing on service satisfaction. As shown in Table 6.6, three-quarters (74%) of those who rated their current accommodation as 'very nice' also said that they were 'very satisfied' with the services provided. Just 3% of this group said that they were 'not satisfied'. Those with less positive views of their current place were much less likely to be 'very satisfied' with the services provided. Around four in ten gave this response regardless of whether their appraisal of their accommodation was as high as 'fairly nice' or as low as 'not nice'. However, there were vast differences between the proportion of each of these groups who were 'not satisfied' with the services provided. A third (33%) of those who felt that their current accommodation was 'not nice' were 'not satisfied' with the services provided. This compared to 18% of those with 'mixed feelings' and 9% of those who said that their accommodation was 'fairly nice'.

**Table 6.6 Service satisfaction (by feelings about current accommodation)**

Feelings about current accommodation	% Very satisfied	% Fairly satisfied	% Not satisfied
Very nice	74%	22%	3%
Fairly nice	40%	51%	9%
Mixed feelings	38%	44%	18%
Not nice	41%	26%	33%

Base: all respondents in each category (1757, 955, 687, 210)

6.24 The more 'settled' an individual, the more satisfied they tended to be with the services provided. Table 6.7 shows the level of satisfaction amongst those who were settled, those who viewed their current accommodation as a 'stepping stone' and those with no plans for the future. Those in settled circumstances (68%) were considerably more likely than those in the two less stable groups to be 'very satisfied' (50% and 45% respectively).

**Table 6.7 Service satisfaction (by trajectory of transition and user group)**

Trajectory of Transition	% Very satisfied	% Fairly satisfied	% Not satisfied
Settled circumstances	68%	28%	4%
'Stepping stone' to somewhere else	50%	36%	14%
No plans	45%	43%	12%

Base: all respondents in each band (1663, 1476, 455)

6.25 As shown in Chapter 5, the performance of service provider staff can also be correlated with service satisfaction. Three-quarters (76%) of those who said that 'always' went the extra mile to help them were 'very satisfied' with the services provided. This compared to six in ten (56%) of those who thought this was 'mostly' the case, three in ten (31%) who said 'sometimes' and a quarter (24%) who said that this was 'never' the case.

6.26 The amount and variety of help that service users receive from staff is also important. As shown in Table 5.5, three-quarters (73%) of service users who received help in four or five areas said that they were 'very satisfied' with the services provided. This was slightly higher than the proportion of those who received help in three areas (67%) and in one or two areas (60%). However, the biggest difference was between these three groups and those who received no help at all. Just over a third (36%) of this group were 'very satisfied'. Clearly, some kind of help beyond mere accommodation tends to be required before a service user will feel satisfied with what they get.

6.27 Another critical area of service provision is the proportion of service users who would like help with certain things but do not currently receive it from the service provider. As shown in the previous chapter (see Table 5.9), those service users reporting the most unmet demand tended to be least satisfied with the services provided. Seven in ten (70%) of service users who did not report any unmet demand said that they were 'very satisfied' with the services provided. Just 44% of those who reported four or five varieties of unmet demand had such a high level of satisfaction. Although a high level of unmet demand did not always mean dissatisfaction with the services provided, there is clearly a relationship between the two. This suggests that service users who are not receiving the help that they want are left feeling less satisfied with the service provider.

6.28 This area may also influence the lower level of service satisfaction amongst service users from minority ethnic backgrounds. More than one in ten (13%) of SE users from minority ethnic backgrounds had 'unmet demand' in four or five of the categories, compared to 8% of SE users from white backgrounds.

# Service Satisfaction and Quality of Life

6.29 The researchers also asked service users to say how they felt about their life as a whole and then their life at the moment. On each occasion, the respondents could choose from the list:

- Very happy;
- Fairly happy;
- Mixed feelings;
- Mostly unhappy.

6.30 Overall, 77% of service users gave the same response at both questions. Over one in ten (13%) gave a more positive response about their life as a whole and 10% gave a more positive response about their life at the moment. The question which asked about life at the moment will be used for analysing the relationship between quality of life and service satisfaction. This will ensure that the focus is placed on the current situation.

6.31 Table 6.8 shows how service users felt about their current quality of life. The results are broken down by user group. Overall, four in ten (39%) service users said that they were 'very happy' with their life at the moment, and a similar proportion (37%) said they were 'fairly happy'. Only 5% said that they were 'mostly unhappy'. Members of the OP user group were much more likely than members of the SE user group to say that they were 'very happy' with their life at the moment (45%, compared to 20%). The same pattern was apparent in the proportion of each group who said that they were 'mostly unhappy'. More than one in ten (12%) of the SE user group felt this way, compared to just 3% of the OP user group.

6.32 Within the SE user group, members of the 'mental health support needs' user group were those most likely to say that they were 'very happy' with their life at the moment (28%). The 'offenders' user group were the least likely to give such a positive response (11%). However, members of the 'domestic violence' user group were more likely to say that they were 'mostly unhappy' (20%, compared to 9% for offenders).

**Table 6.8 Quality of life at the moment (by user group)**

Service user groups	% Very happy	% Fairly happy	% Mixed feelings	% Mostly unhappy
ALL SERVICE USERS	39%	37%	18%	5%
OP user group	45%	39%	13%	3%
SE user group	20%	33%	35%	12%
People with mental health support needs	28%	29%	31%	11%
Young people at risk	21%	37%	34%	8%
Homeless families	19%	32%	34%	15%
Women at risk of domestic violence	17%	26%	37%	20%
Single homeless people	16%	34%	37%	12%
Offenders or those at risk of offending	11%	29%	50%	9%

Base: all respondents in each user group (3617, 900, 2717 (sub-groups = 318, 245, 351, 224, 953, 134))

6.33 Table 6.9 shows the level of service satisfaction within each quality of life band. As expected, the happier that service users were with their life the more satisfied they were likely to be with the services provided. More than three quarters (77%) of those who were 'very happy' with their life at the moment were also 'very satisfied' about the services provided. Just 3% of this group said that they were 'not satisfied'. There were no differences between the OP and SE user groups.

6.34 Overall there were few differences in service satisfaction between those who were 'fairly happy' and those who had 'mixed feelings' about their life. However, service users who said that they were 'mostly unhappy' with their life at the moment were much less likely to be satisfied with the services provided. Just 36% of this group said that they were 'very satisfied' and two in ten (20%) said that they were 'not satisfied'. This shows that there is a strong correlation between a service users quality of life and his/her satisfaction with services received.

