

# ‘DESTITUTION IN THE UK’ - TECHNICAL REPORT

**Glen Bramley, Suzanne Fitzpatrick, Filip Sosenko, Mandy Littlewood**

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## 1. Introduction and Overview

This Technical Report is part of the output of a major research study of *Destitution in the UK* undertaken by the authors and colleagues for the Joseph Rowntree Foundation (JRF). It complements the main research report published by JRF in April 2016 (Fitzpatrick et al 2016) and an *Interim Report* published in March 2015 (Fitzpatrick et al, 2015).

This Technical Report contains a detailed account of the main elements of the research, including the Omnibus Survey, the Census Survey, the Secondary Data analyses and the Qualitative Interviews. This includes Appendices including all the main research instruments and accompanying protocols.

While the main emphasis is on explaining methods providing detailed information on key instruments and elements of the research, in some cases more detailed substantive findings are reported, as for example in section 4.3 on Time Trends and section 6 Local Estimates.

Any detailed queries about this technical report should be directed to Prof Glen Bramley ([g.bramley@hw.ac.uk](mailto:g.bramley@hw.ac.uk)) at the Institute for Social Policy, Housing, Environment and Real Estate, School of Energy, Geoscience, Infrastructure and Society, Heriot-Watt University, Riccarton, Edinburgh EH14 4AS, UK.

## 2. Omnibus Survey

In order to ensure that the definition of destitution developed in consultation with experts was supported by the broader public, questions were placed on an Omnibus Survey of over 2,000 adults across the UK. An omnibus survey is a regular interview survey carried out with a representative sample of the general public by a market/social research organisation, which may include suites of questions submitted by public or private organisations. In this case the survey was carried out by TNS-BMRB in November 2014, using a questionnaire shown in Appendix A. This survey was also used to assist with setting the detailed parameters of the definition, particularly on matters such as the required duration of deprivation where there was a divergence of opinion or uncertainty amongst expert stakeholders.

This approach is very much in the spirit of the 'consensual' and 'democratic' approach to poverty definition in the UK, as exemplified in the UK PSE surveys, built primarily around identifying key material deprivations which clear majorities of the public regard as necessities. The Omnibus Survey questionnaire in Appendix A was developed by the research team and discussed with JRF and with potential suppliers of the survey. The work was then tendered and the successful bid was accepted from TNS-BMRB. The

fieldwork covered the whole of UK and resulted in 2013 completed adult interviews. Although originally scheduled for late November, some delays occurred in the fieldwork and full results were delivered in December 2014

The final, operational definition of destitution we arrived at after this process is presented in Box 1 immediately below. Key results from the Omnibus Survey were discussed in the *Interim Report*, where a fuller explanation is provided of how we settled on this definition. The definition then in turn served to define much of the content of the Census Survey questionnaire.

□

## BOX 1: DEFINITION OF DESTITUTION

1. **People are destitute if they, or their children, have lacked two or more of these six essentials over the past month, because they cannot afford them:**

- **Shelter** (have slept rough for one or more nights)
- **Food** (have had fewer than two meals a day for two or more days)
- **Heating** their home (have been unable to do this for five or more days)
- **Lighting** their home (have been unable to do this for five or more days)
- **Clothing and footwear** (appropriate for weather)
- **Basic toiletries** (soap, shampoo, toothpaste, toothbrush)

To check that the reason for going without these essential items is that they cannot afford them we will: ask respondents if this is the reason; check that their income is below the standard relative poverty line (i.e. 60% of median income 'after housing costs' for the relevant household size); and check that they have no or negligible savings.

2. **People are also destitute, even if have not as yet gone without these six essentials, if their income is so low that they are unable to purchase these essentials for themselves.**

The relevant weekly income thresholds, after housing costs, are £70 for a single adult, £90 for a lone parent with one child, £100 for a couple, and £140 for a couple with two children. We will also check that they have insufficient savings to make up for the income shortfall.

## 3. Census Survey

Why did we decide to carry out a census-type survey? We believed that there was a need for direct evidence of actual contemporary experience of destitution. In an inherently controversial and contested policy arena, there will be sceptics to be addressed. We wanted to be able to apply the specific definition developed during the earlier phase of research (as set out in Box 1 above) to a representative sample of people apparently destitute or at risk of destitution. We also wanted the research to provide some reflection of different local conditions across the UK. Lastly, we wanted to provide a firm base for the intended qualitative research, so that we could contextualise particularly rich and interesting case studies with a sense about how common their types of story might be.

The model followed was based on experience with the ESRC 'Multiple Exclusion Homelessness (MEH) study (Fitzpatrick et al 2013) which utilised a multi-stage census and survey. The focus again is on non-governmental organisations providing material assistance or associated advice and support to people in emergency situations of need. We defined a range of types of relevant organisation in four broad types: advice; food and meals; homelessness and related multiple deprivations (including specific issues of domestic violence); migrants (and associated issues like forced labour). The research

team worked with local coordinators (LCs) to identify and map all relevant organisations, their locations, contacts and scale of operation. This formed the sampling frame. We did not include local government or statutory services, partly due to issues of ethics and access, but we do make some quantitative allowance for one key form of local governmental assistance, Local Welfare Funds (LWF).

The underlying assumption is that people in a situation of destitution will seek out assistance from time to time. This is a conservative assumption; if some destitute people approach none of the organisations we have sampled, our estimates will be on the low side. We take a time slice of one week (mainly in March 2015), with questions focused on experiences of destitution in the preceding month. The timing avoids seasonal extremes.

The questionnaire (shown in Appendix B) was designed for self-completion, assisted by a member of the research team or LC where necessary. Questions were set to enable application of the definition of destitution described and justified in the Interim Report (reproduced in Box 1 above).. Additional questions aimed to capture basic demographics, key background experiences over the preceding year which may have contributed to destitution, sources of support (financial and in-kind), some subjective indicators of severity, and migration/asylum status where relevant. Questions also covered frequency of use of the service in question, and use of other services, partly to aid quantification of destitution experiences over the whole year. The self-completion model places limits on the extent to which sensitive information can be probed, or the level of detail on matters like income which could be practicably collected. Questionnaires were translated into 16 languages identified by local coordinators as likely to crop up in case study areas.

The design of the questionnaire and the survey protocols were tested in a first full-scale pilot conducted in Glasgow during early February. Cognitive testing of questions was conducted in several of the Glasgow agencies by research team members prior to the pilot. Only minimal changes were made to the questionnaire between the pilot and the main stage, mainly to improve the flow of questions relating to migration.

Census surveys were conducted over periods of one week, with the research team attempting to ensure coverage of all relevant clients using the services during that period, either by ensuring presence during service opening hours or by securing the agreement of the services to ask and assist their clients to complete census forms (more common in some advice services and sensitive services e.g. responding to domestic violence). Packs of questionnaires and associated instructions were delivered by courier in the preceding week and normally collected at the end of the week by the local coordinators or research team members. Detailed protocol for the conduct of the census survey fieldwork and associated documentation provided to participating agencies are reproduced in Appendix C.

The research team attempted to obtain accurate numbers of unique clients in scope using the service during the week, although in a few cases these numbers were approximate estimates. Coding of data from the questionnaires was undertaken by a specialist firm [IBP] and the data and questionnaires were then returned to the research team.

## ***Sampling Areas and Agencies***

Case study areas were selected in a purposive fashion, in order to represent a variety of localities across the UK with different urban-rural character and mix, different levels of poverty/deprivation (based on secondary data analysis), and different degrees of presence of migrant groups including asylum seekers and new EU migrants. A short list of candidate areas in different categories was assembled, with final choice based partly on our ability to identify and recruit local coordinators. All case study localities were defined as whole local authority areas, and in all cases these were under unitary local authority government, although in the case of Wiltshire the survey was conducted in only two of the former constituent districts (Salisbury and West Wiltshire) to keep travelling manageable.

In each case study area, the initial mapping exercise produced a list of agencies/services which were classified by the four main categories and by a broad size grouping (large/medium/small) based on initial information on typical numbers of clients per week. Very small services in this sense were excluded on 'de minimis' grounds. A sample of 6-8 of these services was then drawn, to achieve target numbers of 1-2 services in each category, with probability of selection being set at a higher level for 'large' services. Services were listed by category, size group, and then in alphabetical name order, and the sample (first choices) was drawn using the appropriate sampling interval starting on a random number within this. Where first choice services would not agree to cooperate, a second choice was used, normally the next listed service (or, if the first choice was last in its group, the previous one). From this sampling process, we know the probability of selection of each included service

In section 5 of this report, we report on how local weekly and national annual estimates of numbers of destitute households and individuals were derived. This involves combining information on the sampling, as described above, with information on response within each agency and on number and frequency of visits to other agencies over the past year, as well as linking up to indicators derived from secondary datasets, as described in section 4.

## **4. Secondary Data Analysis**

### **4.1 Scoping of Datasets**

The research has included a substantial element of scoping and reviewing possible secondary quantitative datasets which may be used to shed light on the phenomenon of destitution in the UK today. These datasets included large scale national household surveys, national administrative data on groups or types of service which may be indicative of significant risk of destitution, and client/case records of non-governmental organisations active in providing advice, support or material aid to groups at risk. The scoping sought to establish the extent to which each source could yield useful markers or indications of

relevant problems, how it could be accessed, and how it could be analysed to answer a number of key questions. These key questions include

- a) The scale of the group(s) at risk of destitution
- b) Trends over recent time in the numbers
- c) The socio-demographic profile of the groups at risk
- d) The geographical distribution of these groups
- e) The severity and persistence of problems experienced
- f) The background circumstances which may be relevant to the risk of destitution
- g) The extent to which problems may be resolved, and potential routes out of destitution.

A summary of the dataset scoping is provided by a spreadsheet table (Appendix D) which covers approximately forty datasets considered. These datasets fall into the following main categories, in terms of their usefulness for the research

- 1) *Large scale national household surveys*, including a more specialist poverty-related one (UK Poverty and Social Exclusion Survey, PSE), the longitudinal surveys (British Household Panel Survey, BHPS, 1992-2008 and Understanding Society Survey, UKHLS, 2009-13), and the major economic-oriented surveys (Family Resources Survey, FRS, and Labour Force Survey, LFS), as well as the Crime Survey for England (CSE). These are good for identifying groups in *severe poverty* and thus at high risk of destitution, including validating potential indicators (especially PSE), trends over time and socio-demographic profile, incidence by type of locality, and developing predictive formulae which could be applied using Population Census and other data to generate local estimates. They can also explore persistence and background circumstances (particularly the longitudinal surveys). They all suffer from the limitation of not covering the population not in private households (e.g. many homeless people), and also to varying degrees from the fact that vulnerable and mobile groups may be less likely to respond.
- 2) *National administrative datasets* which identify particular factors likely to be associated with risk of destitution and provide counts over time and down to local authority level. Examples include the former DWP Social Fund (crisis loans), the Scottish Welfare Fund, Supporting People (SP), Homeless applications and prevention/relief statistics, police incidents of minor acquisitive crime (alias shoplifting), Children in Need (CIN), Work and Pensions Longitudinal Dataset (WPLS), DWP Benefit Sanctions data, DWP Discretionary Housing Payments (DHP), and the Home Office Case Information Database on Asylum (CID). These sources have nearly all been able to be used to contribute to making local authority level estimates of likely numbers in destitution or at risk, some for all of GB and some for England only (with few available on a comparable basis for Northern Ireland). We have also included analyses of Severe and Multiple Disadvantage (SMD) undertaken in a recent study (Bramley et al 2015) which included Offender and Substance Treatment datasets for England, as well as SP mentioned above.



- 3) *Voluntary organisations which provide a national network of services* offering advice, support or material assistance and which compile systematic client/case records. Examples include the Citizens Advice Bureaux (CAB, CAS in Scotland), the Trussell Trust network of foodbanks, Womens Aid network of refuges and allied services, and The Red Cross. These sources can provide additional evidence on scale and geographical distribution (with significant provisos), trends, and socio-demographic profiles, as well as potentially some information on background circumstances. The problems with these sources can include incomplete geographical coverage, partly because other agencies may be involved in providing similar services (e.g. advice, food aid), and inflexible database forms which render analysis problematic. In practice, we mainly use these sources to provide additional supporting material on trends and profiles. In one case (CAB) we have included indicators alongside those in category 2), but with caution and taking measures to allow for geographical gaps in coverage.
- 4) *Voluntary organisations which provide services in a limited range of areas for rather specific groups*, most often migrants. A separate Note lists a number of such organisations and highlights the difficulties obtaining or making use of data from these sources. At best, these sources can help to provide additional insights into particular problems and issues, reflected to a degree in the qualitative analysis and discussion in later chapters, but they are not effectively useful in building the national quantitative picture.

## **4.2 Severe Poverty**

It was seen that analyses of *large-scale household surveys* ( 1) above) could identify and generate a profile of people in severe poverty and potentially close to destitution, or in transition, in terms of their current or background experiences, for example in terms of broader social inclusion and health. Multivariate modelling of the probability of experiencing severe poverty (potential destitution), and of transitioning in or out, could utilise both individual socio-demographics and linked area characteristics. The analysis of surveys also played a part in generating our proposed choice of Case Study areas and positioning them in the national context. Subsequently, predictive models for severe poverty based on these large surveys were used to contribute to wider composite indicators used both to make national estimates of destitution and to map its likely incidence, as described below.

### *Strengths and Weaknesses*

Large-scale household/individual surveys are far superior to most other sources in representativeness and in the richness of data which can be cross-analysed at the individual level. As will be demonstrated, using existing surveys such as the UK Poverty and Social Exclusion Survey (PSE), which is linked to the Family Resources Survey (FRS), the number and profile of people who meet a range of definitions of severe poverty (potential destitution), based on very low income, many material deprivations and subjective experience of poverty, can be estimated at national and regional levels. FRS data including detailed income, material deprivation and financial difficulty measures covers a decade with c.30,000 households per year across the whole of UK. The

longitudinal Understanding Society Survey (USS) traces a similar number over 3-4 years from 2009, while its predecessor British Household Panel Survey (BHPS) traced a smaller number (5-6000) over 18 years to 2008.

We report on analyses based on these key surveys, while recognizing that this approach has its limitations and potential weaknesses. Firstly, these surveys will not include all of those *currently* experiencing destitution (e.g. those who are sleeping rough, or living in institutions). Some groups at high risk of destitution may also be over-represented in the categories of non-response, missing data and sample attrition – for example migrant groups with limited English or caution about engaging with officialdom or answering detailed questions about their background; those without a settled home, staying temporarily with others, and those with a transient housing experience. Nonetheless, since destitution is part of a continuum of hardship and life experiences, those affected are highly likely to have spent a large proportion of their lives in conventional households, and are thus not excluded from household surveys.

An issue which becomes more apparent when one actually attempts to undertake some of the analyses, particularly over different time periods, is that there have been changes to questions asked and whom they have been asked of – for example, material deprivation items. Some of the most useful questions, based on one part of the analysis, turn out not to have been asked in other surveys (e.g. subjective poverty).

The analysis of these surveys can be significantly enhanced when the dataset is configured to allow locality linkage – in other words, where the respondents can be located in particular local authority areas or types of area. This can enable a two-way traffic of information: (a) information about the local context can be imported to enhance the understanding and modelling of severe poverty risks within the survey; (b) outputs from the survey, whether of specific risk-related combinations or of predicted values for these risks, can be ‘mapped’ at the level of larger local authorities or types of local authority (depending on sample numbers).

Last but not least, one has to be aware of the limitations and pitfalls in survey-based income figures, particularly at the extremes. Statisticians are taught to be wary of ‘outliers’ – not only can they distort analyses, but they have a high probability of being ‘wrong’ in some sense. Investigations by Brewer et al (2009) and others into very low and negative income cases in FRS suggested that a substantial proportion of these were misleading and not representative of severe poverty. The classic example would be the case of the self-employed businessperson who had a poor trading year, or perhaps was able to declare high expenses for tax purposes, but whose underlying assets enabled him/her to continue to live at a good standard. Mindful of these problems, our approach has been to combine income, using thresholds which are not exceptionally low, with other more direct indicators of material deprivation, subjective poverty and/or financial difficulty.

### *UK Poverty and Social Exclusion Survey (PSE)*

The Poverty and Social Exclusion (PSE) research project, funded by the Economic and Social Research Council [Grant Ref RES-060-25-0052], is the largest ever study of poverty conducted in the UK. The Living Standards survey was carried out between March and December 2012 by the National Centre for Social Research (NatGen) in Britain and by the Northern Ireland Statistics and Research Agency (NISRA) in Northern Ireland. The survey re-interviewed respondents to the 2010/11 Family Resources Survey (FRS) who

said they could be contacted again. Every adult living at each address was interviewed. The PSE dataset includes many variables carried forward from the FRS interviews, but in addition provides a rich variety of indicators of material deprivation and of other dimensions of social exclusion, including a range of subjective indicators of poverty, exclusion, health and wellbeing.

The sampling frame was designed so as to give a minimum sample in Britain of 4,220 households (including 1,000 households in Scotland overall and an additional 220 households in rural Scotland) and a minimum sample in Northern Ireland of 1,000 households. The final sample size achieved was 5,193 households (4,205 in Britain and 988 in Northern Ireland) in which 12,097 people were living (9,786 in Britain and 2,311 in Northern Ireland). Ethnic minority and 'poor' households were oversampled, as were parts of rural Scotland, but analysis weights correct for this and for non-response. While representative of the population living in private households in 2011-12, there are some grounds for believing that relatively transient private renters may be under-represented.

#### *British Household Panel Survey (BHPS)*

A further data source employed for this study is the British Household Panel Survey (BHPS), aggregated for most of its duration (1996-2008)<sup>1</sup>. This survey was originally designed to comprise 5,000 households and about 10,000 individual adults, with all adults followed through time so far as possible and information collected about all the households they were in each year and all of the members of those households. Sample attrition over time is compensated for by replenishment, while booster samples were introduced in certain areas in the mid-1990s and early 2000s. Because we are working with data for England-only the effective samples are between 3,695 and 4,985 households and between 7,188 and 9,592 individuals in each year or 76,534 household-years and 148,402 individual-years. A number of material deprivation, housing need and related variables were only available within the data from 1996 onwards, so the key measures of severe poverty are only available for that period (n=51,078 and 98,835).

A subset of c.110 variables was extracted from the annual datasets and stacked up into 'long' format to permit pooled analysis of annual person-years or household-years. Individual-level links between values of key variables in current years and previous years were created using lag functions. For output purposes three main time periods may be distinguished (1996-2000, 2001-2005, 2006-2008); sample numbers for these periods range from 1,275/22,042 to 23,566/45,420.

#### *Understanding Society (UKHLS)*

A further and broadly equivalent dataset used has been the Understanding Society Survey (or UK Household Longitudinal Survey, UKHLS) for its first three waves (2009-2011). This is the replacement for BHPS and it has a much larger sample (nearly 30,000 households for England). However, it should be noted that although many variables are intended to be the same between UKHLS and BHPS, there are enough differences that not all of the variables of interest could be replicated in both studies; therefore the numbers are reported separately and the models are fitted separately to UKHLS data.

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<sup>1</sup> All references to survey years are in fact for 'financial years', April-March, but we use '2008' as shorthand for 'April 2008-March 2009'.

The UKHLS database covers three years (2009-2011), with only two years available for analyses involving lags (2010-11), and a different two years for analyses involving material deprivation (2009-10)<sup>2</sup>. The available sample for England is between 27,018 and 29,691 households per year and 49,739-50,994 individuals per year.

An integral feature of the analysis has been the attachment to these longitudinal micro data (USS and BHPS) of housing market indicators at the local authority level. This is to enable the testing of important hypotheses about the influence of housing (and labour) market factors on outcomes.

### *Family Resources Survey (FRS)*

The FRS is the main official source of information on household incomes, poverty and the take-up of benefits. Thus it includes the main measures of low income (equivalised for household composition, before and after housing costs) used in the official reports on *Households Below Average Income* (HBAI). Since 2004 the survey has included a selection of material deprivation questions based on the PSE methodology. It also asks questions about financial difficulties and debts, although not about subjective poverty. Its UK-wide sample was around 31,000 between 2004 and 2008, and 26,000 thereafter. A fresh sample is drawn each year, so it is possible to boost the sample by pooling across years for some purposes, for example to generate estimates for localities or types of localities, or for modelling. The material deprivation questions were substantially revised from 2011, with a separate set developed for older people, as well as the existing separate sets for children and adults. For this reason, it is necessary to take a modified definition, applicable only to working age households, for a time series running through the period 2010-12.

### *Finding the Best Measures*

We used the PSE survey as the main testbed for different possible detailed definitions. While a priori reasoning, linked to our work on definitions and 'face validity', can get us so far, there are also questions about how well the measures seem to work in practice and about whether any empirical evidence can help us to choose the best options. It is in fact possible to identify some other measures, of aspects of people's experiences, which we would expect (based on logic and also past research evidence in some cases) to be correlated with severe poverty and destitution. We use a number of these to test how effectively our variant proposed measures discriminate between the severely poor and others, in terms of outcomes which we would expect to be strongly associated. This exercise thus helps to provide underpinning support for the general approach, by reassuring that the indicators are strongly related to adverse outcomes likely to be associated with severe poverty

The outcomes used for this testbed purpose were as follows

- People who said that their health was affected a lot by (lack of) money this year

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<sup>2</sup> Material deprivation questions appear to be rotated with other topics, so not included in all years

- People who said that their health had a lot of impact on their personal finances this year
- People (adults) who often skimmed on food – because of lack of money and/or so that others (e.g. children) might eat
- People who wore secondhand clothes instead of new
- People who kept wearing worn-out clothes – because they could not afford to replace them
- People who had felt embarrassed about their lack of money
- People who had been made to feel small by their lack of money

Our preferred core definition of severe poverty was based on three criteria (all of which had to be met)

- Low income* – based on having a net equivalised household income *after housing costs* (AHC) below x% of the contemporary national median (x varying between 30% and 50%).
- Material Deprivation* – based on lacking several of a set of core necessities (food, clothing, warm housing) because they can't afford it; or lacking a larger number of a more general set of deprivation items.
- Subjective Poverty* - people do perceive themselves as poor by contemporary standards, based on at least one from a set of standard questions

The key arguments to justify this core definition are as follows. Low income (A) may not be a sufficient condition to define severe poverty, but it is a necessary condition. The conventional UK poverty threshold of 60% of median income provides an upper limit, and the severe poverty threshold should clearly be lower than that. On the other hand, the warnings above about the misleading nature of some very low or negative income scores in FRS/HBAI, cautions against setting the threshold too low. We therefore focus on the range 30-50% of the median. We also strongly prefer to use the AHC measure rather than the BHC measure, because the AHC measure is more likely to capture current living standards and poverty 'here and now', as housing costs cannot usually be avoided in the short term, and because AHC poverty correlates much more strongly with material deprivation and other measures of poverty /multiple deprivation than does BHC. There is obviously a large group of mature households living in owner occupation who appear poor on BHC measure but are not really poor, because their housing is paid for and they have accumulated other assets.

The material deprivation (B) criterion is core, and relates closely to the definition we have adopted for destitution, which is also supported by public opinion as tested in the Omnibus Survey. Using PSE we can identify a subset of deprivation items which relate to these core necessities: having two meals a day, having veg or fruit most days, having meat/fish/veg equiv every other day, clothes suitable for interview, warm coat, shoes suitable for weather, damp home; and equivalent items for children where applicable. We typically combine this with the wider set of deprivations e.g. 3+ from overall set of which at least 2

from the core subset. Unfortunately, in datasets other than PSE, we have to use a smaller set of deprivations from across the 'general' range.

The subjective poverty ('C') criterion reflects a certain democratic respect for people's own judgement. If they don't think they are poor, it is questionable whether we should impose the judgement that they are 'severely poor'. It also reflects evidence from past studies, reiterated by the recent PSE survey, that subjective poverty is strongly correlated both with objectively defined poverty (particularly where based on material deprivation) and with other adverse outcomes associated with poverty. The key questions used to identify subjective poverty in PSE were (a) people who felt they had lived in poverty 'all the time', or (b) people who felt they were 'well below' the income level needed to avoid poverty, or (c) people who felt their current living standard was significantly below the average.

It is again unfortunate that we do not have these questions available in the other main datasets used. Instead of subjective poverty, we have instead used measures of financial difficulty or problem debt. While these also have a clear logic and a degree of face validity, there are more problems here as well. People can get into these kinds of financial difficulties for a range of reasons, of which extremely low income is only one; others include overoptimism and imprudence in taking on excessive credit commitments, and poor budgeting and financial management skills. We did find, however, that two particular kinds of problem debt – electricity and other fuel (not gas) – were particularly likely to be positively associated with core severe poverty measures. Therefore, we used these as a third criterion in our FRS measures. The work on BHPS and UKHLS used a somewhat broader experience/perception of financial difficulty indicator, essentially difficulty maintaining housing payments in last year, including falling behind or being forced to borrow; finding current financial situation very difficult; saving nothing or experiencing a worsening financial situation. In UKHLS this used a partially similar set of indicators with detailed differences.

Based on testbed comparison of incidence of associated responses (e.g. skimping on food, health affected) we determined that the best candidate indicator within the PSE survey was:

- DestitKB8, <40% median income AHC using PSE equivalisation, *plus* 3+ deprivations of which 2 were from subset, *plus* at least one of the three subjective poverty indicators (poor all the time, or well below poverty income level, or well below average standard of living); (incidence 2.1%; average score 52% reporting associated responses).

We followed a similar procedure with candidate severe poverty definitions which could be applied within the FRS. As noted above, FRS does not have the subjective poverty indicators, but some use could be made of indicators of debt/arrears, with electricity/other fuel found to be the best markers. Also, we used FRS incomes and FRS deprivations, which are a more limited set than those in PSE. As expected, the average scores on the independent outcome indicators were somewhat lower, although still very high compared

with the whole population values. The recommended candidate indicator emerging from this analysis was

- SevPov\_KB1: (<40% FRS median income AHC, *plus* 6 FRS deprivations), OR (<40% FRS income *plus* 4 FRS deprivations *plus* electric/fuel debt); (incidence 3.4%, average score 40%)

Subsequently, when seeking to provide a longer FRS time series valid from 2004 to 2012, we derived a modified version applicable to working age households

- Sevpov3: working age households with income after housing cost below 40 per cent of median, *and* 3 or more out of 7 adult deprivations, *and* 2 or more out of 6 household utility etc debts

This was used in the time series chart, Figure 11 in the main report.

For analysis using the BHPS and UKHLS we tried to create similar sets of indicators, using the same parameters where directly comparable, and trying to capture the essence of the above approaches while reflecting detailed differences in the variables available

For BHPS the preferred indicator was as follows

- BHPSSP2 - <40% median income AHC, *plus* (deprived on more than one-third of items (2/6 before 2003, 3/6 from 2004) OR one or more of six housing needs (crowded, concealed couple/family, share/lack amenities, unsuitable for health or families, condition problem, and unable to buy), *plus* (any housing payment problem OR (financial situation difficult *plus* (saved nothing OR getting worse)) (prevalence 1.4%)

For UKHLS the similar measure was

- USSP2 - <40% median income AHC, *plus* (deprived on more than one-third of adult OR child items OR one or more of four housing needs and unable to buy), *plus* (any housing payment problem OR financial situation difficult OR expected to deteriorate) (prevalence 1.5%)

These indicators are combined as 'Sevpov2' in the final report, Figure 11.

### 4.3 Time Trends

#### *Citizens Advice Trends*

Data provided by CAB (England) provide a sample of time trend evidence, focussing on categories of particular interest and utilising the fuller detail of the quarterly data. It should

be noted that during this period CAB has experienced more limitations on funding which may have impacted negatively on the total numbers of advice cases they have been able to deal with

Overall, there was a peak in benefit cases in the period from late 2011 to early 2013. This coincides with the period of implementation of the first wave of benefit reforms of the Coalition government, and the aftermath/recovery from the great recession. The largest element in this period was ESA; also significant, on a continuing basis, are Housing Benefit issues, and Tax Credit issues. Council Tax Reduction, the localised replacement for CTB, seemed to get more attention earlier in this period (before implementation



Figure 4.3.1 looks at selected debt/arrears issues over time. In general, for the majority of items in this category, including mortgage and consumer debt, the trend in issues has been quite strongly downwards, probably reflecting a period of low interest rates and of UK households tending to try to reduce their levels of indebtedness. However, there are noteworthy rises in two items over the last couple of years: rent and Council Tax. The former would reflect the growing importance of private renting, where rents are higher, as well as the social sector, where issues like the bedroom tax and other possible benefit restrictions are beginning to bite. Fuel poverty and energy costs has been a major issue, from the mid-2000s to the early 2010s, and it is noteworthy that fuel debts/arrears were as numerous as rent problems in 2011, but that subsequently fuel has fallen back slightly, while still remaining pretty common. Meanwhile, Council Tax arrears and debt show a sudden increase from late 2013 onwards. This looks suspiciously like the impact of localised Council Tax support operating from April 2013, with incomplete support available for working age households in most areas of England after that date (compared with former CTB).

**Figure 4.3.1: Selected Debt/Arrears Issues, England CAB Network, Quarterly 2011Q2 to 2015Q2**

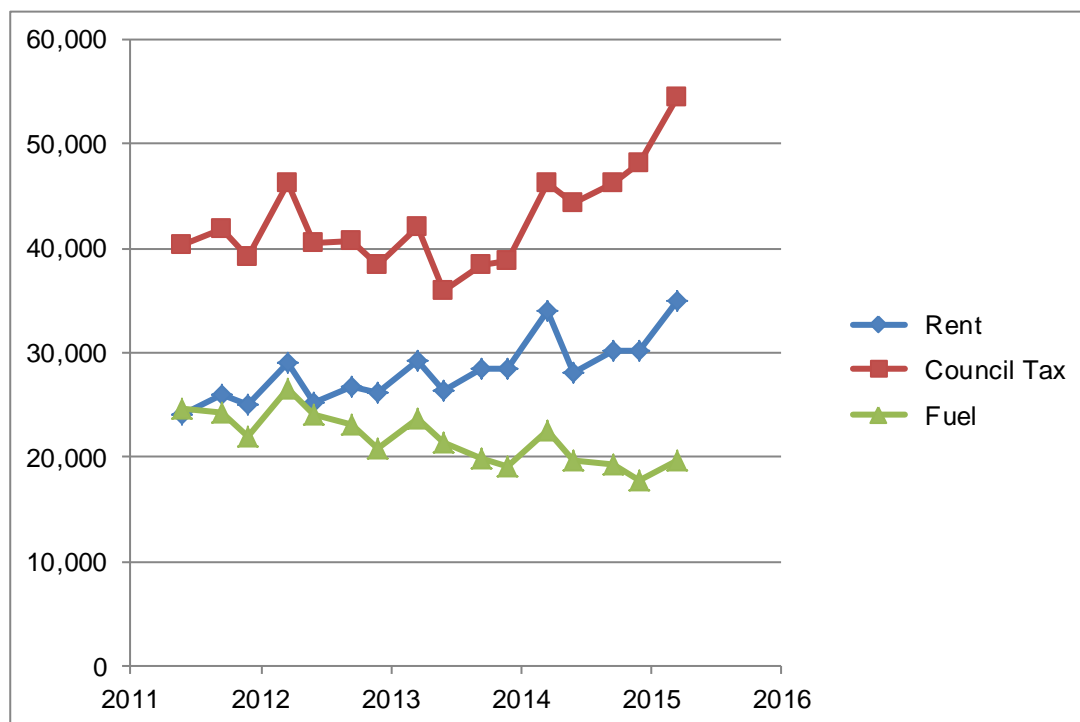


Figure 4.3.2 looks at two indicators of homelessness. These appear to show a slight downward trend, tending to level off later, as well as pronounced ‘double seasonality’. The count of all immigration issues was on a declining trend until early 2014, but it has since started to grow again. Meanwhile, charitable support (including foodbanks) has shot up from a low level since 2012 to a scale above that of homelessness or migration in the recent period. This is consistent with media coverage and evidence from Trussell Trust on the buildup of foodbank usage (see below).

**Figure 4.3.2: Homeless, Migration and Charitable Support Issues, England CAB Network, Quarterly 2011Q2 to 2015Q2**

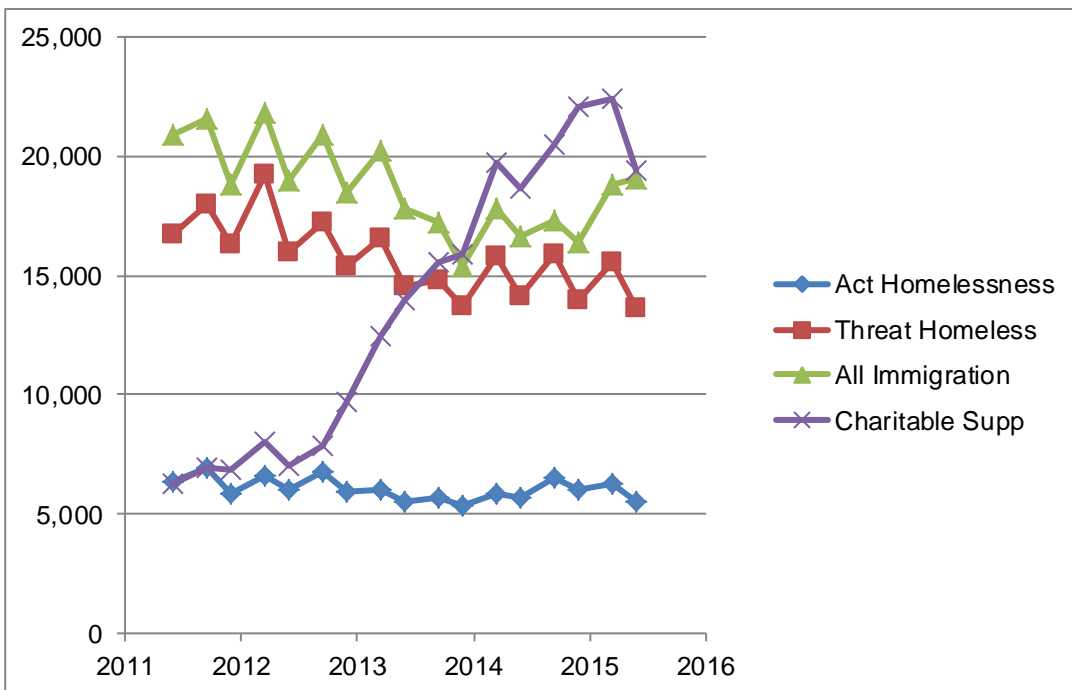
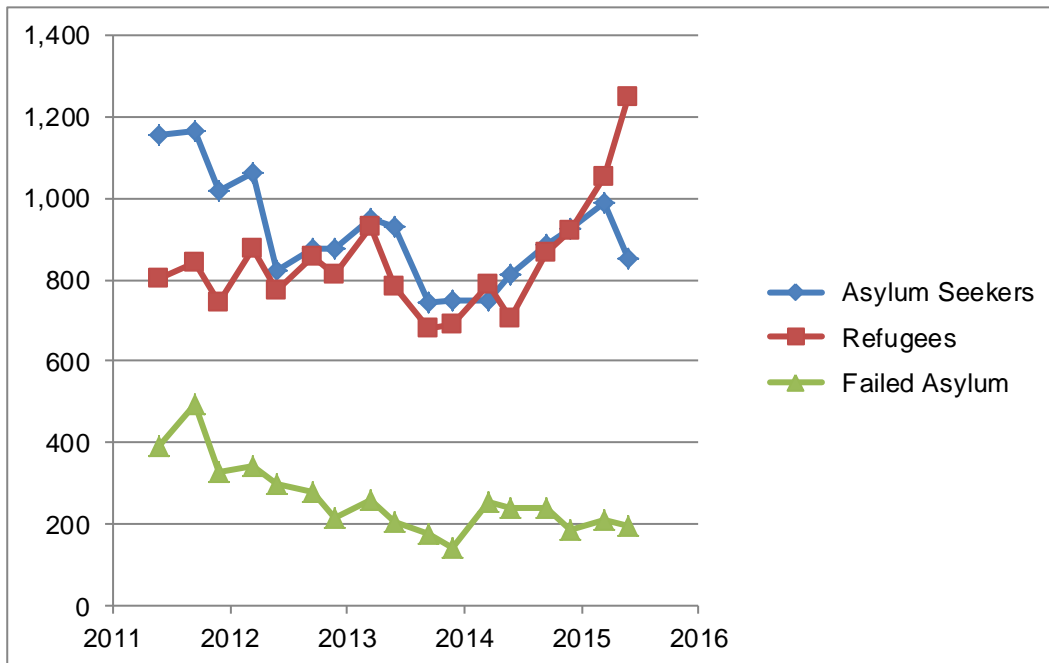


Figure 4.3.3 looks at specific asylum and refugee issues. Asylum seeker issues at CAB fell somewhat until 2014 but have since risen again, and a similar pattern is associated with the failed asylum seeker category, although with less of a recent rise. Refugee issues were fairly stable until 2014 but have subsequently risen strongly. This is consistent with stories from the sector about the problems of transition from asylum to refugee status.