**Table 6.9 Service satisfaction (by quality of life)**

Quality of life at the moment	% Very satisfied	% Fairly satisfied	% Not satisfied
Very happy	77%	20%	3%
Fairly happy	56%	37%	7%
Mixed feelings	54%	36%	10%
Mostly unhappy	36%	44%	20%

Base: all respondents in each band (903, 1293, 1068, 344)

# ANNEX 1

## Questionnaire

### **IF ANYTHING RECORDED IN NAME SECTION OF SAMPLE Q'NAIRE:**

**IQa – Not in SPSS** Can I just check that you are <respondent name from sample>?

- Yes CONTINUE
- No ASK NAME, FIND ID AND ENTER NEW ID NUMBER

### **IF BOTH PROVIDER AND SCHEME NAME RECORDED IN SAMPLE Q'NAIRE (others go to IQ3):**

**IQ1 – Not in SPSS** <Provider> runs <Scheme>, which provides you with some housing related support. Have you heard of <Provider> and <Scheme>

- Yes, both GO TO IQ2
- Yes, Provider only USE NAME OF PROVIDER AS TEXT, GO TO QSAT1
- Yes, Scheme only USE NAME OF SCHEME AS TEXT, GO TO QSAT1
- Neither GO TO IQ4

### **IF YES, BOTH:**

**IQ2 – Not in SPSS** I'll be asking you some questions about where you live and the support you get. Would it make it easier if I referred to <Provider> or <Scheme>?

- Provider USE NAME OF PROVIDER AS TEXT, GO TO QSAT1
- Scheme USE NAME OF SCHEME AS TEXT, GO TO QSAT1
- Either USE NAME OF SCHEME AS TEXT, GO TO QSAT1

### **IF ONLY PROVIDER NAME RECORDED IN SAMPLE Q'NAIRE:**

**IQ3 – Not in SPSS** <Provider> provides you with some housing related support. Have you heard of <Provider>?

- Yes USE NAME OF PROVIDER AS TEXT FILL, GO TO QSAT1
- No GO TO IQ4
- Not sure GO TO IQ4

**IF NOT HEARD OF SCHEME OR PROVIDER:**

**IQ4 – Not in SPSS** Who was it who asked you to take part in this survey?

- Record name and sex
- Got a letter, not sure who from
- Not sure

**IQ5 – Not in SPSS** Had you ever spoken with/heard of him/her before he/she asked you to take part?

- Yes
- No
- Don't know

**IQ6 – Not in SPSS** Have you ever spoken with anybody who works with him/her? It could be about anything at all.

- Yes
- No
- Don't know

**IF NOT SURE AT IQ4 AND NO AT IQ5 AND IQ6 – TERMINATE**

This person/These people are part of <Provider>. Some of the questions we ask will be about <Provider>. We want you to think about the person who works for <Provider> and what he/she does for you/We want you to think about the people who work for <Provider> and what they do for you.

**Qsat1** Overall, how satisfied are you with the services and support that <Provider> gives you? Are you...

READ OUT

- Very satisfied
- Fairly satisfied
- Not very satisfied
- Not at all satisfied
- No opinion

**Now I'm going to ask you some questions about the place where you are currently living.**

**Qlong** Roughly how long have you been living where you live now?

READ OUT

- Longer than 5 years
- More than a year, up to 5 years
- More than 6 months, up to a year
- More than 3 months, up to 6 months
- More than 2 months, up to 3 months
- More than a month, up to 2 months
- A month or less
- Can't remember

**IF MOVED WITHIN LAST YEAR (others go to Qlive):**

**Qhelp** When you moved in here, did <Provider> give you any help with the move, such as helping you to find furniture, or helping you get settled in?

- Yes
- No
- Don't know

**IF PROVIDER HELPED WITH MOVE:**

**Quse** How useful was this help?

READ OUT

- Very useful
- Fairly useful
- Not very useful
- Can't say

**Qback** Please think back to where you lived before your current place. Could you have stayed there?

- Yes
- No
- Not sure/Can't remember

**Qstay** Did you want to stay there?

- Yes
- No
- Don't know

**Qkind1-14** What kind of place was it?

INTERVIEWER: Code best answer

- Own home (named tenant/mortgage payer/owner)
- Home of parents/relatives
- Friends' home(s)
- Hostel/temporary accommodation
- On the streets
- Prison/Young Offenders Institution
- Hospital/convalescence home
- Care home
- Other (specify)
- Don't know

**Qnow** Taking everything into account, is this place better or worse here than where you were before?

- Better
- Worse
- About the same
- Impossible to say

**ASK ALL:**

**Qlive1-9** Who do you live with at the moment? Include anyone that you share a bathroom or kitchen with. Do you live...

CODE ALL THAT APPLY

- on your own (*single coding*)
- with your parent(s)
- with your partner (wife/husband or boyfriend/girlfriend)

- with your own child(ren)/child(ren) of partner
- with members of your family
- with people who work for <Provider>
- with any other people
- Don't know

**IF LIVE WITH PROVIDER STAFF OR ANY OTHER PEOPLE:**

**Qlike** Do you like living <text fill from above – same text as with question, except “any other people” should read “these other people”>?

- Yes/mostly yes
- No/mostly no
- Don't know

**ASK ALL:**

**Qfaci** Do you share any facilities with people you DON'T share a bathroom or kitchen with? I mean things like a common lounge or a laundry room.

- Yes
- No
- Not sure

**IF SHARING FACILITIES WITH PEOPLE THAT DO NOT LIVE WITH:**

**Qfcon** What condition are these shared facilities in?

READ OUT

- Excellent
- Good
- Fair
- Poor
- Varies too much to say

**IF LIVE WITH PROVIDER STAFF OR ANY OTHER PEOPLE:**

**Qiloc** How important is it for you to be able to lock the door of your room?  
Is it...

READ OUT

- Vital
- Very important
- Fairly important
- Not very important
- Don't know

**Qcloc** Can you lock the door of your room?

- Yes
- No
- Don't know

**IF ONLY LIVE WITH PROVIDER STAFF OR ANY OTHER PEOPLE:**

**Qshar** Do you share your room with anyone?

- Yes
- No

**IF SHARING A ROOM:**

**Qprob** Is this a problem for you?

- Yes
- No

**IF LIVE WITH PROVIDER STAFF:**

**Qpriv** How much privacy do you feel you have from the people/person who works for <Provider> you live with?

INTERVIEWER: if necessary, describe as being able to be on your own if you want to

READ OUT

- As much privacy as I need
- Usually as much privacy as I need but not always

- Some privacy but not enough
- No privacy
- Don't know

**IF LIVE WITH ANY OTHER PEOPLE:**

**Qpri2** How much privacy do you feel you have from the other people you live with?

INTERVIEWER: if necessary, describe as being able to be on your own if you want to

READ OUT

- As much privacy as I need
- Usually as much privacy as I need but not always
- Some privacy but not enough
- No privacy
- Don't know

**IF NOT LIVING IN OWN PLACE:**

**Qrul1-7** Does the place where you live have any of the following written rules?

- A curfew – a set time when you have to be back at night
- Restricted visitors hours
- Certain people are not allowed to visit
- Restrictions on pets
- Restrictions on where you can drink alcohol
- Restrictions on where you can smoke
- No illegal drugs

**FOR EACH RULE CODE:**

- Yes
- No
- Don't know

**FOR EACH RULE PRESENT:**

**Qsen1-7** Do you think this rule is sensible?

- Yes
- No
- Don't know/depends

**Qsti1-7** Does everybody that you share a bathroom or kitchen with <*if live on own*> stick to this rule?

- Yes
- No
- Don't know

**IF SHARING FACILITIES WITH PEOPLE THAT DO NOT LIVE WITH:**

**Qsha1-7** Does everyone else living here stick to this rule?

- Yes
- No
- Don't know

**Qchrul** Would you like to change any of the rules?

- Yes
- No
- Don't know

**IF WOULD LIKE TO CHANGE RULE:**

**Qrulv1-24** Which rules?

**RECORD VERBATIM**

**Qpsay** Do you think that *you* can have an influence on the way things are run here?

- Yes
- No
- Don't know

**IF THINKS CAN HAVE INFLUENCE ON THE WAY THINGS ARE RUN:****Qdeginf** How much influence do you think you can have?

READ OUT

- A lot
- A fair amount
- Not much
- None
- Not sure

**ASK ALL:****Qplac** What do you think of the place where you live now?

READ OUT

- Very nice
- Fairly nice
- Mixed feelings
- Not nice

**Qbest** Which of these statements *best* describes how you feel about where you are living now?

READ OUT AND CODE ONE ONLY

- I see myself living here for the rest of my life
- I'm fairly settled here. I expect to live here for quite a while
- I see where I am now as a stepping stone to somewhere different
- I take each day as it comes. I have no plans about where I'll be living in the future.
- Not sure

**IF NOT SURE WHICH STATEMENT BEST DESCRIBES FEELINGS:**

RQ20a – Not in SPSS INTERVIEWER: RECORD RESPONSE HERE

**Qsaf1** Generally, how safe is the neighbourhood where you live?

READ OUT

- Very safe
- Fairly safe
- Not very safe
- Not at all safe
- Not sure

**Qsaf2** And how safe do you feel being out on your own in this neighbourhood during the day? (*If never goes out on own say “how safe would you feel”*)

READ OUT

- Very safe
- Fairly safe
- Not very safe
- Not at all safe
- Not sure

**The next set of questions are about the kinds of help you may get from <Provider>**

Has anybody working for <Provider> ever...

- **Qhel1** given you advice about looking after your money?
- **Qhel2** shown you how to cook, clean or do your laundry better?
- **Qhel3** given you advice about improving the security of your home?
- **Qhel4** given you advice on how to keep yourself safe when you go out?
- **Qhel5** helped you to learn how to get along with people better?
- **Qhel6** helped you improve your self-confidence?
- **Qhel7** helped you to learn how to control your feelings or anxieties better?
- **Qhel8** helped you fill in an official form? e.g. benefit forms or housing forms
- **Qhel9** spoken to Social Services or the council for you?
- **Qhel10** helped you make an appointment to see a doctor, nurse, social worker or solicitor?

- **Qhel11** suggested you get involved in a group or activity *they* thought you would be interested in?
- **Qhel12** found out about a group or activity that you said you were interested in?

Does anybody working for <Provider>...

- **Qhel13** regularly check you're in good health?
- Yes
- No
- Not sure

**FOR EACH TYPE OF HELP – IF NOT RECEIVED HELP FROM  
SERVICE PROVIDER:**

**Qwou1-10** Would <Provider> give you this kind of help if you wanted it?  
[not asked for types of help 11-13]

- Yes
- No
- Not sure

**Qyes1-7** Would you *like* someone working for <Provider> to give you this kind of help?

*Variant for types of help 8-10*

**Qyes8-10** If you needed to..., would you *like* someone working for <Provider> to help you?

*Variant for types of help 11-13*

**Qyes11-13** Would you like someone working for <Provider> to....

- suggest a group or activity to you?
- help you find out about a group or activity you are interested in?
- regularly check you're in good health?

**FOR EACH QUESTION CODE:**

- Yes
- No
- Not sure

**Qnon1-10** In the last six months, has anybody *not* working for <Provider> given you this kind of help? **[not asked for types of help 11-13]**

- Yes
- No
- Not sure

**FOR EACH TYPE OF HELP – IF RECEIVED HELP FROM SERVICE PROVIDER:**

**Qlast1-13** When was the last time?

READ OUT

- In the last seven days
- In the last month [but not in the last seven days]
- In the last six months [but not in the last month]
- Longer than six months ago
- Not sure

**FOR EACH TYPE OF HELP – IF RECEIVED IN LAST 6 MONTHS:**

**Qqual1-13** What did you think of this help? Was it. **[not asked for types of help 11-12]**

READ OUT

- Just what you needed
- Good, but could have been better
- Not very useful
- Not sure

**Variant for type of help 11**

**Qkeen** How keen were you to get involved?

READ OUT

- Very keen
- Fairly keen
- Not very keen
- Not sure

**Qimp01-13** Some kinds of help and advice are more important than others. How important was *this* help? Was it...

READ OUT

- vital to you;
- very important to you
- fairly important, or
- not very important?
- Not sure

**IF CODED MORE THAN 1 TYPE OF HELP AS VITAL/V/F IMPORTANT:**

**Cmost** You have described these kinds of help as 'vital' ['very important', 'fairly important'] Which one is *most* important to you?

READ OUT

- List of help
- Not sure

**Staff1-15** Now I want you to think about the people who work for <Provider> at the moment. Do you think...

INTERVIEWER: if in doubt, the respondent should focus on the staff he/she sees most often, and not on more distant 'head office' staff.

- a) they are helpful?
- b) they listen to what you have to say?
- c) you can get help, advice or support from them when you need it?
- d) they are friendly?
- e) they are trustworthy?
- f) they treat you with respect?
- g) they are polite?
- h) they treat you fairly?
- i) they go 'the extra mile' to help you?
- j) they talk to you in a way you understand?
- k) they provide good advice?
- l) they do what they say they will do?

- m) they let you do things for yourself?
- n) they make you feel safe?
- o) they make you feel secure?
  - Always
  - Mostly
  - Sometimes
  - Never
  - Not sure

**Qkw** Is there one particular person who you should go to for advice or support before anyone else? This person might be called your *Key Worker*.