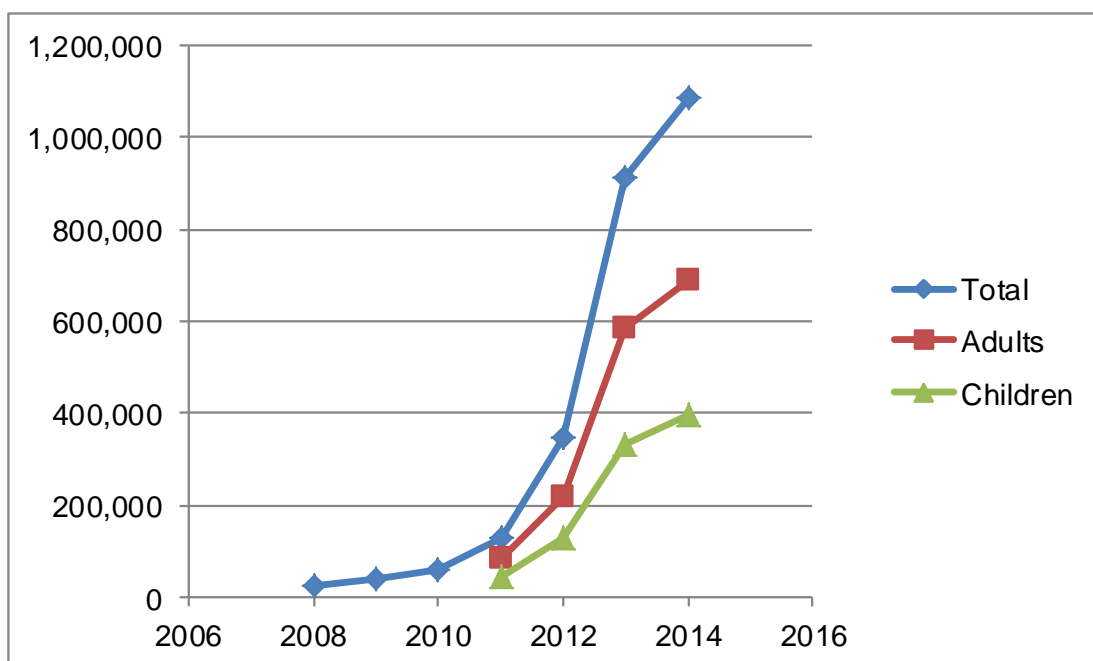
**Figure 4.3.3: Specific Asylum and Refugee Issues, England CAB Network, Quarterly 2011Q2 to 2015Q2**



## Foodbanks

The Trussell Trust is the largest network of foodbanks in the UK. Figure 3.12 shows the spectacular growth in TT foodbank usage, measured by the number of episodes of people being fed annually from 2008 to 2014 financial years. Half of users receive only one voucher per year, with the remainder receiving several (the normal restriction is 3 over six months). From data on numbers of vouchers per client we estimate that the number of unique users is about 52% of the numbers as shown in Figure 3.12. This means that about 560,000 people received food parcels from TT in 2014/15, a figure that bears comparison with our destitution annual total estimate given earlier of 1.34 million.

**Figure 4.3.4: Growth in Number of Episodes of People being Fed by Trussell Trust Foodbanks, 2008-2014**



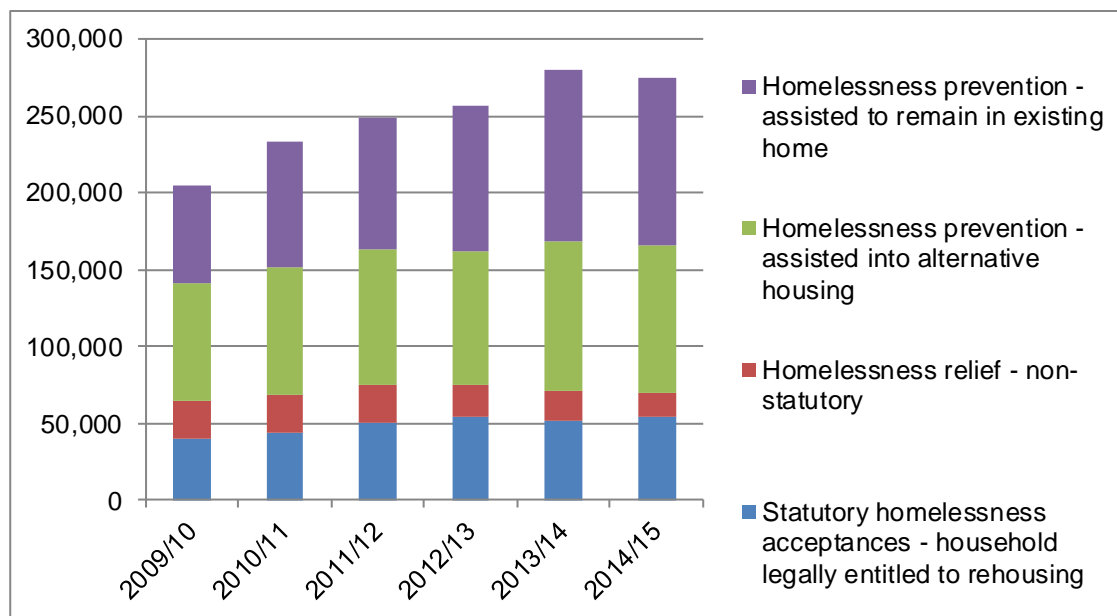
## Homelessness Trends

Homelessness is both directly and indirectly relevant to destitution: in its more extreme form, rough sleeping, it constitutes one of our definitional criteria; single homelessness is often linked to other complex needs, such as addictions or mental health, and hence relevant to our broader group of 'SMD' destitute; more broadly, homelessness is strongly related to poverty and often triggered by adverse changes of circumstances, a combination also associated with destitution. Britain has a well-developed statutory framework for responding to homelessness, including a developing prevention approach, and this means that relatively comprehensive data are available locally and nationally over an extended time period.

A growing part of responses to homelessness needs presented to local authorities is being taken by various forms of prevention and relief activity, so much so that there is now a

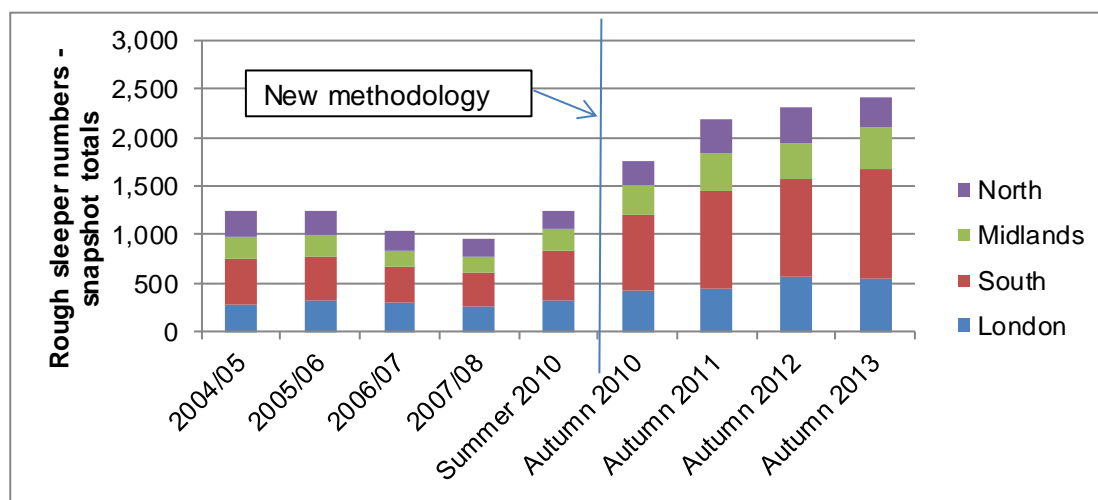
view gaining acceptance [Reference UK Stats Auth/HOC] that it is the total of all of these which represents the best measure of overall homelessness need and demand. Figure 3.14 shows this overall picture for England, confirming the significant rise between 2009 and 2013.

**Figure 4.3.5: Trends in Overall Homeless Responses in England, 2009-2014/15**  
(number of households)



The specific issue of rough sleeping, while most directly relevant to destitution, is the aspect which is perhaps least well measured. Official spot count measures (number sleeping rough on a particular night) are shown in Figure 4.3.6, combining different sources. There is a discontinuity in the series in 2010, but even allowing for this one can say that the trend has been upwards since 2007/08 and that again there is a strong emphasis on London and the South.

**Figure 4.3.6: Trends in Rough Sleeping based on Local Authority Counts by Broad Region in England, 2004 to 2013**



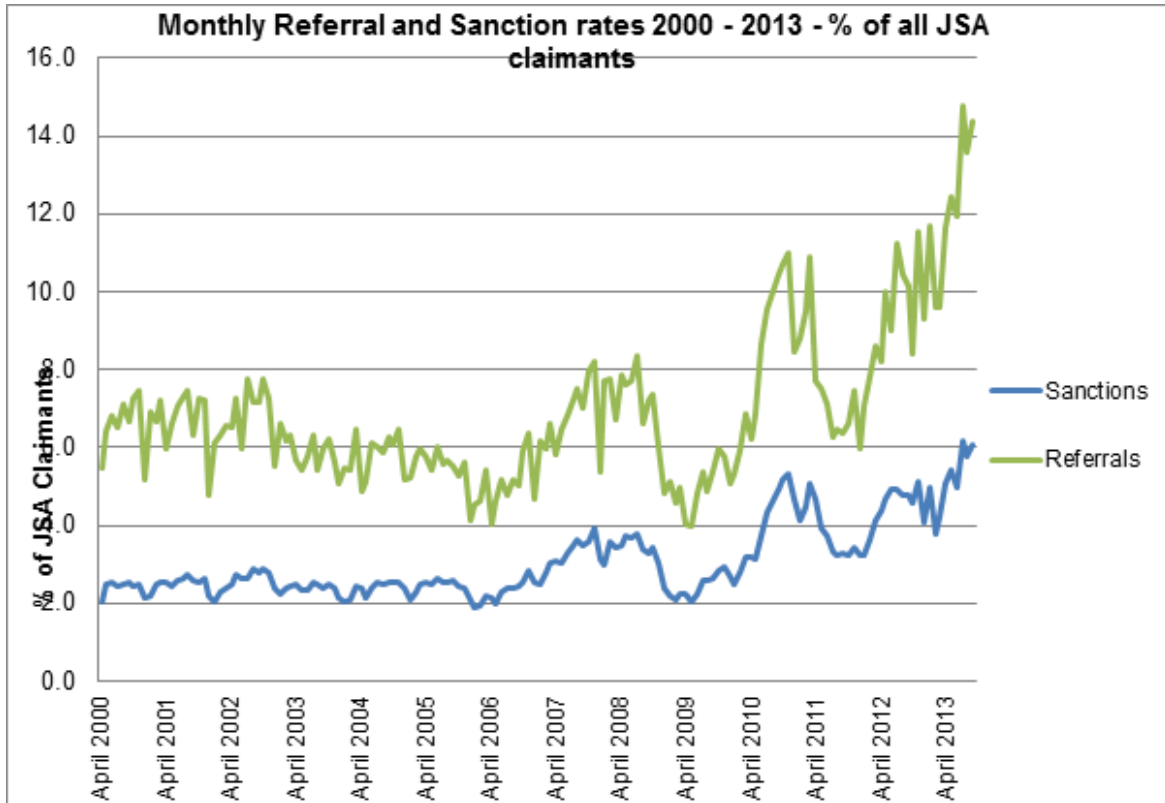
Sources: 2004/05-2007/08 – collated from Audit Commission Best Value Performance Indicators returns; Summer 2010 onwards – DCLG. Figures for the period to Summer 2010 are not strictly comparable with more recent estimates. Figure from Homelessness Monitor < <http://www.crisis.org.uk/pages/homelessnessmonitor.html>>

This official spot count is almost certainly an underestimate. In the 2014 *Homelessness Monitor* (<http://www.crisis.org.uk/pages/homelessnessmonitor.html>) we presented alternative estimate utilising a combination of sources, and suggested that the true figure for England probably lies in the range 4,000-8,000.

### Benefit Sanctions

A specific cause of destitution identified in the Interim Report and confirmed in our analysis of the census survey data discussed in the Final Report, is the high and growing number of benefit sanctions being applied, particularly in relation to Job Seekers Allowance (JSA). Figure 4.3.7 confirms that the monthly rate of sanctions for JSA claimants has risen strongly since the mid 2000s, roughly tripling by 2013. Since during this period unemployment rates rose, the total numbers involved will have risen even more.

**Figure 4.3.7: Monthly JSA Sanctions Rates, 2000-2013**



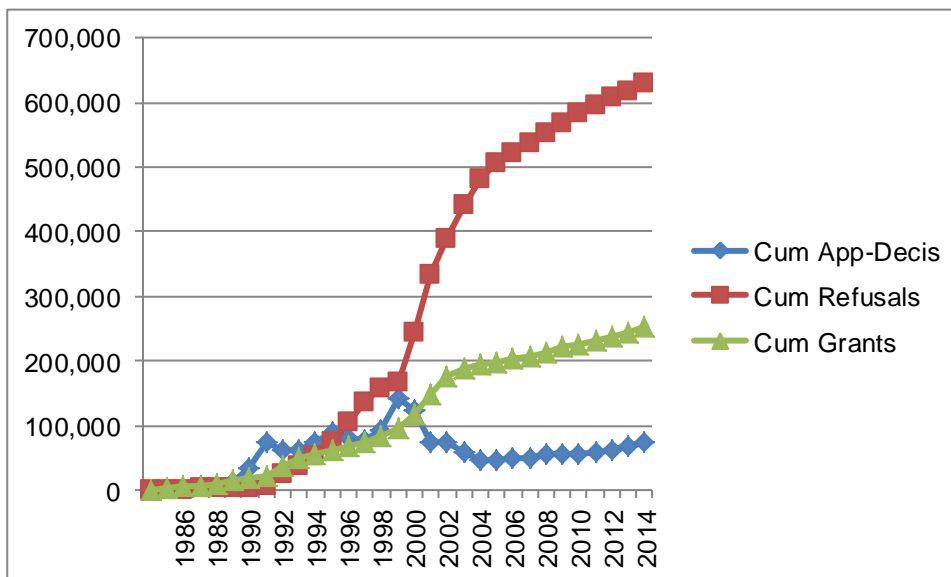
More recent data shows that the rise has tended to level off, but at a still very high level, with a typical monthly flow of 75,000.

### **Migrants at risk of destitution**

Asylum Seekers are a group about whom we know quite a lot, and who are very likely to experience destitution. There was a massive spike in numbers in the period 1998-2002. Since that time, numbers have settled down to a more steady 20-25,000 pa (this predates autumn 2015 Euro refugee crisis).

The possible (upper limits of) the contribution of asylum seekers to the pool of undocumented migrants over time may be illustrated by Figure 3.19. This shows the cumulative number since 1984 granted asylum (now totalling a quarter of a million), the cumulative discrepancy between applications and decisions (which peaked at 142,000 in 1999 but which is now creeping up again to around 74,000), and the cumulative total of refusals which stood at 630,000 at end of 2014.

**Figure 4.3.8: Cumulative Asylum Grants, Refusals and Discrepancy between Applications and Decisions, UK 1984-2014**



Source: Home Office Migration Statistics: asylum1\_2015\_q3\_tabs.ods<as\_01>

Consideration of detailed Home Office data suggests that the 'unaccounted for' group could be of the order of 56%-75% of the number of refusals. Taking the lower of these figures, one could read from Figure 4.3.8 that the contribution of refused asylum seekers to the pool of undocumented migrants could be of the order of 350,000, and still growing.

Wider data on migration shows strong continuing growth in population from net migration to the UK, running at between 200 and 300 thousand per year, and at the top of that range currently. While many of these are coming to take up work, study or join family members, some will be in a vulnerable position through not having access to welfare benefits or public housing, including some of the 1.5 million who have arrived from new EU member states since 2004 and some of the wider pool of undocumented migrants (other than asylum seekers). We estimate for example that there is a cumulative total of about



350,000 'visitor switchers' since 2001, of whom 140,000 are in London (see also similar estimates in Gordon et al 2009). .

### *Summing Up the Evidence on Trends*

The evidence presented in the preceding section on trends in severe poverty, destitution, key drivers and groups at risk presents a mixed picture. Nevertheless, we can say that the predominant picture is one of increasing scale of destitution and in a number of the factors associated with it. From the large scale surveys we can say that severe poverty rose, particularly around 2008-2012, before levelling off at a higher level than in the early-mid 2000s. From CAB advice data we showed spikes associated with benefit changes, increases in rent arrears and Council Tax problems, recent upturns in refugee, asylum and immigration issues, and a steep rise in charitable support, which matches the spectacular rise in foodbank usage reported by Trussell Trust. Overall homelessness is increasing, as is rough sleeping in England, with strong growth in London and the South. Rates of sanctioning of job-seekers have tripled up to 2013 and continue to run at these high levels. While the big spike in asylum seeking was in 2000, the cumulative impact of refused asylum seekers and other irregular migrants is steadily growing, along with new EU migrants who can also be at risk.

## **4.4 Predictive Indices**

A key part of our analysis of secondary datasets has been the construction of a significant database of relevant indicators for all local authorities in Great Britain (or in some cases England). These are derived principally from category 2) datasets discussed in section 4.1 above, with some indirectly derived from analysis of category 1), and with a few additional elements from category 3). These indicators aim to provide robust predictions of the number of destitute households and people in each locality. By comparing these predictions with the findings of our census survey for the 10 case study areas, we can get a fix on the absolute scale of destitution, and adjust the weightings on the indicators accordingly. Having done this, we can then say (a) what the total destitution numbers are nationally, and at the same time (b) what they are likely to be, approximately, in every local authority in Britain.

In the final analysis, a total of 21 indicators are used to build this picture. Eight of these contribute to a single GB-wide measure of destitution. The additional ones are used to contribute to a more detailed picture, breaking destitution down into three main groups: destitute migrants, complex need cases, and other UK destitute. This more detailed picture is particularly focused on England but we 'fill in the gaps' for the rest of the UK using the GB-wide measure and our census results.

The detailed construction of these indices from specific components is set out in Appendix E.

## 5. National Estimates

To get from the results of our Census survey to national estimates of the number of destitute households and people, we need to take a number of steps. The first set of steps enable us to estimate the number of destitute service users in each of our 10 case study areas in Census week. Appendix F ('Grossing Weights') describes this in more detail, while the results are described in section 6. below.

Essentially, from the sampling process described in section 3, we know the probability of selection of each included service/agency. We assume that similar agencies will have similar numbers of destitute clients, on average. From the census returns and fieldwork we know the number of completed survey forms, and also the number or estimate of unique clients in scope that week. The ratio of these two numbers gives us a response rate for each agency/service. The combination of these two pieces of information gives us a *weighting factor* for each service agency. We multiply the numbers of survey respondents for each agency by this weighting factor to get an estimate of the total number of service users in the case study area in the survey week.

From the actual answers given on the questionnaire we know the number and proportion of respondents who were destitute at that time. Applying this rate to the number of respondents, for each sampled service, and applying the weighting factor described above, then summing the results, represents our best estimate of the number of destitute service users in each case study area in the census week.

Across the ten areas we included 63 services in the census from whom 2015 survey forms were completed, of which 2009 reached and were coded by the IBP. This represented a 60% response from the estimated 3352 service clients that week. The probability of selection of agencies varied widely, from 0.04 to 1.00, with an average of around 0.15. Thus the weekly weighted total of service users from the ten areas was 21,778, and the number destitute was 13,969 (64%).

We also aimed to try to estimate the number of clients, particularly those who experienced destitution, over a whole year. To do this we needed to allow for 'repeat visits' to the same service, and also for visits to other services 'in scope'. Clearly, if people only made one visit to one service in a year, then we could multiply our weekly number by 52 and get the annual number. Conversely, if all of the destitute service users visited services every week throughout the year, then the annual number would be no greater than the weekly number. In practice, many service users were frequent users, while some were infrequent or one-off users.

Questions were included on the how many times the same service had been used in the last year (using banded frequency), and also on the use of other similar services. In the latter case, respondents could identify up to five services, providing the name and banded number of visits. The former question worked reasonably well, with most respondents

answering the question, but the latter question was more problematic. A majority of respondents did not complete this question (perhaps an example of 'survey fatigue').