INTERVIEWER: IF JUST 1 MEMBER OF STAFF AT LOCATION, CODE YES

- Yes
- No
- Don't know

**IF HAS A KEY WORKER:**

**Qkwch** Would you like to change your Key Worker/this person?

- Yes, definitely
- Maybe
- No
- Not sure

**IF WOULD LIKE/MAYBE LIKE TO CHANGE KEY WORKER:**

**Qkwp1-11** Why do you want to change your Key Worker/this person?

PROBE FULLY. RECORD VERBATIM

**ASK ALL:**

**Qsat2** Taking into account all the things we have talked about, how satisfied are you with the services and support that <Provider> provides for you? Are you...

READ OUT

- Very satisfied
- Fairly satisfied
- Not very satisfied or
- Not at all satisfied?
- No opinion

**Qother** Is there any other help that you think <Provider> should give you that they don't?

- Yes
- No
- Don't know

**IF THERE IS ANOTHER KIND OF HELP THAT SHOULD BE GIVEN:**

**Qwhat1-16** What kinds of help?

PROBE FULLY. RECORD VERBATIM

**I'd now like to ask you a few questions about yourself. This will help us understand the other things you have told us but it will not allow anyone to identify you.**

**Qsex** INTERVIEWER CODE SEX

- Male
- Female

**Nage** What was your age last birthday?

- NUMERIC RANGE
- Refused

**IF REFUSED AGE:**

**Qage** Can you tell me which of these bands you would put yourself into?

- 16-24

- 25-34
- 35-44
- 45-54
- 55-65
- 66+
- Refused

**Qwork1-15** Could you tell me which of the following best applies to you?

READ OUT

- Working full time
- Working part time
- Self employed
- Unemployed and looking for work
- Unemployed but not looking for work (not retired)
- Looking after the family/home
- Long term sick or disabled
- Retired
- In full time education
- Other (specify)
- Don't Know
- Refused

**Qchild** Do you have any children aged under 16 (whether or not they live with you)?

- Yes
- No
- Refused

**IF HAVE CHILDREN AGED UNDER 16:**

**Nchil** How many children do you have under the age of 16?

- NUMERIC RANGE

**Qeng1** Can I just check, is English your first language?

- Yes
- No

**IF ENGLISH IS NOT FIRST LANGUAGE:**

**Qequal** How good are you at speaking English when you need to in daily life, for example to have a conversation on the telephone or talk to a professional such as a teacher or a doctor?

READ OUT

- Very good
- Fairly good
- Below average
- Poor
- (DO NOT PROMPT) No opinion

**Qspeak** Does anyone at <Provider> speak your first language?

- Yes
- No
- Don't know

**IF FAIRLY GOOD, BELOW AVERAGE OR POOR AT SPEAKING ENGLISH AND NO-ONE AT PROVIDER SPEAKS FIRST LANGUAGE:**

**Qadvise** Has anyone from <Provider> advised you where you could find people who speak your first language who could help you if you needed it?

- Yes
- No
- Don't know

**ASK ALL:**

**Qeth1-8** Which of the following groups do you belong to?

READ OUT

- White
- Black or Black British

- Asian or Asian British
- Mixed
- Any other ethnic group (specify)
- Don't know

**IF WHITE ETHNIC GROUP:**

**D12a** Are you ...

READ OUT

- White – British
- White – Irish
- Or another white background (specify)
- Don't know

**IF BLACK ETHNIC GROUP:**

**Qblack** Are you ...

READ OUT

- Caribbean
- African
- Or another black background (specify)
- Don't know

**IF ASIAN ETHNIC GROUP:**

**D12c** Are you ...

READ OUT

- Indian
- Pakistani
- Bangladeshi
- Chinese
- Or another Asian background (specify)
- Don't know

**IF NOT FROM WHITE ETHNIC GROUP:**

**Qprefdr** If you needed to see a doctor, would you prefer a doctor who was from the same ethnic group as you?

- Prefer same ethnic group
- Prefer different ethnic group
- Makes no difference/Don't care
- Depends on reason for seeing doctor
- Don't know

**IF WOULD PREFER A DOCTOR FROM THE SAME ETHNIC GROUP:**

**Qadvdr** Has <Provider> ever given you help or advice about where to find a doctor of the same ethnic group as you?

- Yes
- No
- Never needed a doctor

**IF HAS A KEY WORKER:**

**Qkweth** You mentioned earlier that you have a Key Worker assigned to you. Is your Key Worker from the same ethnic group as you?

- Yes
- No
- Don't know

**Qkwimp** Would you prefer a Key Worker who was from the same/a different ethnic group as you?

- Prefer same ethnic group
- Prefer different ethnic group
- Makes no difference/Don't care

**ASK ALL:**

**Qcurp1-10** Different people have different things going on in their lives.  
Do any of these things affect your life *at the moment*?

Do you...

- a. Have difficulty seeing, hearing or speaking?
- b. Have problems getting around due to a physical disability?
- c. Have any other longstanding illness or disability? [specify]
- d. Have any problems reading or writing in English?
- e. Suffer from depression?
- f. Have any other mental health problems? [specify]
- g. Sometimes have problems due to alcohol?
- h. Sometimes have problems due to drug use?
- i. Have problems with a violent or abusive partner or other family members?
- j. IF HAS KIDS UNDER 16: Not see your children as much as you would like?

FOR EACH RESPONSE CODE:

- Yes
- No
- Don't Know

**Qlastp1-9** Have any of these things affected your life in the last few years, even if they don't now?

- List as above, excluding those coded at Qcurp-10 and codes a-d
- None of these
- Don't Know

**Qlaw** In the last few years, have you been in trouble with the law?

- Yes
- No
- Don't Know

**IF HAVE BEEN IN TROUBLE WITH THE LAW IN LAST FEW YEARS:**

**Qpris1-5** In the last few years, have you been in prison or a YOI?

- Yes, prison
- Yes, YOI
- No, neither
- Don't know

**ASK ALL:**

**Qstreet** In the last few years, have you spent any time living in short stay hostels or on the streets?

- Yes
- No
- Don't Know

**Qqol1** Which of these phrases best describes how you feel about your life as a whole?

**READ OUT**

- Very happy
- Fairly happy
- Mixed feelings
- Mostly unhappy
- Not sure

**Qqol12** And, which of these phrases best describes how you feel about your life at the moment?

READ OUT

- Very happy
- Fairly happy
- Mixed feelings
- Mostly unhappy
- Not sure

**F1 – Not in SPSS** Is there anything else that you would like to tell us about <Provider> before we finish?

RECORD VERBATIM

**Qpres1-11** INTERVIEWER: Record who was present during interview

- Nobody else
- Provider staff member
- Respondent's partner
- Respondent's relative/friend
- Other (specify)

**F3 – Not in SPSS** INTERVIEWER: Is there anything else we need to know about this interview (unusual circumstances etc.)

RECORD VERBATIM

## ANNEX 2

# Research Design and Conduct

## Overview of Survey Design

BMRB sought to interview a representative sample of people who were receiving services likely to be funded by Supporting People<sup>27</sup>. The aim was to collect 'baseline data' about service receipt before Supporting People went live.

BMRB designed a two-stage sampling process, first making a selection of schemes, and second, asking each selected scheme to draw a random sample from among its service users.

The survey comprised two elements: a paper questionnaire concerning specific housing-related data filled in by the service provider and a face-to-face interview with those in receipt of services.

The vast majority of those in receipt of such services were older people with general support needs (71%). In order to ensure that robust data were also collected for key minority groups, these groups were over-represented in the selected sample.<sup>28</sup>

In total, BMRB approached 730 different schemes<sup>29</sup>. 596 agreed to take part, a response rate of 82%.

The response rate among service users was 70%, which means the cumulative response rate, was 57%. In total, 3,617 interviews were carried out from among 580 different schemes.<sup>30</sup>

This technical report describes the research design and the survey outcomes.

<sup>27</sup> At the time of sampling (December 2002), funding contracts had not been finalised. Therefore, the services database undoubtedly included some that did not get a contract once *Supporting People* went live in April 2003.

<sup>28</sup> The effects of this disproportionate sampling were taken into account when the data were weighted.

<sup>29</sup> BMRB actually selected 796 schemes but 66 of these proved to be ineligible, had closed, or were otherwise unidentifiable. The total of 796 was derived from 771 different records in the services database. 15 of these records comprised more than one scheme.

<sup>30</sup> 580, not 596 because 16 schemes took part but did not manage to persuade any of the selected service users to take part due to service users opting out/being unavailable etc.

## Initial contact with local authorities

BMRB needed the co-operation of the local authorities because they held all the information about services in their area. The service providers held the contact details for the survey population and therefore had to be involved.

Fortunately, BMRB was able to utilise the SPINTLS system which allowed each local authority to easily extract key data from their databases<sup>33</sup>. BMRB needed a mixture of contact details and classification variables for sampling and post-survey analysis.

ODPM asked each local authority to run a bespoke database query to generate these extracts.

BMRB set up a special email address to receive these extracts and collated together those that were received. Any not received within a week were subject to a telephone chase (conducted in the first place by telephone interviewers and then by junior staff in the research team).

All but two of the 150 local authorities responded with the requested information. Four local authorities did not use the SPINTLS database system and needed special treatment. Two supplied truncated minimum data files (sufficient for sampling/contacting), while the other two supplied full data files with some differences in the way values were recorded. BMRB carried out work to merge these files with the others which shared a single format.

## Preparation of the file for sampling

BMRB applied unique ID numbers to each record (i.e. scheme) in the collated database. These followed the seven digit form *xxxxyyy*, where *xxx* was the local authority ID and *yyy* was the scheme ID. Local authorities were listed in order of file receipt (001 to 148), and schemes were listed in the same order as in the original files (alphabetical by provider name<sup>32</sup>).

A reduced file containing schemes' ID numbers and 'primary' and 'secondary' client groups was exported to SPSS, and BMRB analysed which client groups most often appeared together.

The aim was to divide the schemes into three or four strata based on client profile, and then apply differing sampling fractions to each. Without such disproportionate sampling, seven in ten respondents would have been drawn from the 'older people with support needs' group and insufficient numbers from other, more service-intensive groups. Each of these new categories had to be sensible from an analysis perspective.

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31 All data was derived from the SP3 form completed by all services seeking SP funding.

32 Note that some providers ran multiple schemes. The sampling for this survey was done on a scheme basis. Schemes that were run by the same provider were ordered alpha-numerically by local authority ID.

Four categories were established:

**A:** 'Older people requiring support plus others with physical disabilities' (including: older people with support needs; frail elderly; people with a physical or sensory disability; and older people with mental health problems);

**B:** 'People needing mental health support' (including: people with mental health problems; mentally disordered offenders; and the 'generic' schemes);

**C:** 'Multiple needs: mostly single people' (including: single homeless people with support needs; people with alcohol problems; people with drug problems; offenders/people at risk of offending; young people at risk; young people leaving care; rough sleepers; and travellers); and

**D:** 'Multiple needs: mostly families' (including: homeless families with support needs; women at risk of domestic violence; and teenage parents).

A number of records in the merged database were removed, or otherwise altered before sampling took place:

- Schemes were removed where the primary client type was 'people with learning disabilities' due to their coverage in another major national survey being conducted by the Department of Health or 'refugees' because of the complexity of interviewing these groups. Where these groups appeared as *secondary* client types the scheme was retained<sup>33</sup>.
- 125 scheme records were removed because they had no entries in either the 'primary' or 'secondary' client type fields. Some others were given proxy values based on other data (e.g. provider name, other schemes run by same provider). Also, any scheme record with a secondary but no primary value was given a default primary value equal to the secondary value.
- Where the 'household units' field was blank, a median value was calculated for that 'service type' ('accommodation-based' or 'non-accommodation-based', derived from questions B1.2/B1.2a on the SP3 form) within that category. This replaced the blank for sampling purposes.
- Due to an error in the SPINTLS query specification, the originally obtained records did not include the field for the scheme's name. An inspection of the full database made it clear that this was a serious problem because there were so many near-identical records in the file. It was not clear if these records were duplicates or just very similar to each other. Any scheme that was subject to duplicate records would have an artificially increased probability of selection. In order to avoid the effects of such 'hidden duplicates' some records were merged to create new 'super-records'. The researchers made merging decisions on a case-by-case basis following a set of common sense rules. The aim was to reduce the degree of compensatory weighting required at the end of the survey. A new 'household units' value was given to each composite 'super-record', again following common sense rules. If the researchers eventually discovered

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Otherwise, many schemes where the primary client type was 'people with mental health problems' would have been removed purely because the secondary client type was 'people with learning disabilities'.

that a sampled ‘super-record’ turned out to comprise more than one scheme, just one was randomly selected with a probability proportionate to size (PPS)<sup>34</sup>. A later extract containing the scheme name field was obtained to check the researchers assumptions on this issue.

## Sampling of schemes within each stratum (main fieldwork)

3,000 interviews were sought in total and a target number was set for each category. These targets provided the best balance between the need to provide robust data for minority groups and the need to have fairly reliable confidence intervals for the overall data.