For those who did reply, services were classified and frequency of use of relevant/similar services was analysed. For the many non-responders to the other services question, our approach has been to 'impute' values based on regression modelling of those cases who *did* answer, where the response is reduced to a combined annual frequency. Given the uncertainty here, we look at a range of assumptions about how similar these cases really were to those who did answer. This imparts more uncertainty to the annual estimates, but those we report use a middle assumption about this.

From these estimates of frequency of use of other services, we derive an annualisation factor, as also described in Appendix F. On average this factor was about 2.7, although it differed markedly between types of destitute service user, with a higher factor for 'other UK' destitute', who were less frequent users. The results of applying annualisation factors, are that for our 10 Case Study Areas we estimate the annual number of destitute households is 37,602.

The analysis of use of other services, together with the questions on financial and in kind support received, also provided evidence on use of the Local Welfare Funds (LWF), the most relevant statutory service, which was not directly covered by the census survey. We have compiled independent data from the case study authorities and the Scottish Government on numbers of claims and awards for basic living costs (in the Scottish case, for assistance with items in our destitution definition). By comparing our census-based estimate of the annual number of cases using LWF with these administrative data, we can calculate the number of 'overlapping cases' (i.e. LWF users already in our Census) and the remaining non-overlapping cases. These latter could then be treated as an additional element added in to a wider version of our destitution count. However, because we have not explicitly applied our Census questionnaire and specific definition of destitution to these non-overlapping LWF users, and in the spirit of our rather conservative approach to measurement, we do not count these in our main published estimate.

The final step is to get from our 10 Case Study Areas to the whole of the UK. To make this step we have to bring other evidence to bear. The question is, what share of the national total of destitute households would we expect to find in each particular CSA, and more critically, what share in the group of 10 CSAs as a whole? To address this question, we use the composite predictive indicators of severe poverty and destitution risk described in section 4.4 and (in more detail) in Appendix E and in section 6 below. These indicators give a robust, well-evidenced estimate of the likely proportion and number of households experiencing destitution.

The answer derived from this analysis, on an annual basis, is that 5.6% of destitution is likely to be in these ten areas. Since 10 is only 2.5% of the total number of local authorities in UK (408), it can be seen that our case studies are biased towards areas with a relatively higher level of destitution (a deliberate decision, in designing the sampling, to target more towards areas likely to have more destitution).

In making our national estimate of the total numbers destitute, we ‘anchor’ the precise scaling of the predictive indices so that they give the ‘right’ predicted number for our case study areas taken as a group, that is, the number that we actually found in our Census survey (grossed up and annualised). In the first estimate, we used the simpler composite index and controlled to a single figure for the nine CSA’s in GB (excluding Belfast/NI). In a second, more refined estimate, we used the three detailed indices for the three destitution groups (migrants, complex needs, other UK) and controlled to two groups of CSAs, those with relatively higher predicted destitution and those with relatively lower destitution. These revised estimates produced a somewhat higher national total.

The national estimates are derived primarily in terms of numbers of households. However, the census survey asked about household composition, so we can also generate total numbers of people and children affected. A point to bear in mind, however, is that quite significant numbers within the destitute population are not living within private households, because they are staying in hostels, shelters or other temporary or institutional accommodation, or sleeping rough. Some may also be staying temporarily with friends or relatives (‘sofa surfing’). These situations apply particularly to the UK complex needs group.

It is important that we undertake this anchoring /controlling process using a group of case study areas rather than a single area, for reasons explained in Appendix G. Because our method involved sampling a relatively small number of agencies, and because agencies are very variable, the sampling error on numbers (and profiles) for a single case study area are rather high. For the same reason, in reporting the results of the Census, we do not place great emphasis on the particular findings for particularly case study areas. However, in this technical report, in the following section, we do show some of the numbers at Case Study area level.

## **6 Local Estimates**

In this section we show in a bit more detail how we applied the methodology set out in the previous sections to measure the scale of destitution in the UK and the picture presented at local level. Perhaps the single most important question for this research is to be able to say, with some authority, how many people were destitute in the UK in 2015.

As explained above, it is by bringing together two distinct elements of the research that we are able to answer this. The first element is the primary research in the form of our census survey conducted in 10 localities. From this, we can say how many people were destitute in those 10 areas, taken together. The second element is the set of composite indicators, which map destitution out across all of the local authorities in the UK. Given the findings from the ten case study areas, we can say pretty confidently how many households and people are destitute across the UK as a whole, using these robust indicators. At the same time, we have also thereby generated a detailed geographical

mapping of the phenomenon, including some breakdown between the main types of destitute case (migrant, SMD, other).

In this section we start by reporting on the key findings from the census survey, particularly around how the destitution definition played out across different areas, types of service and types of household. This then leads to our central estimate of destitution numbers, and the profile in terms of main categories. We then marry these findings to the indicators built from the range of secondary datasets, which leads to our estimates of total numbers at national level. This leads naturally also into a discussion of the geography of destitution, and some implications from that.

Table 6.1 shows the weekly weighted estimates of numbers of service users by whether destitute or not in the ten case study areas.

**Table 6.1: Service Users by Destitution by Area and Agency Type** (census week)

Part (a) Areas		Destitute?		Total Service Users
		No	Yes	
Glasgow	Number	1509	3069	4578
	%	33.0%	67.0%	100.0%
Bournemouth	Number	594	1695	2289
	%	26.0%	74.0%	100.0%
Ealing	Number	242	745	987
	%	24.5%	75.5%	100.0%
Fife	Number	864	1464	2328
	%	37.1%	62.9%	100.0%
Newham	Number	639	2082	2721
	%	23.5%	76.5%	100.0%
Nottingham	Number	663	1517	2180
	%	30.4%	69.6%	100.0%
Peterborough	Number	756	640	1396
	%	54.2%	45.8%	100.0%
Swansea	Number	452	760	1212
	%	37.3%	62.7%	100.0%
Wiltshire	Number	262	695	957
	%	27.4%	72.6%	100.0%
Belfast	Number	1828	1302	3130
	%	58.4%	41.6%	100.0%
Total Case Studies	Number	7809	13969	21778
	%	35.9%	64.1%	100.0%
Part (b) Agency Type		Destitute?		Total Service Users
		No	Yes	
A - Generic Advice (e.g. money, legal) / other		3222	3598	6820
		47.2%	52.8%	100.0%
AF - Food Bank /hot food		745	2848	3593
		20.7%	79.3%	100.0%
B - Homeless / 'complex needs'		2946	5837	8783
		33.5%	66.5%	100.0%
C - Migrants		894	1687	2581

	34.6%	65.4%	100.0%
Total	7807	13970	21777
	35.8%	64.2%	100.0%

### **Comparing Census and Secondary Indicators**

In comparing the Census survey results with the secondary data-based indicators developed as described in sections 4.4 and 5 and Appendix E, we look essentially at the destitute group, but we further break them down into three sub-groups, as reflected also in the main structure of this report. These sub-groups are defined as follows

- Migrants – anyone born outside the UK
- Complex Needs (also referred to as Severe and Multiple Disadvantaged, or SMD) - anyone born in UK who is classified as destitute and who has *either* slept rough *or* received money from begging *or* is using a Cat. B ('homelessness/complex needs/DV') service
- Other UK Destitute – other destitute respondents not falling into the preceding two categories.

Table 6.2 looks at the numbers across these categories by case study area, based on the census survey (weekly weighted). Glasgow has (not unexpectedly) the largest total numbers, and these are almost equally divided between the three categories. The next largest total number is for Newham, but here the distribution is much more skewed, with migrant the largest group, complex needs intermediate, and other UK the smallest. This pattern is also found in Ealing (although with much smaller total), and Peterborough, all cases where migrants seem rather dominant. Nottingham has medium numbers with complex need being the largest group, migrants intermediate and other UK third; Swansea is similar but at a lower general level. Bournemouth has a surprisingly high total, with complex needs dominant but Other UK this time larger than migrants; Wiltshire is similar (figures estimated for whole county). Fife also has a similar profile, but in this case with a very small number of migrants indeed. Lastly, Belfast resembles a smaller scale version of Glasgow, but with less migrants and rather more other UK (the only case study where other UK is the largest group).

Table 6.2 also contains an additional indicator of interest for reckoning up total destitution numbers. This is our estimate of the number of households using the Local Welfare Fund for essential living needs who are 'non-overlapping' with our census of non-statutory services (the overlapping ones having been identified from census questions on sources of income or in-kind support and use of other services). If, this group were also counted as destitute, they could be added to the numbers just discussed, although we do not do include them in our main national estimates for reasons given above. The addition would be non-trivial, representing 41% addition or 5,437 households per week. It should be noted however that the additions are heavily associated with Glasgow, while being negligible in Bournemouth, zero in Wiltshire and zero or not applicable in Belfast. There is clearly some local variation in how the LWF is administered and rationed, with some authorities very

cautious about running out of budget. While this problem does not apply in Scotland, suggesting that the Scottish figures might be biased upwards, it should be noted that the figures used from SWF are filtered to strictly those receiving support for our essential items. In view of uncertainties about the definition and coverage of LWF users we do not count this extra group in our core destitution estimate, which is shown in bold in column 4.

**Table 6.2: Census survey based estimates of destitute households by sub-group and case study area** (number in week)

Households	Migrant	Complex	Other UK	<b>Destitute</b>	LWF addn	Destitute2
Glasgow	1,090	923	1,057	<b>3,070</b>	3,224	6,294
Bournemouth	212	1,091	392	<b>1,695</b>	10	1,705
Ealing	531	122	92	<b>745</b>	317	1,062
Fife	46	794	624	<b>1,464</b>	448	1,912
Newham	1,343	520	219	<b>2,082</b>	289	2,371
Nottingham	461	792	264	<b>1,517</b>	281	1,798
Peterborough	435	184	21	<b>640</b>	686	1,326
Swansea	173	529	58	<b>760</b>	182	942
Wiltshire <b>x1.8</b>	148	913	193	<b>1,253</b>	0	1,253
Belfast	315	444	542	<b>1,301</b>	0	1,301
Total CSAs GB	4,439	5,868	2,920	<b>13,226</b>	5,437	18,663
Total CSAs UK	4,754	6,312	3,462	<b>14,527</b>	5,437	19,964
Total England CSAs	3,130	3,622	1,181	<b>7,932</b>	1,582	9,514

The next stage in the analysis is to compare these numbers with the numbers generated by the secondary indicators analysis, These are shown in Table 6.3. As set out in section 4.4 and Appendix E, we have a single GB-wide composite measure ('NDestit9') as shown in column 1 ('Basic'). In addition, we have a more detailed set of measures for the three groups (migrants, complex need, other UK), which are mainly focused on England, but we have 'filled in the gaps' for the other GB areas by using regression-based imputation. However, it should be noted that few of the component indicators work for N Ireland, so Belfast is not really included in these comparisons.



**Table 6.3: Secondary indicator-based estimates of destitute households by subgroup and case study area**

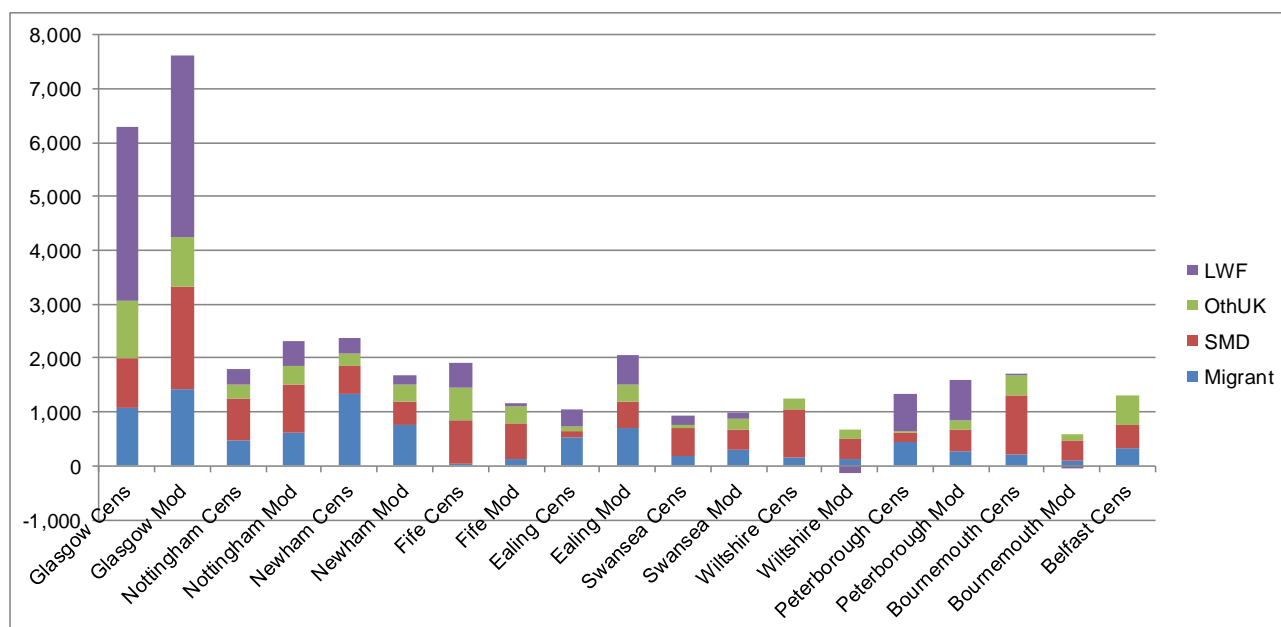
Area	Basic	Sum of 3	Migrants	Complex	Oth UK
Glasgow	4,101	4,244	1,434	1,886	924
Bournemouth	641	585	110	351	123
Ealing	1,266	1,506	709	496	301
Fife	1,500	1,103	116	670	317
Newham	1,509	1,515	764	415	336
Nottingham	1,649	1,844	622	883	338
Peterborough	801	858	262	407	189
Swansea	947	881	298	388	196
Wiltshire	811	688	122	371	195
Belfast	1,300	1,301	315	444	542
Total CSAs GB	13,226	13,224	4,437	5,867	2,920
Total GB weekly	<b>211,464</b>	222,656	48,363	113,727	60,567
Total England CSAs	6,677	6,995	2,590	2,923	1,482
Total UK CSAs weekly	14,526	14,525	4,752	6,311	3,462
Total UK Weekly	<b>217,412</b>	230,177	49,939	116,296	63,942
Total UK (Annual)	<b>585,192</b>	667,747	139,145	268,456	260,145

The single GB-wide composite indicator in the first column is controlled to give the same total as the 9 GB case studies in Table 6.2 (13,226).. The next four columns of Table 6.3 show the results of the more detailed modelling of the three subgroups. The totals here are also controlled for consistency with the nine GB cases, but are somewhat different from the totals from the GB-wide single ‘basic’ index. It can also be seen that the modelled numbers differ from the census-based numbers, in several of the CSAs, particularly Bournemouth and Ealing, but also Glasgow, Newham and Wiltshire. Such variation is to be expected, given the limited numbers of agencies sampled in each CSA and the associated sampling error, as discussed in Appendix G. It is still the case that the relative importance of the components varies markedly between cases, with migrants the largest element in Ealing and Newham, and complex needs the largest in the other GB cases.

From either of these columns it can be seen that the largest total by a wide margin is in Glasgow, with the next four cases being quite similar in predicted scale (Nottingham, Newham, Fife, Ealing). The smallest numbers are in Bournemouth, Peterborough and Wiltshire. Comparisons with census survey results in Table 6.2 (including or excluding LWF) shows similar figures in five cases (Glasgow, Fife, Newham, Peterborough and Wiltshire). The census survey shows much higher figures in one case, Bournemouth, but lower figures in Ealing (especially) but also Glasgow, Newham and Wiltshire. As noted above, we believe that these differences can be explained by the vagaries of the sampling of agencies in these areas.

Figure 6.1 provides a graphical comparison of modelled and census numbers, showing the breakdown between the 3 components and the additional LWF allowance. This shows that in many cases the totals are of a similar order of magnitude, even though the composition may vary. Only Ealing and Bournemouth stand out for having widely differing totals.

**Figure 6.1: Comparison of census survey and modelled destitution numbers by sub-group and case study area**



### National Totals From Local Estimates

At the bottom of Table 6.3, we can see what these results imply for the national totals of Destitution. In column 1, we can see that the national (GB) total using the basic GB-wide index is 211,500 households for the weekly spot number of households destitute (excluding LWF), The total using the more detailed disaggregated indices would be rather higher GB number of 222,650, or, 230,500 on a UK basis<sup>3</sup>.

To estimate the relationship between local CSA numbers and national numbers, we distinguished the three sub-groups (migrants, complex needs and other UK) and also two broad bandings of localities, in terms of whether they had relatively higher or lower predicted destitution. We based this on the predicted rate of destitution (percent of households) from the simpler 'basic' index and divided at the point at which half of total destitution lay in each group. This happened to divide the authorities into a group of 98 authorities (from Middlesbrough to Torfaen) which had higher scores than 0.954%, and the remaining 282 authorities (Bristol to South Cambs) which had lower scores than this. Five of our CSAs were in the higher group and four were in the lower group (excluding Belfast/NI). We then multiplied the predicted rates of destitution in each sub-group

<sup>3</sup> In the main final report (page 13, para 3), a figure is quoted for the weekly number destitute in UK of 184,500 households, which appears inconsistent with the 230,500 quoted here. The former figure was generated from the predictive indices using a provisional weighting, whereas the latter figure incorporates the correct final weighting (allowing for differential grossing up by sub-group and broad destitution level of locality).

(migrants, complex, other) by the household population of each local authority, and summed these numbers for the 6 groups (3 destitution sub-categories by two destitution levels). We then took the ratio of the total predicted destitute in each group to the predicted number within our relevant CSAs as the grossing weight.

So, for example, for destitute migrants, the predicted number in all 98 top band LAs was 6.73 times the number in our five high band CSAs (Glasgow, Newham, Nottingham, Peterborough, Ealing). So the national grossing weight for this element was 6.73, and we multiplied the actual observed numbers of destitute migrants in these 5 CSAs in our census by this ratio. Another way of looking at this ratio is to say that our sample of CSA local authorities represented 14.86% of predicted destitute migrants in higher-destitution LAs across GB.

To take another example, Other UK destitute in lower band LAs has a national grossing weight of 27.01. In this case our sampled four local authorities (out of 282 lower band authorities) were predicted to have 3.70% of the other UK destitute in lower band authorities across UK.

We can also use the annualisation factor discussed in section 5 above to estimate the equivalent annual number of households and persons experiencing destitution over the whole year. These estimates are subject to greater uncertainty, because of the need to impute for the many missing cases on use of other services. With that proviso, we can say that the analysis implies an annual total of 667,750 households. In terms of total persons, the estimate is 1,251,750, of whom 312,000 are children. The figures for the three components have been grossed up using different annual multipliers for these groups derived from the census survey. These figures suggest that over the year as a whole the number of households affected in the three groups are more similar in scale, with 'other UK' now actually the largest group and migrants rather smaller. The 'other UK' group makes less frequent/intensive use of services, but that means that the total number affected, albeit episodically, is larger.

### ***Geography of Destitution***

The indicators developed from secondary data sources to predict the incidence of destitution in Britain, having been devised to correspond well on average with the findings from the census survey, can also be used to provide an overall account of the geography of destitution in contemporary Britain.