**A:** 800 (27% of total)

**B:** 600 (20% of total)

**C:** 1100 (37% of total)

**D:** 500 (17% of total)

In order to draw the sample the following steps were taken:

1. Main collated file was divided into four files based on category.
2. Each category file was separated into two sub-files, the first containing records with 10 or more ‘household units’ and the second containing those with 9 or fewer household units. The total number of household units in each sub-file was noted. The intention was to draw a sample of records in each ‘10+’ sub-file with a probability proportionate to size (‘household units’) and ask each selected scheme to randomly select 10 people from their lists. The records in the ‘1-9’ sub-files would be selected 1 in n, and all people in each selected scheme asked to take part (up to a maximum of 10). It was accepted that a record’s ‘household units’ value would not always match the number of people listed as receiving services from that scheme. However, in the absence of any other information prior to contacting the scheme, this ‘household units’ value was the best size proxy.
3. First stratification within each sub-file: Government Office Region (9 strata).
4. Second stratification within each sub-file: Service type: accommodation-based and non-accommodation based (2 strata). SP3 B1.2a was used to divide services in code 2 (‘Accommodation based service with floating/resettlement/outreach support’). Where SP3 B1.2a was blank, the default stratum was ‘accommodation-based’ since this group is largest.
5. Third stratification within each sub-file: whether BME specialist (yes, no, with ‘not recorded’ given a default ‘no’ value).

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Occasionally, more than one was selected if the individual schemes were much smaller than the whole ‘super record’. Although BMRB sampled 771 records, it approached 796 schemes.

6. Records in each stratum were listed in ascending order of BMRB ID number.

For each category file, the total number of target interviews (e.g. 800 for category A) was divided into two (proportionate to the percentage of total household units covered by schemes with 10 or more household units against the percentage covered by schemes with 1-9 household units). This worked out as follows:

**A:** 800 (791 from '10 or more' sub-file, 9 from 'Less than 10' sub-file)

**B:** 600 (494 from '10 or more' sub-file, 106 from 'Less than 10' sub-file)

**C:** 1100 (951 from '10 or more' sub-file, 149 from 'Less than 10' sub-file)

**D:** 500 (405 from '10 or more' sub-file, 95 from 'Less than 10' sub-file)

For each '10 or more' sub-file, a running 'cumulative household units' field was added. The total number of records to be selected was equal to the total number of interviews required for that category sub-file (e.g. 791 for category A), multiplied by 4, and then divided by 10 (so, essentially, the total number of interviews required for that category sub-file multiplied by 0.4). The reason for multiplying by 4 was to take account of the 'worst case scenario' where only 50% of schemes agreed to take part, and only 50% of selected service users agreed to take part. 10 people would be asked to take part in each selected scheme (hence the 'division by 10' element). The sampling fraction for that sub-file was set as equal to the total number of household units divided by the total number of records to select. Sampling fractions were rounded to the nearest whole number.

	Required interviews	Required selections [interviews*0.4]	Total household units	Sampling fraction [units/required selections]
A	791	316	575,992	1821
B	494	198	43,914	222
C	951	380	61,040	161
D	405	162	13,412	83

A random start number between 0 and the sampling fraction was generated and records were selected PPS.

In some cases, a record was selected more than once, so – theoretically – more than 10 people would be asked to take part. However, BMRB analysed what the impact on sample efficiency would be if only 10 were asked to take part even in *these* schemes. This would reduce the administrative burden both on the providers and on BMRB's field staff. It was found that this was reasonable so long as more than 10 requests were made at the two schemes selected most often (7 and 13 times respectively<sup>35</sup>). The sampling efficiency in each category sub-file was calculated as follows (although the effect of disproportionate sampling of certain categories at the expense of others had a much greater effect):

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In the event, neither of these schemes took part so no more than 10 interviews were sought from any one scheme.

**A:** 88%**B:** 87% (40 requests at one scheme)**C:** 97%**D:** 88% (20 requests at one scheme)

For each 'Less than 10' sub-file, the total number of records required was set as equal to the total number of interviews required [multiplied by 4]/mean 'household units' per record within that sub-file. This number was divided into the total number of records within that sub-file to create an  $n$  value for a 1 in  $n$  selection. This  $n$  value was rounded to the nearest integer.

	Required Interviews*4	Mean household units per record	Number of selections to make	No of records on file	1 in $n$
A	$9*4 = 36$	5.3	7	1251	182
B	$106*4 = 424$	5.0	85	1886	22
C	$149*4 = 596$	5.4	110	1760	16
D	$95*4 = 380$	5.8	66	544	8

\*figures have been rounded on this table but not in calculations

In this way, 977 'large' records (10+ household units) were selected, and 270 'small' records (1-9 household units) were selected (=1,247 in total). It should be noted that 1,056 selections were made from the '10+' sub-files but, because records could be selected more than once, only 977 were unique. In total, 1,326 selections were made for 1,247 records. In the vast majority of cases, each record represented one scheme but some records accounted for more than one scheme.

## Fieldwork blocks

Fieldwork was divided into 3 'blocks' with a much smaller Block 1 to work as a live test. The main reason for dividing into 3 was to set 3 separate sampling dates so that there would not be huge time-lags between a single sampling date and the later parts of fieldwork. Block 1 was limited to approximately 150 schemes. Block 1 was a test of response rate.

The selected records were tagged so that any sharing the same contact name would be placed in the same fieldwork Block and could be treated together. Tags were also applied if there were un-sampled records with the same contact name. It was important to be able to help providers distinguish the correct schemes.

Block 1 was selected by dividing 150 (the projected number of schemes) into 1,247, the total number of records selected. This yielded a figure of 0.12 and this was multiplied by the number of unique contacts [just over 1,000] to get 121. Any records associated with one contact had to be in the same fieldwork Block so selecting records for Block 1 had to be based on a list of unique *contacts* rather than a list of unique records. 121 contacts associated with 156 records were selected for Block 1<sup>36</sup>.

36 This was done PPS with the size measure equal to the number of records associated with the contact (i.e. normally 1).

In the event, the cumulative response rate from schemes and service users was much better than 25%, so the full sample of 1,247 records was not needed. 667 were used across all three Blocks: 156 in Block 1 and 511 in Blocks 2 and 3<sup>37</sup>. The schemes for Blocks 2 and 3 were drawn in the same way as those drawn for Block 1, and evenly apportioned between the two Blocks.

## Sampling of service providers – floating support boost

After starting the fieldwork for Block 2, ODPM decided to boost the number of interviews with users of floating support services. Between 450 and 500 interviews were expected from Blocks 1 to 3, and BMRB sought to double this to between 900 and 1,000 through this boost, called Block 4. BMRB returned to the original December 2002 services database extract so that the survey universe for Block 4 was the same as that in Blocks 1-3, except that only floating support services were eligible. A ‘service name’ field had since been added to this extract, allowing some of the merged ‘super-records’ to be broken up into their constituent schemes.