One way of looking at this is to rank a table of indicator scores (expressed as a percentage of households) and look at the top and bottom groups of local authorities, as in Table 6.4. The table is ranked using the combination of the three separate indices for migrants, complex needs and other UK destitute, with scores adjusted to an annual basis using a simple average annualisation factors for each group. The scores express the expected rate of destitution as a percentage of all households in the area. This is the basis for Map 1 in the final report.

The top ten authorities include three of our case studies, Newham, Glasgow, and Nottingham, ranked 2<sup>nd</sup> 4<sup>th</sup> and 5<sup>th</sup> respectively. This group includes three London boroughs and seven northern/midland cities which are all generally associated with high levels of social and economic deprivation. The next ten include a further case study (Ealing, ranked 13<sup>th</sup>), while a further case study (Peterborough) is ranked 21<sup>st</sup>. Again, the second group are evenly divided between London boroughs and northern cities, all again known for high levels of deprivation.

**Table 6.4: Top and Bottom Local Authorities for Destitution in Britain** (predicted percent of households destitute, overall and by group, annual basis 2015)

Rank	LA Name	Combined	Migrant	Complex	Other UK
1	Middlesbrough	3.90	1.45	1.63	0.83
2	Newham	3.88	2.04	1.01	0.83
3	Coventry	3.85	1.20	2.01	0.63
4	Glasgow City	3.80	1.36	1.63	0.81
5	Nottingham	3.74	1.33	1.73	0.67
6	Manchester	3.62	1.31	1.55	0.76
7	Haringey	3.47	1.74	1.08	0.65
8	Liverpool	3.40	1.04	1.65	0.71
9	Barking and Dagenham	3.25	1.13	1.22	0.90
10	Leicester	3.22	1.56	1.12	0.53
11	Kingston upon Hull, City of	3.21	0.74	1.72	0.75
12	Southwark	3.19	1.33	1.16	0.70
13	Ealing	3.14	1.54	0.99	0.61
14	Westminster	3.11	1.44	1.10	0.57
15	Derby	3.02	0.88	1.56	0.57
16	Bolton	3.02	1.18	1.25	0.59
17	Rochdale	3.00	1.04	1.30	0.65
18	Hackney	2.99	1.01	1.15	0.84
19	Waltham Forest	2.97	1.41	0.76	0.80
20	Blackpool	2.96	0.14	2.13	0.70
21	Peterborough	2.96	0.96	1.36	0.64
<i>Lowest scoring LAs</i>					
369	Fareham	0.75	0.10	0.40	0.25
370	Mid Suffolk	0.74	0.11	0.42	0.21
371	East Hampshire	0.73	0.20	0.36	0.17
372	Hart	0.72	0.28	0.29	0.14
373	Eastleigh	0.71	0.19	0.36	0.17
374	New Forest	0.70	0.15	0.35	0.20
375	South Staffordshire	0.69	0.04	0.45	0.20
376	Chiltern	0.68	0.25	0.25	0.19
377	Wokingham	0.68	0.33	0.20	0.15
378	East Dorset	0.63	0.03	0.46	0.15

Note: This table is based on predictive indicator scores, and is the basis for the Map 1 shown on p.28 of the main report. These scores are measures of expected relative rates of destitution in the three sub-groups and overall, based on secondary indicators, with simple application of average scaling and annualisation factors for the three groups. Local authorities shaded yellow are case study authorities.

The bottom group of authorities are all small town/semi-rural authorities, relatively affluent and nearly all in the south east of England. The highest authority in this table has an overall predicted rate of destitution six times that in the lowest scoring authority. They tend to have low scores on all domains.

The group level indicators provide further insights into particular drivers which are important in some of these cases. While the top group tend to have high scores on all components, Newham is particularly high for migrants and also other UK destitute, while Haringey, Leicester, Ealing, Westminster and Waltham Forest are also high on destitute migrants. Coventry, Nottingham, Liverpool, Hull, Derby and (especially) Blackpool are high on complex needs; however most of this group are also high on other UK. These cases were highlighted in the *Hard Edges* report. Seaside towns can score high on this factor, which is reflected also in our case study of Bournemouth, although more in the census survey results than in the secondary indicators. The third grouping, 'other UK', shows less marked variance but it is worth noting that the highest scores on this are found in Barking and Dagenham (ranked 9<sup>th</sup>), Birmingham (26<sup>th</sup>), Newham, Middlesbrough, Hackney, Glasgow and Waltham Forest.

Table 6.5 presents an analysis of the same indicators in terms of the new official classification of local authorities based on the 2011 Census of Population. None of these groups has an average overall score as high as our top 20 individual local authorities, but the figures for the two London Cosmopolitan categories and that for 'Business and Education Centres' come close. The two highest groups are London Cosmopolitan Suburbia and Central, which have high scores on migrants, above average on 'other UK' and, in the latter case, on complex needs. It is interesting, and perhaps a sign of the times, that some suburban areas in London are scoring worse than central areas. The next LA grouping is 'Business and Education Centres' which score higher on complex needs but rather less so, although still above average, on the other destitution groups (this group will include some central cities like Manchester which are also quite deprived). The next grouping is Multicultural Suburbs, where migrants are the biggest factor, followed by 'manufacturing traits' where complex needs are the biggest element. The next groups are close to average in overall score.

The lowest scoring types of area tend to be rural (across the UK) and 'prosperous England' as well as 'heritage areas'. In these areas, especially the rural ones, destitute migrants are particularly rare. However, there still appear to be significant numbers of complex need cases, and some in the 'other UK' group.

**Table 6.5: Destitution Rates by Local Authority Groups in Britain** (percent of households destitute, overall and by group, in a week in 2015)

LA group description	Combined	Migrant	Complex	Other UK
London Cosmopolitan Suburbia	2.8904	1.4018	.8510	.6376
London Cosmopolitan Central	2.8473	1.1549	1.0831	.6093
Business and Education Centres	2.7545	.8686	1.2925	.5934
Multicultural Suburbs	2.2453	.9997	.7382	.5074
Manufacturing Traits	2.1075	.5701	1.0148	.5226
Growth Areas and Cities	1.7710	.5245	.7834	.4631
Rural Scotland	1.7246	.1841	1.0303	.5103
Coastal Resorts and Services	1.5965	.2273	.9460	.4232
Mining Heritage	1.5932	.2073	.9174	.4686
Heritage Centres	1.5788	.4155	.8085	.3548
Rural Coastal and Amenity	1.0780	.1059	.6889	.2832
Rural Hinterland	1.0654	.1527	.6467	.2660
Rural England	1.0513	.1326	.6342	.2845
Prosperous England	.9685	.2636	.4755	.2294
Rural Northern Ireland, Remoter Scotland and Glasgow Suburbs	.9680	.1349	.5801	.2530
Total	1.7684	.4661	.8671	.4352

Another way of looking at the geography is to try to summarise the most important socio-demographic variables which may be seen as underlying drivers, through the use of regression models. One such model has been fitted to the single general GB-wide indicator (*'ppdestit9'*), using a range of general variables which were not generally used in the definition of destitution (with one or two exceptions). This model can 'explain' 98% of the variance in this destitution rate indicator using 14 variables which are statistically significant at the 5% level (and excluding variables where intercorrelations would be unacceptably high). In order of importance (measured by standardized regression coefficients) these explanatory variables are: unemployment rate; IMD low income poverty score; long term sick or disabled; financial difficulties (LA group level); asylum population; social rented housing lettings; house price level (-ve); single person household; lone parent household; detached houses (-ve); not born in UK; Black ethnicity (-ve); share of social rented housing stock (-ve); lower quartile earnings (-ve). In nearly all cases these effects are in the direction we would expect.

While this model has a high level of fit and plausibility, it should be underlined that it captures correlation but does not prove causality, partly because it is a cross-sectional model and partly because there are many closely correlated variables and hence it is not possible to conclude firmly which one is 'cause' and which is merely associated. What can

be said with certainty is that it summarizes a geography which is overwhelmingly isomorphic with the geography of poverty, apart from some particularities related to the location of key migrant groups including asylum seekers. For example, we can note the positive association with social sector lettings rate, an indicator of low demand/oversupply which is strongly related in turn to being an asylum dispersal area, even though social sector stock share has negative effect, suggesting social housing is protective of the general population getting into destitution.

## 7 Qualitative Interviews

As part of Stage 5 of the study, individual semi-structured interviews were carried out with a purposively selected sample of Census respondents who a) were 'destitute' (as per our definition), and b) agreed to be re-contacted for interview. The purpose of these interviews was to explore the experiences of, and impacts on, the people directly affected by destitution, and to place this extreme experience in the broader context of people's lifecourse 'journeys' through varying degrees of hardship.

Our sampling strategy was to capture as far as possible the full range of relevant experiences, characteristics and equalities groups, as identified in our literature review, key informant interviews and preliminary Census data analysis. A short 'post interview checklist' was completed after each interview to record key interviewee characteristics so that the achieved sample could be monitored on an ongoing basis and any required adjustments made to demographic and other sampling priorities as fieldwork proceeded.

The initial plan was to conduct 8 in-depth per case study area (80 in total). However, the overriding priority was to capture the diverse routes into destitution as noted above, and the numbers available for interview in the various subgroups of interest varied across the case study areas. In particular, the presence of potential migrant interviewees differed markedly between case study locations, and it became apparent as fieldwork proceeded that we were struggling to capture a sufficient number of EEA migrants in particular. So we redoubled efforts in areas where there were more potential such interviewees. Other adjustments included giving more priority to interviewees in rural and semi-rural areas, in light of the overall urban dominance in the research.

In the end, we conducted 80 in-depth interviews across the 10 case study areas, ranging from 4 in Peterborough to 11 in Fife. Two-thirds of our interviewees were men (68%), and one third were women (32%). In all, 60% were single people, with the remainder living with a partner and dependent children (11%), as a lone parent (8%), in a multi-adult household (14%), or as couple without dependent children (7%). Young people under 25 comprised 14% of the qualitative sample, with 29% aged between 25 and 34 years old, and the remainder (58%) 35 or over. This socio-demographic profile broadly reflected the 'destitute' population as revealed by the Census results (see Chapter 3).

It became apparent in the light of the literature review and key informants interviews reported on in the Interim Report (see Fitzpatrick et al, 2015), and the initial analysis of the Census data, that the most fundamental distinction in experience within the UK destitute population was between those who were migrants to the UK and those who were not. Given the Census results reported in Chapter 3, our aim was for migrants to comprise around one-third of the sample at national level, and this was achieved, with 36% of our interviewees born overseas. However, there was a stronger representation of those with experience of the asylum system (including both current and refused asylum seekers, and those who had achieved refugee/leave to remain status) in the qualitative interview sample than was the case amongst in the Census Survey respondents (see Table 3.2). This was



because EEA migrants and 'other migrants' (i.e. non-EEA and non-asylum seeker groups) proved more difficult to trace for interview, despite our explicit efforts to 'boost' their numbers in our qualitative sampling strategy. This may be because these other migrant groups are more mobile than those who are involved in the asylum 'process'.

Within the non-migrant (i.e. UK-born) population, the key distinction identified was between those who have 'complex needs' associated with rough sleeping or chronic forms of homelessness, often accompanied by substance misuse and mental health problems (see Bramley et al, 2015), and those who did not. The former were the 'traditional' users of emergency services like soup kitchens and soup runs, whereas the latter was argued to represent a 'newer' form of destitution amongst those who have hitherto been protected by UK welfare safety net (Hossain et al, 2011; Fitzpatrick et al, 2015). Destitution and extreme forms of deprivation has previously been less well researched amongst the latter, so the UK-born sample was deliberately weighted towards those who did not have such complex needs (40% of the total interview sample), with those who had complex needs comprising the remainder (24% of the total).

Separate topic guides were prepared for migrant interviewees (see Appendix J) and for those who were UK born (see Appendix I). While these topic guides covered much similar ground, this tailoring of the research instruments enabled additional lines of inquiry only relevant to migrants to be pursued. Given recent political controversy, there was specific attention given to capturing the particular experiences of those who had used foodbanks, and a set of supplementary questions were prepared for use with relevant interviewees (see Appendix K).

We had also hoped to investigate the interrelationship between forced labour and destitution in the UK in this research. However, despite our best efforts, this turned out not to be possible. While we interviewed a number of respondents who answered positively to the relevant question in the Census Survey - that they had been "*forced to work for hardly any money*" in the last 12 months - it transpired that in all of these cases the interviewees were recent migrants to the UK who had been underpaid for work in their home countries. This insight from the qualitative interviews led us to remove all reference to forced labour throughout the analysis in subsequent chapters. This was the only instance in which the qualitative interview data called into question the validity of any aspect of responses to our Census Survey.

The interview fieldwork was conducted in summer 2015, guided by a bespoke ethics and fieldwork safety protocol (see Appendix L). Most interviews were conducted by telephone, but some were face-to-face. All interviewees were given £15 (in either cash or vouchers, according to their preference). Interpreter assistance was used in a small number of cases. Almost all of the interviews were fully transcribed (with permission), though in a small number of cases (n=5) researchers prepared detailed notes because the transcribers struggled with the interviewees' accent. All transcriptions and notes were analysed using Nvivo 10 software, applying the detailed coding frame attached in Appendix M.

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# Appendix A: Omnibus Survey Questionnaire

# CAPI Questionnaire

Name of survey  
**Destitution**

Client name  
**Glen Bramley**



Author(s)  
**Paula Leonard**

**This questionnaire was written according to TNS quality procedures**

checked by



<b>TNS Company</b>	<b>TNS</b>
<b>Repeating study (if this survey has been previously conducted)</b>	
<b>Name of survey</b>	<b>Destitution</b>
<b>Version</b>	<b>1</b>
<b>Author(s)</b>	<b>Paula Leonard</b>
<b>Contact</b>	<b>Paula Leonard Associate Director 020 7656 5374 paula.leonard@tnsglobal.com</b>
Panel	Wednesday CAPI Bus 48 & Fri CAPI Bus 49
Duration of questionnaire	0
Sample size	gross: 0 net: 2060
Sample description	All Adults 16+ UK (NB Adults in England, Wales and Northern Ireland on Wed 48, and Adults in Scotland Fri 49)
Quota (or provide Quota template)	
If several countries: indicate the countries	
If several targets	

Check-in site	
Comments	

**T1 : F1: Adults 16+**

**Text**

The Joseph Rowntree Foundation is a charity interested in poverty and destitution. The next set of questions is about your views on what kinds of things are absolutely essential for people to be able to live.



SHOW SCREEN

Q.1 I am now going to read out a list of items and I'd like you to say whether you think each of the following are essential, important but not essential, or not important.

NEW SCREEN

SHOW SCREEN AND READ OUT

Thinking about [INSERT STATEMENT] do you think this is essential, important but not essential, or not important?

### Random

	Essential	Important but not essential	Not important
Shelter – somewhere to sleep	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Food – two meals most days	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Heating your home	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lighting your home	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Clothing and footwear appropriate for weather	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Basic toiletries (soap, shampoo, toothpaste, toothbrush)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Household cleaning materials	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Occasional local bus fares	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Postage\phone costs for official purposes e.g. applying for benefits, jobs etc.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Non-prescription medication	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Scripter notes: SCRIPTER - ONE STATEMENT PER SCREEN  
HAVE THE INTRO ON ONE SCREEN AND THEN THE SUBSEQUENT SCREENS SHOW EACH STATEMENT  
AND THE ANSWER.  
NB THE FIRST SCREEN WITH THE FIRST STATEMENT SHOULD SHOW THE FULL "So thinking about etc.)  
AND SUBSEQUENT SCREENS SHOULD JUST SHOW THE STATEMENT

**Q2 : F1: Adults 16+**

**Single coded**

SHOW SCREEN

Q.2 And would you agree or disagree that a person or family going without ANY of these things BECAUSE THEY COULDN'T AFFORD THEM means they are DESTITUTE?

**Inverted**

- 1  Strongly agree
- 2  Agree
- 3  Neither agree nor disagree
- 4  Disagree
- 5  Strongly disagree

Q.3 Is there anything else NOT on that list that you think is so important that doing without would make someone destitute?

INTERVIEWER: YOU MUST TYPE IN ONE ANSWER PER SCREEN

99 ○ N\DK - BUTTON

*\*Exclusive \*Position fixed*

Scripter notes: MAKE THE DON'T KNOW CODE AS AN N BUTTON  
SCRIPTER SET UP AS A TYPE IN ANSWER  
WE NEED TO BE ABLE TO INSERT EACH ANSWER LISTED FROM THIS QUESTION INTO THE NEXT  
QUESTION, SO WE NEED A SEPARATE SCREEN FOR EACH ANSWER

SHOW SCREEN

Q.4a And from this list, can you say which is the MOST IMPORTANT thing needed to avoid being destitute?

**Random**

- 1  Shelter – somewhere to sleep
- 2  Food – two meals most days
- 3  Heating your home
- 4  Lighting your home
- 5  Clothing and footwear appropriate for weather
- 6  Basic toiletries (soap, shampoo, toothpaste, toothbrush)
- 7  Household cleaning materials
- 8  Occasional local bus fares
- 9  Postage\phone costs for official purposes e.g. applying for benefits, jobs etc.
- 10  Non-prescription medication
- 11  SCRIPTER - INSERT ANSWER FROM Q3
- 12  SCRIPTER - INSERT ANSWER FROM Q3
- 13  SCRIPTER - INSERT ANSWER FROM Q3
- 14  SCRIPTER - INSERT ANSWER FROM Q3
- 15  SCRIPTER - INSERT ANSWER FROM Q3
- 99  DK - BUTTON

*\*Position fixed*

Scripter notes: ONLY SHOW STATEMENTS/ANSWERS AT Q1 WHERE CODE 1 (ESSENTIAL GIVEN) AS WELL AS EACH OTHER ANSWER TYPED IN AT Q3

ASK ONLY IF not Q4=99

**Q40 : F3: All NOT giving code 99 (DK) at Q4a**

Single coded

SHOW SCREEN

Q.4b And what would you say is the SECOND MOST IMPORTANT thing needed to avoid being destitute?

**Random**

- 1  Shelter – somewhere to sleep
- 2  Food – two meals most days
- 3  Heating your home
- 4  Lighting your home
- 5  Clothing and footwear appropriate for weather
- 6  Basic toiletries (soap, shampoo, toothpaste, toothbrush)
- 7  Household cleaning materials
- 8  Occasional local bus fares
- 9  Postage/phone costs for official purposes e.g. applying for benefits, jobs etc.
- 10  Non-prescription medication
- 11  SCRIPTER - INSERT ANSWER FROM Q3
- 12  SCRIPTER - INSERT ANSWER FROM Q3
- 13  SCRIPTER - INSERT ANSWER FROM Q3
- 14  SCRIPTER - INSERT ANSWER FROM Q3
- 15  SCRIPTER - INSERT ANSWER FROM Q3
- 99  DK - BUTTON

*\*Position fixed*

Scripter notes: SET-UP AS Q4A, BUT REMOVE ANSWER GIVEN AT Q4A  
SCRIPTER REPEAT UNTIL ALL ITEMS RANKED (OR IF DK GIVEN SKIP TO NEXT QUESTION) - WORDING  
FOR SUBSEQUENT QUESTIONS WILL BE "And the next most important" , "And the next" CONTINUE  
UNTIL ONLY ONE STATEMENT LEFT AND THEN STORE DATA FOR THE LAST REMAINING STATEMENT

**Q5 : F2: All giving code 1 for any statements at Q1 or NOT N at Q3**

**Single coded**

SHOW SCREEN

Q.5 Thinking about this list of items (SCRIPTER INSERT LIST OF ANSWERS FROM Q1 WHERE ESSENTIAL GIVEN AND ANSWERS AT Q3 BELOW THE QUESTION), how many of these would you need to be doing WITHOUT before you were DESTITUTE?

- 1  1 of them
- 2  2-3 of them
- 3  4-5 of them
- 4  All of them

**Q6 : F4: All those give code 1 (essential) for any of statements 1-4 at Q1**

**Matrix**

SHOW SCREEN

Q.6 For each of the following items that I read out, please tell me HOW MANY TIMES within a month you would need to do WITHOUT in order to be DESTITUTE?

NEW SCREEN

SHOW SCREEN AND READ OUT

So how many times a month would you need to go without [INSERT STATEMENT] in order to be destitute?

**Random**

	At least one day\night	At least two days	At least five days	At least 10 days	For most of the month	DK - BUTTON
Shelter – somewhere to sleep (SCRIPTER - FILTER IF CODE 1 GIVEN FOR THIS STATEMENT AT Q1)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Food – two meals a day (SCRIPTER - FILTER IF CODE 1 GIVEN FOR THIS STATEMENT AT Q1)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Heating your home (SCRIPTER - FILTER IF CODE 1 GIVEN FOR THIS STATEMENT AT Q1)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lighting your home (SCRIPTER - FILTER IF CODE 1 GIVEN FOR THIS STATEMENT AT Q1)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Scripter notes: SCRIPTER SHOW THE FIRST SCREEN WITH THE INTRO AND THEN A SEPARATE SCREEN FOR EACH STATEMENT

SHOW SCREEN

Q.7 Would you say that someone is destitute if he or she is ONLY able to get these absolutely essential items through ...

NEW SCREEN

SHOW SCREEN - READ OUT STATEMENT

**Random**

	Yes	No	DK - BUTTON
Receiving financial or 'in kind' help from parents?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Receiving financial or 'in kind' help from other relatives?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Receiving help from friends?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Receiving help from charities?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Getting a 'payday loan'?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Forced labour – someone working against their will under the threat of some form of punishment?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Shop-lifting or other petty crime?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Staying in an abusive relationship?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Scripter notes: SET-UP AS A STATEMENT QUESTION - ONE STATEMENT PER SCREEN

SHOW AS A LIST BELOW THE QUESTION, BUT BEFORE THE ANSWER CODES THE ITEMS WHERE CODE 1 (ESSENTIAL) WAS GIVEN AT Q1 AND/OR ITEMS MENTIONED AT Q3 (EXCLUDING NONE/DK)



**T2 : F1: Adults 16+**

**Text**

Now I'd like to ask a few questions about income so we can do some additional analysis...

SHOW SCREEN

Q.8 How many pounds a week, after tax and housing costs (i.e. excluding rent/mortgage, Council Tax), do you think are necessary to keep a household such as the one you live in out of destitution?

You need only mention the letter alongside the appropriate answer.

1  SCRIPTER INSERT GRID BELOW - SINGLE REPOSE ONLY THOUGH  
99  DK - BUTTON

*\*Position fixed*

	Weekly	Monthly	Annual
A	20	85	1040
B	40	170	2060
C	60	260	3120
D	80	340	4130
E	100	435	5200
F	150	645	7740
G	200	865	10400
H	250	1075	13000
I	300	1300	15600
J	350	1505	16500
K	400	1735	20800

SHOW SCREEN

Q.9 Can you now tell me approximately what is your household's normal total income from all sources (earnings, pensions, benefits, interest, etc.), before taking off tax and national insurance?

You need only mention the letter alongside the appropriate answer.

1  SCRIPTER INSERT GRID BELOW - SINGLE REPOSE ONLY THOUGH

99  DK - BUTTON

*\*Position fixed*

	<b>Per week</b>	<b>Per month</b>	<b>Per year</b>
A	Less than £100	Less than £435	Less than £5,200
B	£100 to £199	£435 to £864	£5,200 to £10,399
C	£200 to £299	£865 to £1,299	£10,400 to £15,599
D	£300 to £399	£1,300 to £1,734	£15,600 to £20,799
E	£400 to £499	£1,735 to £2,164	£20,800 to £25,999
F	£500 to £699	£2,165 to £3,034	£26,000 to £36,399
G	£700 to £999	£3,035 to £4,334	£36,400 to £51,999
H	£1,000 to £1,499	£4,335 to £6,499	£52,000 to £77,999
I	£1,500 or more	£6,500 or more	£78,000 or more

**Q10 : F1: Adults 16+**

**Single coded**

SHOW SCREEN

Q.10 Looking back over your life, how often have there been times in your life when you think you have lived in poverty by the standards of that time?

- 1  Never
- 2  Rarely
- 3  Occasionally
- 4  Often
- 5  Most of the time
- 6  DK - BUTTON

**Q11 : F1: Adults 16+**

**Single coded**

SHOW SCREEN

Q.11 And generally, nowadays, how would you rate your standard of living?

**Inverted**

- 1  Well above average
- 2  Above Average
- 3  Average
- 4  Below Average
- 5  Well below Average
- 6  DK - BUTTON

## **Appendix B: Census Survey Questionnaire**



# Getting by in the UK – a survey

Area: < >  
Agency: < >  
>English<

We would like your help in research we are doing about what kinds of things people have to get by without. Heriot Watt University is doing the research for the Joseph Rowntree Foundation, a charity that works to improve the situation of people in need. The questions should take about 10 minutes to answer, and if you need help, staff will assist you. Your answers are private and confidential. Participation is entirely voluntary and will not affect the service you receive in any way.

## In the last month have you...

... had more than one day when you didn't eat at all, or had only one meal, because you couldn't afford to buy enough food?

Yes .....  No .....

...not been able to dress appropriately for the weather because you didn't have suitable shoes or clothes and were unable to buy them?

Yes .....  No .....

...gone without basic toiletries such as soap, shampoo, toothbrush, toothpaste or sanitary items because you couldn't afford to buy them?

Yes .....  No .....

...not been able to afford to heat your home on more than four days across the month?

Yes .....  No .....  Not applicable ....

...not been able to afford to light your home on more than four days across the month?

Yes .....  No .....  Not applicable ....

... had to sleep rough for at least one night?

Yes .....  No .....

**Are there any children under 18 years old in your household?**

Yes .....  No .....  →

**GO TO THE  
NEXT  
QUESTION**

→ **In the last month, have the children in your household gone without any of the following because you couldn't afford to pay for them?**

Tick all that apply

Food .....  Suitable clothing/shoes .....   
Toiletries (including nappies) .....  None of these .....

← **In the last month, have you received money from the following?** Tick all that apply

Benefits/Social Security .....   
Parents .....   
Other relatives .....   
Friends .....   
Charities/churches .....   
Local Welfare Fund/Discretionary Assistance Fund run by local authority .....   
Paid work (including cash-in-hand work) .....   
Begging .....   
Other .....   
No source at all .....

**In the last month, what was your total household income?**

Tick one

- None at all .....
- Less than £70 a week .....
- £70 - £99 a week.....
- £100 - £139 a week.....
- £140 - £199 a week.....
- £200 - £299 a week.....
- Over £300 a week .....

**In the last month, have you received help getting non-cash items such as food, clothing, toiletries, power-cards, or other items from the following...**

Tick all that apply

- |   |                          |                          |                          |
|---|--------------------------|--------------------------|--------------------------|
| Parents.....  | <input type="checkbox"/> | Friends.....             | <input type="checkbox"/> |
| Other relatives .....   | <input type="checkbox"/> | Charities/churches ..... | <input type="checkbox"/> |
| Local Welfare Fund/Discretionary Assistance Fund run by local authority ..... | <input type="checkbox"/> |                          | <input type="checkbox"/> |
| Other .....   | <input type="checkbox"/> | None of these.....       | <input type="checkbox"/> |

**How much money, if any, do you have in savings in a bank account?**

Tick one

- None at all .....
- Less than £200.....
- £200-£399 .....
- £400-£599 .....
- £600-£999 .....
- £1,000 or more .....

**In the last 12 months, which, if any of the following have you experienced?**



Tick all that apply

- |   |                          |                                  |                          |
|---|--------------------------|----------------------------------|--------------------------|
| Benefit sanctions .....                                   | <input type="checkbox"/> | Benefit delays .....             | <input type="checkbox"/> |
| Getting behind on bills .....                             | <input type="checkbox"/> | Serious debt .....               | <input type="checkbox"/> |
| Losing a job .....  | <input type="checkbox"/> | Reduced hours or a pay cut ..... | <input type="checkbox"/> |
| Coming to the UK to live .....                            | <input type="checkbox"/> | Domestic violence .....          | <input type="checkbox"/> |
| Being evicted from your home .....                        | <input type="checkbox"/> | Serious health problems .....    | <input type="checkbox"/> |
| Divorce or separation .....                               | <input type="checkbox"/> |                                  |                          |
| Relationship with your parents/family breaking down ..... |                          |                                  | <input type="checkbox"/> |
| Being forced to work for hardly any money                 | <input type="checkbox"/> |                                  |                          |
|   |                          | None of these things .....       | <input type="checkbox"/> |

**Thinking about the next month, have you any concerns about being able to meet your essential living needs? Tick one**

- Yes – very concerned.....
- Yes – quite concerned.....
- Not sure.....
- No – not very concerned .....
- No – not at all concerned.....

**In the last 12 months, how many times have you used the service you are at today? Tick one**

- Today is the first time .....
- 2-3 times .....
- 4-5 times .....
- 6-10 times .....
- More than 10 times.....

In the last 12 months, have you used any other services to get food, accommodation, clothing, toiletries, power-cards, money or other necessities?

Yes .....

No .....

GO TO THE NEXT PAGE

→ Please tell us the names of these services and how often you have used them in the last 12 months. If you have used more than 5, tell us the 5 you have used most often.

Service name (or type or location if name not known)	Write in how often you use them (e.g. every day, a few times a week, etc.)

# ABOUT YOU

---

## Are you...

Male.....

Female.....

## How old are you?

Write in

## Do you live....

Alone .....

With others .....

## Other people in your household – Please write in

Number of other adults  
(aged 18 and over)  
living with you

Number of children  
(under 18) living with you

## In which country were you born? Please write in

## If you were not born in the UK, have you ever applied for asylum in the UK?

Yes .....

No.....

Not applicable .....

**GO TO LAST SECTION,  
OVER THE PAGE**

## What is your current status?

Awaiting outcome of application.....

Refugee status.....

Leave to remain .....   
Application refused .....   
Not sure/cannot say .....

**GO TO LAST SECTION,  
OVER THE PAGE**

**Is there anything else you'd like to tell us about?  
Please write in below.**

---

## **Permission to re-contact you**

---

**We would like to talk to a small number of people in more detail about their circumstances and experiences. Involvement in this second stage is also completely voluntary.**

**Can we re-contact you through this agency?**

Yes.....       No.....

**Can we re-contact you directly?**

Yes.....       No.....

If YES, please write in your contact details

Name

Mobile phone

Landline

Email address

**MANY THANKS – PLEASE SEAL IN THE ENVELOPE PROVIDED  
AND GIVE TO STAFF**



# Appendix C: Census survey fieldwork protocol

## Introduction

This is a protocol for conducting the main stage fieldwork, drawing on the lessons of the Glasgow pilot which took place 2nd-8th February 2015, but also covering some additional practical matters, particularly with regard to return of the completed questionnaires.

## Preparation/General Points

The agency packs with questionnaires etc should already be at the agency, or you will have arranged to hand deliver them. Although these packs will contain **pens** and a couple of **clipboards**, and there are additional ones in the researcher packs supplied by Cathy, ensure that you bring with you additional supplies of both if appropriate. Also make sure that you have with you the **spare questionnaires/stickers** (to write on area and agency number if used), and the **USB** with all versions of questionnaire, also supplied by Cathy. Also have to hand the **full list of languages** (see below) we have in case any unexpected ones arise in the field.

Probably obvious but make sure: you are **on time/slightly early** in arriving at services; your demeanour is at all times is friendly, professional and conveys the clear understanding to both service users and staff that we appreciate that they are doing us the favour and we are **very grateful**; and you are **appropriately dressed** for the context (i.e. informally, warmly, etc).

Also be **ready to explain the nature and purpose** of the research to staff, volunteers, service users and anyone else who may ask or challenge you about it. So probably makes sense to have the **KI information sheet**, **Local Coordinator Role** paper, and/or '**Agency Script**' to hand for any informal briefings that are called for.

## Approaching and Assisting Service Users

Exactly when and how service users are approached with a request to complete the questionnaire will depend on the particular service context, and we must be sensitive and take advice from the agencies on this. But bear in mind that in most cases the surveys will not to be completed without a **very direct approach** from us (or the LC/other helper/the agency).

Have a short 'blurb' ready to use when you approach service users along the lines of ***"I wonder if i can ask you to fill in a very short questionnaire, will only take around 5-10 minutes at most? I'd be really grateful (big smile!!) I'm from Heriot-Watt University and we are doing this work for a charity called the Joseph Rowntree Foundation that campaigns for better help for people in need."*** Then give them the questionnaire, envelope, pen and (if necessary) a clipboard and say you will come back to collect it shortly/to give you a shout if they have any questions. Thank them profusely when they return it.

Outright refusals are quite rare, but of course must be respected. However, if service users simply appear a bit hesitant about completing it - which may be because of literacy or

eyesight problems - do immediately **offer to sit down** and go through it with them. For some of those with complex needs in particular, they may welcome the chance for a bit of a chat, and we should do our best to accommodate that.

In Glasgow most respondents seemed able to complete the questionnaire without significant assistance (aside from the language issues dealt with below), though sometimes they had queries about specific questions that you must be on hand to deal with.

One specific issue that arose with the questionnaire was in relation to those living in hostels - the 'how often have you visited this service?' question didn't make much sense to them. So we have changed this to how often have you 'used' this service, and in **briefings at residential services/with hostel residents we should explain that this question should be interpreted as meaning 'how many nights have you stayed here?'**

### **Maximising Responses**

On the whole, we achieved excellent response rates in Glasgow because we 'flooded' the services with resources. When we were not present, it was evident that few if any questionnaires were completed (even in those instances where the staff seemed very friendly and supportive). There may be a more varied experience in the main stage, and there are some services which have offered to administer them for us and we either have some confidence (or no choice) about proceeding in that way.

For most services, however, the lessons from Glasgow appear to be as follows:

- **maximise coverage** during opening hours insofar as humanly possible - this includes the HWU lead/PhD students, the LC and any other 'volunteers' we can muster locally.
- a **bespoke strategy** will be needed for each sampled service, worked out with the help of the LC, once the selection has been made. This can be informed by the service 'type' experiences in Glasgow, e.g. prioritise presence in foodbanks and other services where large numbers of responses can be achieved in short opening hours; whereas for hostels, day centres and other services where with many 'repeat' users throughout the week, prioritise coverage at start of week which can then tail off as the numbers remaining 'uncaptured' declines.
- for those services with long opening hours in particular, where it is therefore not possible to maintain a constant presence, try to **recruit a 'champion'** from within the agency who will take personal responsibility for ensuring that some effort is made to have questionnaires administered when we are not there. It's best to have such a person is at frontline level, and it may be that managers can suggest a suitable member of their staff.
- ensure that a request is made for **extra cover** from within the research team/from HWU PhDs in those instances where it is clear that this will be needed on particular days during census week, especially where there is the possibility of large numbers of returns.

One general point is that **ALL responses are worthwhile** - so even if people are only able/willing to fill out the first page that is much better than nothing and please encourage them to do so. Don't pressure service users to answer questions they clearly don't want to, while all the while reassuring them about anonymity etc.

### **Translation and Interpreting**



In Glasgow It was clear that the provision of translated questionnaires was very important both in practice (ie they were well used), but also in terms of generating goodwill on the part of both the service users and the services (i.e. they appreciated that we had made the effort).

So advertise the fact that we have the following additional languages available (+ Welsh):

1. Amharic (spoken in Eritrea)
2. Tigrinya (as with Amharic, spoken in Eritrea)
3. Punjabi
4. Hindi
5. Bengali
6. Bulgarian
7. Portuguese
8. Latvian
9. Lithuanian
10. Tamil
11. Russian
12. Polish
13. Arabic
14. Farsi
15. Romanian
16. Urdu

If people seem hesitant about completing a questionnaire in English and you suspect this is a language issue do just ask straight out **'Is there another language that would be better?'** (or just **'which language?'** if their English is very limited). And hopefully we can cover it, or have a language that is close enough to help them (e.g. for some people Russian may be a better second language than English). Some people may prefer to complete the English one to practice their language skills, even if would be easier in their own language, and we should respect that.

In the main, the use of translated questionnaires seemed to suffice in Glasgow without the need for **interpreting services** on top of that, e.g. even if people were struggling a little researchers or agency staff could advise based on the English questionnaire. However, in some instances agency staff or volunteers interpreted for us and that was extremely helpful. In the main this can be done without payment, especially if it is only quite limited interpreting that is required. But do **use your discretion** to **pay informal interpreters** (up to £40 per hour) and reclaim on expenses where needed. Be sensitive on this paying for interpreters

issue: in some contexts paying some but not others may cause offence/problems so only offer to pay where it seems absolutely the right thing to do. I would hope that this facility will be seldom used if at all.

In several cases in Glasgow we ran out of questionnaires translated into particular languages, so hopefully we have all erred on the generous side in our orders for the main stage. But remember that you can print more off from the USB where needed (and use stickers to note area and agency number).

### **Working out Response Rates**

As you know, it is crucial that we work out how many individual service users each selected service had in total during census week so that we can work out response rates. From the Glasgow experience, services seemed to fall into three camps on this, depending on service type:

1. Those which could provide precise numbers on *both* typical levels of service use and actual service use during census week, e.g. residential services, foodbanks.
2. Those which could provide precise numbers on the actual number of service users during census week, but their advance estimates may be unreliable because their levels of service use is so variable, e.g. law centres, advice centres, drop-in services of various kinds.
3. Very informal services which maintain no records of individual service users, so both their advance estimates and the numbers they provide on actual service use during census week are based on very rough estimates e.g. (some) day centres and soup runs.

In all cases where there is any doubt about the ability/willingness of agencies to provide accurate data on the total number of individual service users during census week please:

- keep as accurate a record as possible of the **number of refusals** when you/LC/other helpers are onsite.
- if the service is **open for periods when we are not onsite** try to obtain the best estimate you can of the additional service users likely to have been seen during those periods.

### **Ethical and Safety Issues**

It is unlikely that service users will become **distressed** as a result of filling in the questionnaire given that we are not asking about sensitive/highly personal issues. But it is **good ethical practice** to have someone to refer people onto for support if this proves necessary (normally this would be an appropriate member of staff in the agency). We have said in the Ethics Submission that "*A bespoke protocol defining actions to be taken should any interview exhibit signs of distress is being developed in liaison with each of the agencies assisting in the administration of the census survey, as is appropriate to these diverse service contexts.*" In practice this means ensuring that you know who within each agency you should speak to if such a situation arises, or if there is a '**disclosure**' of a concerning kind (i.e. that the service user or another vulnerable person is at risk). Best to deal with this in a low key with agencies, as unlikely to happen: just ask "*its unlikely, but if anyone becomes distressed etc is it you/X that I should speak to about it?*"

Other things may arise that you can't prepare for in advance, e.g. in Glasgow some asylum seeker refugees asked for help in accessing language classes. While we should be very careful not to set up expectations that we are there to provide any ongoing support or services, where it is possible to put service users in touch with those who can help them we should do so.