Just as in Blocks 1-3, the database was split into the four client categories and further split into ‘10+ household units’ and ‘1-9 household units’ sub-files. Schemes in the ‘10+’ sub-files were selected PPS and schemes in the ‘1-9’ sub-files were selected 1 in  $n$ . The balance between schemes from the ‘10+’ sub-files and ‘1-9’ sub-files was proportionate to their share of the total household units in each category.

In a change from Blocks 1-3, the researchers sought an equal number of interviews (125) in each client category. The total number of selections (144) was divided as follows:

- A:** 35 selections from ‘10 or more’ sub-file, 0 selections from ‘Less than 10’ sub-file
- B:** 33 selections from ‘10 or more’ sub-file, 3 selections from ‘Less than 10’ sub-file
- C:** 32 selections from ‘10 or more’ sub-file, 4 selections from ‘Less than 10’ sub-file
- D:** 32 selections from ‘10 or more’ sub-file, 5 selections from ‘Less than 10’ sub-file

28 of the selections (covering 22 separate schemes) had already been selected in Blocks 1 to 3, and were not approached again in Block 4. Therefore, there were 116 unique selections in Block 4, covering 104 separate schemes (as before, some schemes were selected more than once).

As in Blocks 1-3, 10 interviews were sought in each selected scheme from a ‘10 or more’ sub-file, and interviews were sought with all service users (to a maximum of 10) in each selected scheme from a ‘Less than 10’ sub-file. A grand total of 796 schemes (derived from 771 unique records) were approached for this survey. 596 took part.

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In practice, 41 schemes selected in Block 1 deferred involvement until the later fieldwork periods. From a field perspective, there were 277 records in Block 2 and 275 in Block 3, not 256 and 255 as the number of selections would suggest.

## Sampling of service users

After an initial letter explaining the nature of the survey, a team of telephone interviewers contacted each of the selected schemes to persuade them to take part and answer any queries. The outcomes of each call were recorded on a paper form. If anyone required another copy of the original letter then these were sent via fax where possible to speed up the process.

When a scheme agreed to co-operate, the staff would draw a sample of service users themselves. They were asked to randomly select 10 from a list of all users<sup>38</sup> (aged 16+) on a particular 'sampling date', which was around two or three weeks before the start of fieldwork. They were given advice about how to do this, both by letter and by phone where necessary.

Some schemes with very transient user populations drew the sample just before the interviewer arrived. Had they drawn the sample 2-3 weeks in advance, the interviewers would have had to track a lot of them down with little information to go on.

Schemes supporting ten or fewer people simply approached all their service users (aged 16+).

Scheme staff completed a short questionnaire about each of the selected service users, recording contact details, accommodation type and whether or not the user had agreed to take part. When a selected service user did not want to – or could not – participate, a replacement was *not* sought. Although this led to some variation in cluster sizes, this was better than introducing bias by replacing selected users with more 'co-operative' ones.

Before the interviewer contacted a co-operating scheme, BMRB's telephone unit called the scheme's manager to check they had selected the sample (or would do so on an agreed date), they had contacted the selected respondents, and that they had completed the short questionnaires.

Only then would the interviewer make an appointment to visit the scheme, input the information from the short questionnaires, and arrange interviews. These interviews generally took place in either the respondent's own room/home or in the service provider's office. Each respondent was paid £10 as a thank you for taking part.

## Questionnaire design and piloting

The questionnaire was designed to cover all aspects of the service experience. The questionnaire covered:

- the nature of the services the respondent received, plus any 'unmet demand';

38 An exception was made for the small minority of service users living with a partner. In these cases, the unit of selection was the household, rather than individual service users so long as the scheme delivered services on a household-basis. If the scheme delivered services separately to the two adults in the household then they would be listed separately before sampling.

- the respondent's opinions about the staff;
- accommodation details (including: where the respondent lives, who he/she lives with, how long he/she has been there, whether he/she is sharing facilities, what he/she thinks about any rules in place, and any future plans);
- demographics (sex, age, working status, household structure, ethnicity and language);
- background life issues that negatively affect the respondent; and
- overall summary of 'quality of life'.

The questionnaire was developed through two stages of cognitive testing. BMRB's researchers tested both new questions and some of those developed by NCSR<sup>39</sup> during the feasibility study. All interviewing was carried out by researchers experienced in this method. A total of 19 service users helped BMRB with this stage of the survey. Those who took part received £15 as a thank you for their time.

A pilot stage was also necessary to test out the sampling procedure, paperwork load and the full questionnaire. A total of six schemes participated in the pilot stage (two in London and one each in Nottingham, Leamington Spa, Colchester and Gateshead). These schemes were selected to ensure a variety of different client groups were interviewed. The piloting took place between the 13th and 24th January 2003 and a total of 50 interviews were carried out. All interviewers were accompanied by either a member of the BMRB research team or a representative of ODPM.

The whole interview took, on average, 25 minutes to administer, although this ranged from as little as 10 minutes to as much as 50 minutes.

## Fieldwork and response rates

### MAIN STAGE

Fieldwork was carried out between 12th February 2003 and 3rd November 2003. Every interviewer attended a full day personal briefing on the project before starting work.

In total, 3,617 interviews were carried out from among 580 different schemes. There are two stages in calculating a response rate: (a) the scheme response rate and (b) the service user response rate.

In total, BMRB approached 796 different schemes (although only 771 records were selected, 15 of them turned out to comprise more than one scheme). 66 schemes proved to be unidentifiable, ineligible or closed, leaving 730 to approach. 636 schemes agreed to take part, a response rate of 87%.

After contact details were passed to the interviewers, a further 40 schemes opted out of the research. This meant that 596 schemes actually participated in the survey. This brings the final scheme response rate to 82% (596/730). The following Table shows a full breakdown of scheme field outcomes.

Outcome	Frequency	% of all selected schemes	% of all eligible schemes
<i>Ineligible</i>	49	6%	
<i>Cannot recognise scheme</i>	17	2%	
Opt out before fieldwork	71	9%	10%
Opt out during fieldwork	40	5%	5%
No contact	23	3%	3%
Agree to participate	597	75%	82%
<b>TOTAL</b>	<b>796</b>	<b>100%</b>	<b>100%</b>

The scheme response rate varied across the four Blocks of fieldwork. It was highest in Block 1 (88%) and lowest in Block 3 (78%). The scheme response rates in Blocks 2 and 4 were 82% and 84% respectively. The higher response rate in Block 1 is partly due to the fact that a number of schemes deferred involvement to Blocks 2 and 3 but ended up not taking part<sup>40</sup>.

The second stage of the calculation is the service user response rate. The following Table shows a full breakdown of fieldwork response. The overall service user response rate across all four Blocks was 70%.