More generally, in doing this kind of research things happen in the field that we just can't anticipate in advance. We all will have to use our best judgement and common sense while thinking on our feet to some extent. Some of these services will be chaotic and crises may arise that mean a tactful withdrawal is wise or necessary (but hopefully not, and would usually just be very temporary till things calm down with someone).

Our objective is to maximise the number of questionnaires we receive, but not at any cost. **Your safety is paramount:** be advised by agency staff on how to keep safe while doing this work, and if any issues arise that you want advice on (especially in unusual settings like street outreach), contact Suzanne or Sarah for advice in the first instance. If anything happens that makes you uncomfortable, such a service user being aggressive with you, or a fight breaking out amongst service users, **withdraw from the situation as soon as is safe to do so** and seek help of the onsite staff.

### **Incentives**

These were used only in one service in Glasgow, and response rates were high elsewhere without them. We have also not budgeted for incentives for this stage in the study, and their use can complicate questionnaire administration, and lead to inconsistency between services, etc. That said, if it becomes apparent on the ground that they are crucial, and especially if the service is willing/keen to provide them, do use your best judgement on what is appropriate in the circumstances (consulting with Glen/Suzanne if time allows).

### **£100 Payment to Agency**

In recruiting the agency, you will probably already have mentioned the £100 goodwill payment that we will make to signal our gratitude for their help. Its up to the agency how they spend this but we would hope that they could identify an appropriate 'extra'/treat for service users. We will send them a very simple form for their bank details so that we can transfer this into their account. Try to obtain an email address for the manager/senior person so you can contact them about this when you get back to the office.

### **Storing and Returning Completed Questionnaires**

The protocol for this is as follows:

1. In those instances where the HWU lead/LC is not taking all of the completed questionnaires away with them immediately, ask the agencies to store the completed questionnaires securely (in the large grey mailing bags) until they can be collected in person by either the HW lead or the LC. Ask them also to keep any unused questionnaires and we will collect them too. Do NOT ask agencies to post or courier completed questionnaires as too risky, and try to negotiate with the LC that they collect them as soon as possible after census week ends if you are not able to do so personally.

2. Once you and/or the LC have collected the questionnaires, contact HWU admin to arrange the DHL uplift (Julie/Anne/Shana/Cathy can all help with this). There is an online form to be completed for DHL so you/the LC will need access to a computer and printer when arranging the uplift.

3. Package all of the questionnaires up securely in the sealed mailing bag, separating completed and spare questionnaires. Mark the bundle for the attention of:

Fraser Gilfillan  
IBP Strategy and Research  
Unit 28  
Evans Business Centre  
Belgrave Street  
Bellshill  
ML4 3NP

4. The HWU lead/LC should make a note of how many completed surveys they have sent to IBP in total - broken down by service - and let Cathy have this, so that she can compile a spreadsheet that allows us to check that number against the number logged in by IBP.

5. Ideally, we would do one IDL uplift for each case study city, but realise that this may not be possible or convenient, so multiple pick ups (including from HWU) are fine so long as the process above is followed and Cathy is kept informed of the numbers being returned to IBP for processing.



## Annex C.1: Letter to Agency

[contact name]

[contact address]

[date]

Dear [contact name]

### Destitution in the UK study

Thank you for agreeing to help Heriot-Watt University to carry out this nationwide study of destitution across the UK.

The study's aim is to better understand the scale and pattern of destitution across the UK. It will also explore the experiences of, and impacts on, those directly affected by destitution, as well as their routes in and out of this crisis situation. The Joseph Rowntree Foundation, who are funding this study, will use this evidence to bring about positive change in policies and practices affecting people vulnerable to destitution.

The project will run on [census week dates], and will comprise a census survey of the users of your agency. The aim of this process is to gather information about everyone who uses your service over this one-week window. During this time, I will work with you as the representative of the research team based at Heriot-Watt University and a 'Local Coordinator' will also be working with you and your agency.

Our contact details are as follows:

#### Research team representative

[name]  
[mobile]  
[landline]  
[email]

#### Local coordinator

[name]  
[mobile]  
[landline]  
[email]

Enclosed with this letter are the following documents:

- A copy of the **research information sheet** which provides further information about the study, its purpose, and what will happen to the information we collect
- An **agency instruction sheet**, outlining the various stages we have asked you to be involved in
- **Paper questionnaires** and **envelopes** to give to the service users who agree to complete the census questionnaire
- Large **polybags** for storing completed questionnaires whilst on-site at the agency
- Copies of a **poster** to advertise the 'Census Week' to your staff and agency users

Please remember that your support is vital to the success of this study. This research will enable policy and resources to be targeted more appropriately in the future, and so improve the quality of life and life chances of very disadvantaged people.

We can assure you that all the questionnaires and follow-up interviews will be totally confidential. **No individual will be identifiable from the results and the information will only be used for genuine research purposes.**

If you have any questions about any aspect of the research, or the process we are asking you to carry out, please feel free to contact either myself or the local coordinator on the contact details specified above.

Yours sincerely,

[researcher name]

## Annex C.2: Research Information Sheet

### DESTITUTION IN THE UK

#### Research Information Sheet

##### What is the purpose of the study?

This study aims to provide a statistically robust account of the scale and causes of destitution across the UK. It will also explore the experiences of, and impacts on, those directly affected by destitution, as well as their routes in and out of this crisis situation.

The definition of 'destitution' being employed includes people who:

- lack the following necessities because they can't afford to pay for them: shelter, food, heating and lighting, clothing and basic toiletries.

OR

- have an income level so low that they are unable to provide these necessities for themselves.

The Joseph Rowntree Foundation, a UK-wide charity that seeks to use robust evidence to influence Government and other key stakeholders to improve policy and practice for those in greatest need, has funded the study.

This is the largest and most rigorous study of these issues ever undertaken in the UK.

##### What will it involve?

The study will involve a survey and follow up interviews with people using relevant services in ten locations across the UK: Belfast; Bournemouth; Ealing; Fife; Glasgow; Newham; Nottingham; Peterborough; Swansea; and Wiltshire.

The study will be carried out in three stages in each of these areas:

(1) compiling a list of services working with groups at high risk of destitution and randomly selecting between 6 and 8 services to take part in the research.

(2) a short self-completion survey of users of the selected services over a one week period (the aim is to receive responses from as many service users as possible). **This is the key part of the study that we are looking for your help with.**

(3) in-depth interviews with respondents to the questionnaire who have had direct experience of destitution (only a small number of these interviews will be carried out in each city and we will not necessarily need your help with this stage of the study).

**Will the findings be published?**

Yes, there will be a report, a summary and a national launch of the research towards the end of 2015. Local feedback seminars will also be held in each of the research locations in autumn 2015 for both service providers and service users to hear about the results. No individuals will be identifiable in any of the published outputs from the study.

**Who is conducting the study?**

The study is being led by Heriot-Watt University. We are also working with voluntary sector partners who are acting as 'local co-ordinators' in each of the research locations.

For further information about the research, please contact:

**Research team representative**

[name]  
[mobile]  
[landline]  
[email]

**Local coordinator**

[name]  
[mobile]  
[landline]  
[email]



## Annex C.3: Agency Instructions Sheet

### Destitution in the UK

#### Agency Instructions Sheet

- We would like you (and your staff) to approach each person who uses your agency over a one week period – **[specify dates]** - and ask them if they would like to take part in this study. We only need the service users to complete a short paper questionnaire which should take no longer than 10 minutes.
  - Their involvement is completely voluntary, but we would like to have as many service users as possible taking part over this one week period.
  - The researcher will be happy to do a quick briefing to staff at the agency about the project and the census stage during their pre-census visit.
- For each person who agrees to take part, we would like you to hand them a short paper questionnaire and help them to fill it in. In some cases it may be more appropriate for you/your staff, the researcher or the Local Coordinator to administer the questionnaire. **Each service user should only complete one questionnaire during the one week period - if they have already completed a questionnaire at another agency then they should not complete a second questionnaire.**
- We have included questionnaires translated into a number of different languages. Please let us know if you require more of any particular language.
- Once the service user has completed the questionnaire they/your staff should place it in the envelope provided.
- We would like you to collect all completed questionnaires and store them confidentially in a locked drawer or cabinet until they are collected by the researcher or Local Coordinator when they visit the agency. To help you keep all completed questionnaires together we have provided several large plastic polybags.  
The researcher/Local Coordinator is responsible for returning all completed questionnaires to Heriot-Watt University.

**If you think you are going to run out of questionnaires and envelopes, or have any questions about the study or these instructions, please contact **[lead researcher name and contact details]** as soon as possible.**

# Appendix D: Scoping Review of Datasets

## Part 1

NAME/DESCRIPTION	ACRONYM	SOURCE	COUNTRIES	FORM	SCALE	LOCAL LA INDICES	INTENSITY PERSISTENCE	TRENDS
Scottish Welfare Fund	SWF	SG (SW)	Scotland	Report Tabs Bespoke AW	Yes  (complem Census)	only in Scot	Yes, e.g. repeat  no of items	2-3 yr
Local Welfare Funds	LWF	LAs	E&W NI - no	Ad hoc tables & reports	(Yes)	No (CSA only)	Poss?	Poss 2-3yr
DWP Social Fund Loans (Discretionary SF)	SFL	DWP	All UK	Tabs	Yes	Yes*	Poss?	Yes, with gaps Link to above
Citizens Advice Bureaux E&W	CAB	P Watson CAB	E& W NI?	Sp Tabs Pivot Tables	Partially	Yes*	Via sub-codes	3 yr
Citizens Advice Scotland	CAS	K Dryburgh CAS	Scot	Sp Tabs Pivot Tables	Partially	Poss*?	Via sub-codes	3 yr
Supporting People	SP	UKDS + St A Univ	England	Micro	Yes	Yes, (with gaps post-11) England	No?	Limited, 3-4yr
Women's Aid/Refuge	WA/WRs	Womens' Aid	Eng + oth UK	Census & Surveys	Yes 45% resp rt length of stay	119/157 services - a lot cross boundaries.		6 yr
Safe Lives/CADA	CADA	DW note						
Homeless Applics HL1	HL1		Scotland	Bespoke anal (AW)	Yes	Yes*	? Supprt needs?	Yes

Rough Sleeping	CHAIN SHS	Various	England Scotland	Various	Yes	(Yes)	No	(Yes)
Crime Survey for England formerly British Crime Survey	CSE	KB note	England	Micro, or Reports	No	No	No	Possibly
Police Incidents minor acquis alias shoplifting	PNC	DW	England	LA tabs LSOA tabs?	Yes	Yes England	No	Yes 3 yr
Courts/Convictions		DW				<i>Not suitable</i>		
Children in Need	CIN (NPD- linked)	DfE  (GB+FS)	England	Report Tabs  (micro/tabs poss)	No	Yes*  SSLAID	Some inds  (new data better s.t. spec req)	Yes  3-4 yr
Work & Pensions Longitudinal Dataset	WPLS	DWP	All UK	Linked admin Tabs (NOMIS)	No	Yes	No	Yes
Benefit Sanctions  (JSA & ESA)	Sanct	DWP	All UK	Data tool  LA tabs	Yes  (of partial group)	Yes	Some	Yes  2 yr +
Trussell Trust Foodbanks	TTF	TT	UK	Spec Tabs LA Tabs	Yes	(Yes but too uneven)	No	? 3-4 yr
Homeless Prevention & Relief	HPR	DCLG	England	Live Tabs LA Tabs	Yes  (of broader group)	Yes	?	Yes 3-4yr
Homeless Prevention & Relief		SG check HP/SF	Scotland					
Home Office Case Information Database on Asylum	CID	HO	UK	S/S Tabs	Yes	Yes	Status categories	Yes

Red Cross	RC	RC (FS note)	UK	Micro	Partial coverage 7000 destit	City counts (not really)	Yes?	No?
Energy Cutoffs	EC	DECC	UK?					
Refugee Survival Trust	RST	(FS note)	Scot (Glasgow)	Micro	Only for 1 city	for 1 city	Maybe	5 yr
SSD/SWD Direct Payments	SSDP	Ad hoc local	CSAs (some)	Reports or tabs	Poor	CSAs only	No	prob not
Poverty & Social Exclusion Survey	PSE	GB	All UK	Micro	Yes (selected)	Via proxies	Some	No
Understanding Society Survey	USS	UKDA GB anal	All UK	LS micro & longit hhs	Yes	Via proxies	Yes	3 yrs
British Household Panel Survey	BHPS	UKDA GB anal	GB smaller sample	LS micro & longit	Yes but historic	Use above	Use above	18 yrs historic
Family Resources Survey	FRS GB anal	UKDA	UK	LS micro	Yes	Yes- unofficially or via proxies	Yes sim to PSE, USS	Yes
DWP Discretionary Housing Payments	DHP	DWP	UK	LA returns (spreadsheet)		Yes	Yes	No
Other Asylum & Refugee Datasets	NACCOM, SRC, RCE, PRAXIS, RST, PAH, RA, JRS, ASAP, FFT	Separate note						

Labour Force Survey	LFS	UKDA	UK	Micro	c.100.000 per quarter	No	Limited longitudinal	Yes
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## Part 2.

NAME/DESCRIPTION	3 GROUPS COVERAGE	PROFILE	BACKGROUND ROUTES IN	DRIVERS	OUTCOMES	RESPONSES	COMMENT
Scottish Welfare Fund	Yes, esp oth UK	Some	Some	?	Whether accepted	No	Excellent dataset
Local Welfare Funds	Variable	Yes, some	No	No	Whether accepted	No	Most case studies supplied something
DWP Social Fund Loans (Discretionary SF)	esp oth UK	Some Claimant cats	No	No	Whether accepted	No	Up to 2012/13; compare with LWF/substit Also use as LA Ind
Citizens Advice Bureaux E&W	Partially	Basic demog	No	Indirectly via sub-codes	No	No	Use as LA Ind but correct for missing/light LAs
Citizens Advice Scotland	Partially	Basic demog	No	Indirectly via sub-codes	No	No	In principle, but not used in practice
Supporting People	Partial, DV, Hless	Basic demog	Not much	Not much	Yes	Yes	Used as LA Ind via LCF analysis
Women's Aid/Refuge	DV (quite a lot are SMD, migrant)	Yes	DV!	No	No	Mp	Overall note on domestic violence - excellent
Safe Lives/CADA							covered by above
Homeless Applies HL1	Hless	Basic demog	Some	Some	Rehousing	?	Now included as LA Ind (Accept's = Oth UK nonprior= complex need)
Rough Sleeping	Partial Hless	No	No	No	No	No	GB indep est's of numbers per night (CRISIS Homeless Monitor)

Crime Survey for England formerly British Crime Survey	Possibly source for DV	No	No	Possibly, indirectly	Relating to crime		Not really useful as focused on victims experience
Police Incidents minor acquis alias shoplifting	Mainly complex needs	No	No	No	No	No	Use as LA Ind
Courts/Convictions							
Children in Need	No, but Families & children	No	No	No	Ltd - into care	No	Poss use as LA ind but doubtful value (tangential) (more relev to costpov & SMD)
Work & Pensions Longitudinal Dataset	Mainly 'oth UK destit'	No	Benefit changes	No	No	No	Using as LA ind
Benefit Sanctions (JSA & ESA)	Mainly 'oth UK destit'	No	No	No	No	No	Using as LA ind
Trussell Trust Foodbanks	Mainly 'oth UK destit'	Ltd Demog	?	?	No	No	Not consistent enough to use as LA ind
Homeless Prevention & Relief	H'less + oth UK?	Ltd	Some	?	Ltd Hsg	No	Use as LA Ind (SMD)
Homeless Prevention & Relief							
Home Office Case Information Database on Asylum	Migrants	Some	Some info	Read papers!	Ltd	No	Using as LA Ind
Red Cross	Migrants esp asylum, failed, undoc	Some	Some	Some	Some	No	Partial coverage of popn A lot of missing data

Energy Cutoffs

Informal scoping suggested  
not v useful now

Refugee Survival Trust	Migrants all asyl/refug	Basic demo	? Countries of orig	? Conflict	? not final	? 	
SSD/SWD Direct Payments	Bit of all	Poss	No	No	No	No	
Poverty & Social Exclusion Survey	DV Sev Pov [not effective for migrants]	Yes	No	Via correlates/ modelling	No	No	LA ind via proxy
Understanding Society Survey	Weaker on SMD?	Yes	Some recent events	Via modelling/	Some	No	LA ind via proxy Possibly update, extend
British Household Panel Survey	ditto	Yes but use above	Some recent events	Via modelling/ but use above	Some	No	
Family Resources Survey	As above	as above some useful	No	No	Some	No	
DWP Discretionary Housing Payments	Oth UK	No	Some	Via LA modelling	No	No	LA ind

Other Asylum & Refugee  
Datasets



Labour Force Survey

Migrants

Yes

No

Possibly, via  
modelling

Employment  
& benefits

No

Best source  
for new EU  
migrants

## Appendix E: Composite Local Authority Level Indicators

The preferred simpler **general destitution indicator** for GB-wide analysis at local authority level, representing the estimated percentage of households destitute in a typical week in 2015, is given by the following expression:

$$ppdestit9=0.28*(50*(lpmodspkb8+lpmodussp2)+0.2*selectbirth+pasyIs9515+0.2*psfliv11+psstockwanov13e+0.2*lostben+0.05*dhprate)$$

where

*lpmodspkb8* is the predicted rate of 'severe poverty' based on synthetic linear probability model derived from PSE 2012 survey analysis (see below)

*lpmodussp2* is the predicted rate of 'severe poverty' based on synthetic linear probability model derived from USS 2010 survey analysis (see below)

*selectbirth* is one-tenth of the percentage of persons born in Lithuania, Poland, Romania or Africa plus one-fifth of persons born in the Middle East or Other Asia (2011 Census of Population).

*pasyIs9515* is the number of asylum-seekers (persons) supported under Section 95 for subsistence and/or accommodation in 2015Q1, as percentage of population (Home Office CID)

*psfliv11* is number of awards of former Social Fund loans for living expenses in 2011, as percentage of all households (DWP)

*psstockwanov13e* is the estimated stock of persons subject to JSA sanction in November 2013, as percentage of working age population (derived from DWP Sanctions database)

*lostben* is the net proportion of the working age population who lost entitlement to relevant benefits (incl IS, IB, DLA, SDA, but excl. JSA) over the recent period (between 2011 and 2014), based on WPLS data published through NOMIS.