Outcome	Frequency	% of service users
<b>Non-contact</b>	<b>279</b>	<b>5%</b>
– Insufficient address	7	<0.5%
– No longer at address provided (not traceable)	110	2%
– No contact (anyone)	96	2%
– No contact (respondent)	66	1%
<b>Refusal</b>	<b>983</b>	<b>18%</b>
– From service user	740	14%
– Proxy refusal (provider)	193	4%
– Proxy refusal (other)	47	1%
– Pre-fieldwork refusal	3	<0.5%
<b>Other unsuccessful</b>	<b>324</b>	<b>6%</b>
– Broken appointment	96	2%
– Ill/incapacitated	19	<0.5%
– Away/in hospital	97	2%
– Inadequate English – no translator	10	<0.5%
– Other unproductive	102	2%
<b>Complete interviews</b>	<b>3617</b>	<b>70%</b>
<b>TOTAL</b>	<b>5203</b>	<b>100%</b>

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There is a distinction here between the sample Blocks and the fieldwork Blocks. A deferred Block 1 scheme is counted as a Block 2/3 scheme in these field outcome statistics.

Again, the highest response rate was achieved in Block 1, with 73% of service users completing an interview. This figure decreased to 70% in Block 2, 69% in Block 3 and 67% in Block 4. Service users in receipt of floating support were slightly less likely to agree to participate in this survey.

When combining the scheme and user response rates (82% amongst schemes and 70% amongst service users), the cumulative figure is 57%. This ranges from 64% in Block 1 down to 54% in Block 3. The figures for Blocks 2 and 4 stand at 59% and 56% respectively.

## WEIGHTING

The data was weighted to take account of the probability of (a) each scheme and (b) each individual being selected to participate. Specifically, the overall probability of selection is equal to the probability of the scheme being selected multiplied by the probability of any one individual being selected within that scheme.

## PROBABILITY OF SCHEME SELECTION

The sampling of schemes was done in two stages:

1. Selection of schemes for Blocks 1-3 (for which all schemes were eligible)
2. Selection of schemes for Block 4 (only floating support schemes eligible)

This meant that all floating support schemes had *two* opportunities for selection. Therefore, the overall probability of each scheme being selected was equal to the probability of being selected in Blocks 1-3 plus the probability of being selected in Block 4, *minus* the probability of being selected in both (to avoid double counting).<sup>41</sup>

- $P(\text{blocks 1-3}) + P(\text{block 4}) - (P(\text{blocks 1-3}) * P(\text{block 4}))$

Neither  $P(\text{blocks 1-3})$  nor  $P(\text{block 4})$  could be greater than 1 so if the calculation produced a figure greater than 1, it was capped at 1.

At both of the selection stages, there were eight different strata:

- Category A schemes (services for older people), split into small (1-9 household units) and large (10 or more household units) categories;
- Category B schemes (services for people with mental health issues), split into small (1-9 household units) and large (10 or more household units) categories;
- Category C schemes (services for people with multiple needs, mostly single), split into small (1-9 household units) and large (10 or more household units) categories; and

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Because Bromley's schemes were accidentally included twice in the database used for sampling for blocks 1-3, their probability of selection was doubled.

- Category D schemes (services for people with multiple needs, family oriented), split into small (1-9 household units) and large (10 or more household units) categories.

The schemes in the 'large' strata were selected PPS (and were sometimes selected more than once) while the schemes in the 'small' strata were selected 1 in  $n$ .

10 interviews were sought in each selected scheme in the 'large' strata, while interviews were sought with *everybody* in each selected scheme in the 'small' strata (i.e. between 1 and 9 interviews).

The probability of selecting a scheme in each of the two strata was therefore different. For each of the 'large' strata the probability was equal to the total number of selections in the stratum multiplied by the scheme's household units and then divided by the total number of household units in the stratum:

- $(N(\text{selections}) * \text{household units}) / \text{Total household units in stratum}$

Relevant figures for scheme weighting in 'large' strata				
Category	Blocks 1-3		Block 4	
	Number of selections	Total household units in stratum	Number of selections	Total household units in stratum
A	170	575,992	35	39,620
B	93	43,914	33	32,327
C	220	61,040	32	12,505
D	75	13,412	32	5,865

For each of the 'small' strata the probability was equal to the total number of selections in the stratum divided by the total number of schemes in the stratum:

- $N(\text{selections}) / N(\text{schemes in stratum})$ .

Relevant figures for scheme weighting in 'small' strata				
Category	Blocks 1-3		Block 4	
	Number of selections	Total household units in stratum	Number of selections	Total household units in stratum
A	2	1,251	0	138
B	45	1,886	3	283
C	60	1,760	4	279
D	43	544	5	108

## PROBABILITY OF INDIVIDUAL SELECTION

The probability of an individual being selected from within a selected scheme was equal to the number of sought interviews divided by the total number of individuals in the scheme.

- Number of sought interviews/total number of individuals in scheme

The total number of individuals in each scheme on the 'sampling date' was collected by the interviewer and was frequently different from the 'household units' reported on the database.

The number of sought interviews was always 10 or the total number of individuals in the scheme if fewer than 10<sup>42</sup>.

Therefore, the final probability of the individual's selection was equal to the probability of the scheme being selected multiplied by the probability of the individual being selected.

- $P(\text{scheme}) * P(\text{individual within scheme})$

The un-standardised weight =  $1/P(\text{total})$

No weight-capping has been applied because tests showed it only marginally improved the standard errors, while introducing bias.

## OTHER WEIGHTING

No weighting was applied to correct any non-response bias because there was no appropriate data set to compare with the survey profile.

It *is* possible to compare the survey profile with the 'household units' profile from the original database. However, the survey found that the relationship between (a) the number of 'household units' recorded in the database and (b) the number of people found to be in receipt of services varied by user group and by service type. Therefore, the database itself is not a perfect representation of the survey universe.

## EFFECTIVE SAMPLE SIZE

Analyses with the STATA statistics package suggests that the cumulative effect of the weighting was significant, especially at the 'top level'. For overall survey results the standard errors are around 1.8 to 2.2 times larger than would be expected from a simple random sample. This equates to an effective sample size of around 900, compared to an actual sample size of 3,617. However, this only means a reduction in precision from around +/- 1 to 1.5% to +/- 2 to 3%.

The effective sample sizes of groups wholly contained *within* individual strata are much closer to the number of interviews achieved. This is helpful because so much of the reporting is by user group. All members of each user group are in the same stratum.

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There are two exceptions where 16 interviews were sought. In these two cases, the selected 'large' scheme turned out to comprise more than one 'small' scheme. The interviewer sought interviews with everybody in each of the selected sub-schemes and this came to 16.





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