*Dhprate* is the number of awards of Discretionary Housing Payments in 2013/14 in respect of HB/LHA shortfalls relating to underoccupation restriction, LHA rent limitation, benefit cap or other factors, as a percentage of the number of households (LA returns to DWP)

Note on weights. Weights of 1.0 are used where indicator measures relevant group as a percentage at a point in time. Weights of 0.2 are used as a rough means of translating annual flow of cases to a point in time estimate. Weight of 50 on first pair of indicators gives simple average of proportions converted to a percentage. Weight of 0.05 on DHPrate is combination of reduction from annual to point in time (0.2)

times downweighting (0.25) to reflect high level of overlap and view that most DHP cases avoid destitution. Overall weight of 0.28 reflects a broad judgement about overlap: e.g. if there were no overlap between the seven component indicators, this figure would be 1, whereas with complete overlap it would be 0.14, so the chosen figure effectively implies considerable overlap. The final value of this parameter was adjusted to equate the number destitute across 9 GB case studies with the number derived from the Census survey.

A **more detailed indicator** is constructed, initially for English Local Authorities only (but subsequently extended to all GB authorities using imputation of missing elements) enabling a disaggregation into **three broad components** corresponding the groups discussed in depth in the Final Report, namely migrants, UK-born complex needs (alias SMD), and other UK-born destitute.

The component for **destitute migrants** is given by the following:

$$P_{destmig} = 0.3*0.5*(selectmig+selectbirth) +0.75*pasyis9515 +0.05*(pcumas+pcumvs) +0.2*0.2*pcabmig.$$

Where

*selectmig* is one-year migrants from new (post-2004) EU countries plus Africa and the Middle East plus 20% of those from 'Other Asia, 2010-11, from Census of Population, as percentage of resident population.

*Pcumas* is the estimated cumulative net gains in population since 2001 from Asylum Seekers as recorded in ONS Population Estimates for Local Authorities, Components of Change, 2001-02 to 2007-08, extrapolated to 2014, as percentage of total population

*Pcumvs* is the estimated cumulative net gains in population since 2001 from Visitor Switchers as recorded in ONS Population Estimates for Local Authorities, Components of Change, 2001-02 to 2007-08, extrapolated to 2014, as percentage of total population

*Pcabmig* is the number of Citizens Advice Bureau advice cases on asylum issues plus one-third of all immigration related cases in 2014/15, subject to imputation of values where overall caseload (presence) very low or very high.

And other variables are defined as above.

Note on weighting. The approach to weighting is broadly as described above. The weights on 0.05 on *pcumas+pcumvs* reflect likely unemployment rate for longer term stayers from these groups. Lower weight on *pcabmig* reflects both overlap and some reliability issues. Overall weighting values were chosen to replicate number of destitute migrants found in Census Survey for 6 English case study areas. However, in the final grossing up exercise, differential factors are applied depending on

whether the case study is in the relatively higher or lower destitution level, based on *ppdestit9* (see section 5 of this report).

The second component relates to **destitute SMD** population

$$pdestsmd = 0.5 * 0.033 * (psmd23 + pnsmdstk + psmdsubst) + 0.5 * 0.33 * (0.2 * (phlnonprior + phlpr) + 0.2 * avsh1214 + 0.7 * pcinsmd)$$

where

*psmd23* is the proportion per 1000 of the working age population experiencing SMD defined as 2 or 3 out of (single) homelessness, offending and substance misuse, based on Supporting People (SP) for 2010/11, at level of Social Services Local Authority (from *Hard Edges* study)

*pnsmdstk* is the equivalent variable derived from the Offender Assessment System and MOJ Criminal Justice Statistics, averaged over 7 years to 2013, at LA district level (also from *Hard Edges*);

*psmdsubst* is the equivalent variable derived from the National Drug Treatment Monitoring System (NDTMS), 2012 at LA District level (from *Hard Edges*).

*phlnonprior* is the number of homeless applicants to local authorities who are classified as 'non-priority' (i.e. mainly single homeless) in 2014/15, as percentage of the total number of households (DCLG Housing Statistics)

*phlpr* is 20% of the cases of homeless prevention enabled to remain in their current accommodation, 40% of the cases of homelessness prevention assisted into alternative accommodation, and all of those where homelessness was not prevented but was relieved in some way, as a percentage of all households. (DCLG Housing Statistics)

*avsh1214* is the average rate of shoplifting crime reported over 3 years 2012-14, as a rate per 100 population (Reported Crime small area data)

*pcinsmd* is the number of cases of child abuse and neglect per 100 children by Social Services Local Authority, based on Children In Need (CIN) return

Note on Weighting. The index is based half on the *Hard Edges* SMD indicators and half on the other indicators. The 0.033 factor in the first term allows for the measures being 'per thousand'. The 0.2 factor for homeless cases and crime convert from an annual to a spot basis. The 0.7 factor for *pcinsmd* is a slight downweighting to reflect some concerns about robustness and a weaker relationship with other variables. Overall weighting values chosen give estimate of SMD destitute equal to results of Census survey for 6 English case studies. However, in grossing up to national annual estimates, all 9 GB case studies are used, divided into higher and lower destitution bands based on *ppdestit9*, as described in section 5.

The third component relates to the **other or 'general' UK-born destitute** population who do not have complex needs, and is given by

$$pdestgen = 0.16 * (0.2 * 1.0 * 40 * (lpmospkb8 + lpmosp2) + 0.4 * 0.2 * psfliv11 + 0.3 * psstockwanov13e + 0.3 * 0.2 * lostben + 0.3 * 0.2 * hlacrate + 0.15 * 0.2 * pcabben + 0.3 * 0.1 * dhprate).$$

Where

*hlacrate* is the priority need homeless acceptance rate in 2014/15, as a percent of households (DCLG Housing Statistics);

*pcabben* CAB advice cases involving problems of poor administration, challenge or appeal, sanctions or hardship, or DHP-type problems, in relation to selected working age benefits (IS, HB/LHA, WTC, CTC, JSA, ESA, LWF/LSW, CT Reduction) or the Benefit Cap in 2014/15, as percentage of all households, subject to imputation of values where overall caseload (presence) very low or very high;

and other variables are as defined above.

Note on weighting: general approach as described above, particularly for *pdestit9*. Overall weighting values chosen give estimate of SMD destitute equal to results of Census survey for 6 English case studies. However, in grossing up to national annual estimates, all 9 GB case studies are used, divided into higher and lower destitution bands based on *ppdestit9*, as described in section 5.

When these three component indicators are recombined they produce an estimate of the total number of destitute households which may be compared with the simpler general indicator based number. There are some differences, as discussed in section 5.

### **Synthetic prediction of severe poverty**

Two of the component indicators used in the above composites (*lpmospkb8+lpmosp2*) are themselves predictive formulae designed to give a predicted rate of severe poverty (high destitution risk) at the local authority level, based on relationships identified and quantified in analysis of large scale 'micro' sample household surveys, in this case the PSE and the UKHLS. Firstly, severe poverty is *defined* using a combination of factors for individual sample households, broadly lacking several key material essentials, having a very low income (less than 40% of the national median, equivalised for household composition and after housing costs), and subjective experience of poverty (based on well-validated questions), or (in case of UKHLS) experiencing financial difficulty (as set out in section 4.2). Secondly, *characteristics* of households which help to *predict* whether they are in severe poverty are *identified* using logistic regression and OLS regression models. Thirdly, the OLS (alias Linear Probability) model coefficients (i.e. the measured effect of each variable on the outcome) are used in a '*synthetic*' model

which makes predictions for localities based on the Population Census and other sourced data for the equivalent variables, at the aggregate level of local authorities. Additional adjustment factors are included to allow for slight differences in definition and mean values.

In summary form, the third stage synthetic model to generate severe poverty based on the PSE survey is as follows

$$LPmodspkb8=0.016 -0.013*0.999*ageu25 -0.008*0.996*aage2534 - 0.030*0.917*aage65ov -0.008*0.998*female -0.012*1.052*mixoth +0.016*1.075*socrent+ 0.030*0.554*nocar+ 0.039*0.494*hh1 -0.010*1.118*hh3 - 0.010*0.749*awork +0.082*1.164*unemp -0.055*0.107*asickdis +0.055*1.174*badhlth +0.026*1.132*irben.$$

Most of the variables here are self-explanatory, apart from 'mixoth' (mixed or other ethnicity), 'hh1' (single person non-elderly household), 'hh3' (household with three or more adults, possibly including children as well), 'irben' (receives income-related benefits).

The equivalent model based on the USS survey is as follows

$$LPmodussp2= 0.0852 -0.0027*0.554*ageu30 -0.0101*1.208*ov60 - 0.0174*1.444*hh1 +0.0169*2.453*lpfam +0.0020*1.333*cfam +0.0021*1.094*nkids +0.0050*0.396*getchild +0.0190*1.192*unemp +0.0036*1.415*badhlth +0.1487*0.420*incomescore -0.0224*0.960*lginchhyrk +0.0159*1.071*famnocar +0.0040*0.0520 +0.0056*0.232*ncplhin -0.0023*0.937*sf12case - 0.035*1.054*socrent -0.0075*0.861*privrent +0.0017*0.776*flat +0.0029*1.224*mdprice11m +0.0010*0.629*linvest_1c +0.0009*1.030*pslets10 +0.0873*0.972*findiff.$$

Variables which may not be self-explanatory include 'incomescore' (IMD/SIMD low income score), 'lginchhyrk' (log of gross household income, in £000, annual), 'ncplhin' (couple household, economically inactive), 'sf12case' (mental health problem), 'mdprice11m' (median house price 2011), 'linvest\_1c' (log of estimated savings and investments), 'pslets' (lettings of social rented housing per 100 households), 'findiff' (household in financial difficulty, arrears or falling behind on bills). In this case, for a few variables which are not available from the Census or other sources at local authority level, values are used at the level of Local Authority 'subgroups', using the new ONS 2011 Classification.

## Appendix F: Grossing Weights

To get from the results of our Census survey to national estimates of the number of destitute households and people, we need to make a number of steps. In survey analysis jargon, we need to calculate ‘weights’ to ‘gross up’ the census survey responses to make an estimate of the total number of similar cases in the whole population. We first aim to estimate the total number of destitute and other service users in the case study localities in the census week.

- From the sampling process described in section 3, we know the probability of selection of each included service (s), from within the comprehensive list of all relevant services ‘mapped’ for each area, by category (type and broad size).
- From the census returns and fieldwork we know the number of completed survey forms (F), and also the number or estimate of unique clients in scope that week (C), which gives us a response rate for each agency (  $r=F/C$  )
- From the actual answers given on the questionnaire we know the number (D) and proportion (d) of respondents who were destitute at that time.

. The product of the reciprocal of the probability of selection and the reciprocal of the response rate gives us the ‘grossing up’ factor to yield our estimate of the total clients in the case study area in the Census week. The lower the probability of selection, and/or the lower the response rate, the higher the weighting factor (because the completed questionnaires we have represent a smaller proportion of the actual total of service-clients in that area). This weekly weighting factor (W) is used in much of our analyses of the Census results. The suffix k refers to the particular service, and K to the total number of services in each case study area.

$$W_k = (1/s_k) \times (1/r_k)$$

Applying this factor to the number of destitute respondents, for each sampled service, and then summing for all the sampled services, represents our best estimate of the number of destitute service users in each case study area in the census week.

$$D = \sum_{k=1 \text{ to } K} \{d_k \times W_k \times F_k\}$$

Across the ten areas we included 63 services in the census from whom 2015 survey forms were completed, of which 2009 reached and were coded by the IBP. This represented a 60% response from the estimated 3352 service clients that week. The probability of selection of agencies varied widely, from 0.04 to 1.00, with an average (weighted by size) of around 0.15. Thus the weekly weighted total of service users from the ten areas was 21,778, and the number destitute was 13,969 (64%).

We also aimed to try to estimate the number of clients, particularly those who experienced destitution, over a whole year.

- To do this we needed to allow for 'repeat visits' to the same service (V1),....
- ..... and to other services 'in scope' (V2).

Questions were included on the former (using banded frequency), and on the latter in respect of up to five services, where we sought the name and banded number of visits. The former worked reasonably well, with most respondents answering the question, but the latter was more problematic, with a majority of respondents not completing this question (perhaps an example of 'survey fatigue').

We undertook the laborious task of classifying the names of other services used into broader categories – the four main service types, Local Welfare Fund, Social Work/SSD, other statutory services, other services in scope, de minimis, other and unknown. In the case of LWF, we have another source, from the questions on financial and in-kind support, so the data here is firmer. For the many non-responders to the other services question, our approach has been to impute values for V2 based on regression modelling of those cases who did answer, where the response is reduced to a combined annual frequency. Given the uncertainty here, we look at a range of assumptions about how similar these cases really were to those who did answer. This imparts more uncertainty to the annual estimates, but those we report use a middle assumption about this.

So the annualisation weighting factor (A) is given by

$$A = 52 / (V1 + V2)$$

In fact we estimate that on average destitute service users visited this service or other similar services 19 times (=weeks), so implying an annual multiplier of  $52/19=2.7$ . (One way of thinking of this is what would happen if we repeated the survey every week for a year - if the number of users is steady,  $52-19=33$  out of every 52 of them are additional to the ones we observed in census week).

The results of applying annualisation factors are that for our 10 Case Study Areas we estimate the annual number of destitute households is 37,602. It should be noted that the annualisation factors are different for the three main types of destitute case ('Other UK' visit less frequently, so have a higher value for A – more separate people are involved).



## Appendix G: Error Margins in Numerical Estimates

The process of generating national numerical estimates of destitute households and individuals in this research is relatively complicated, involving a number of steps and several distinct types of data and analysis. Therefore, it is not the same as a conventional household survey, where statistical error margins (confidence intervals) can be assigned using standard methods.

Nevertheless, it is possible to identify different potential sources of error at different stages in the process, and to comment on their relative magnitude and direction.

1. The method is built on a 'census-type' self completion survey of users of a specified range of voluntary sector emergency aid and advice services. Destitute people who do not use such services are not measured at all; this is one of the key reasons our estimates are *conservative*. One quite large omitted group discussed in the report are those who use Local Welfare Funds but not voluntary services.
2. The method is also built on a *definition*, which received much attention in the early stages of the research and in the Interim Report. People who disagree with this definition will not accept that our estimate of destitution numbers are correct, but any measure must follow a definition and ours is quite defensible.
3. People might lie or be selective in what they reveal in the survey. It is not clear that this survey is more vulnerable to this problem than any other. Some people did not answer all the questions, which poses a bit of a problem (as in other surveys). This is only significant in one or two instance, where it would make a difference to the numbers if the true answers for those who did not respond to particular questions were very different from those who did respond (e.g. frequency of use of other services).
4. Not all service users in the sampled services completed a questionnaire. Overall our *response rate* of 60% is quite good, even when compared with interview surveys, let alone with typical self-completion. In many services response rates were very high. In a few instances they were particularly low and this might make results in that particular locality a bit sensitive.
5. Underlying this issue is also the accuracy of the '*total weekly users*' figure that we have for each service. While the nature of some services is such that they have a clear count and there is no duplication, there are services (notably homeless drop-in day centres) where the total count includes many repeat users during the week. In these cases we attempted to estimate the number of unique users, for example by comparing the registers on successive days, or relied on the agencies' own estimates of unique users.
6. Services were sampled from a *sampling frame*, based on the mapping of all services 'in scope' carried out by our local coordinator, sometimes supplemented by direct input from team members. We believe that this mapping/frame was reasonably complete in the case studies. What was a bit less certain was the scale of operation of the different services listed, although we asked local coordinators to try to get an estimate of weekly users. 'Small services' (<10 users /week) were generally excluded, as were some which were thought to have few if any destitute users. Some services might be in a

moribund state, or just in a start-up phase. There was a general tendency for advice services to have less clients in census week than they claimed was the norm. However, specific numbers in the original mapping were not part of the calculation of grossing up factors – what mattered was simply the probability of selection, and this was based on the category (A, AF, B and C) and the general size category (Large, or medium/small), with large services normally having a higher probability of selection.

7. However, the uncertainties about the number of clients, combined with the wide variation in numbers between individual agencies, and the fact that we only sampled 6-8 in each CSA, mean that inevitably you could get quite wide variation in numbers according to the 'luck of the draw'. This source of variation, or sampling error, is quantifiable – a rough estimate suggests that a 95% confidence interval around the number of service users might be of the order of +/-25% for a random sample of six services in a locality. Also, the characteristics of those samples for particular CSAs may be affected by this 'clustering' of the sample in a relatively limited number of agencies. This is actually the *main reason* why we caution against placing too much emphasis on the numbers or profiles for *particular CSAs*. Across the 10 CSAs, with 63 agencies represented, we believe the results are a robust representation of service users from this generic set of types of agency (the confidence interval calculated as above would be about +/- 7.5%)
8. In the light of the above points, we believe we have measured the weekly number of destitute users of non-statutory services in our 10 CSAs, *taken together*, reasonably well. The main issues in going beyond that are in getting from weekly to annual, and in getting from these ten areas to the whole of the UK, both in terms of numbers and in terms of profile of types of household and their circumstances.
9. The translation from *weekly to annual* depends on the extent of repeat visiting of services. We asked about visits over the last year. If the same people visited services every week over the year, the yearly number would be the same as the weekly number. In fact we estimate that on average they visited this service or other similar services 19 times (=weeks), so implying an annual multiplier of  $52/19=2.7$ . [if the number of users is steady,  $52-19=33/52$  of them are additional to the ones we observed in census week]. The question on visits to the same service was well answered but that on visits to other services was less well answered. We assume that those not answering are more like those who did (the conventional assumption in surveys and when imputing missing data), rather than being people who visited no other services [if they answered the first part of the question with a 'no', we would have coded them as zero]. We utilise a regression model to predict the number of such visits as a function of various characteristics, including the number of visits to the sampled agency. If it is thought that we should have assumed that not answering this question really meant no visits to other services in most cases, that would imply that the annual multiplier and the estimated national annual total of destitute households/people would be much higher.
10. The indexes used to *predict relative rates of destitution* at local authority level use a lot of data, typically from administrative systems which record all the cases of people using a particular kind of service or benefit. So there is not generally a problem of sampling error per se. Rather, the issue is one of whether what we can generally call '*proxy measures*' are close enough to

destitution itself to provide a robust prediction, singly or in combination. Are they heavily overlapping, in the sense of counting the same people? Are they well *correlated* at the local authority level? Some are closely correlated, others moderately highly correlated, others less so – although always positively correlated. Insofar as different components of these indexes are not wholly overlapping/correlated with one another, are they capturing some different aspects or drivers of destitution? If we had a direct measure of destitution, would the proxy indicators we are using provide a very good prediction of it, in a regression analysis? Or is this ‘model’ incomplete, missing an aspect of the problem, or biased by placing too much emphasis on one factor rather than another? Because we do not have a direct measure of destitution, we do not know the answer to these questions.

11. Some of the component indicators have good ‘*face validity*’. For example, the variable pSFLiv11 (former Social Fund crisis loans for living costs, percent of households, 2011/12) is closely related to the phenomenon of interest, being the former official national system for providing emergency material help to households with no immediate means of livelihood. The indicator of sanctions is justified as relevant because of the evidence from our census survey that quite a lot of destitute households have experienced sanctions, reinforced by qualitative evidence from this and other studies. The composite severe poverty variable ‘LPmodspkb8’ was derived from the UK Poverty and Social Exclusion Survey, as the best ‘discriminator’ in terms of a number of specific measures in that survey of the likely consequences of immediate material hardship e.g. skimping on food; the local authority version of this indicator is the best regression-based predictor of this measure, using proxy variables available in the Census. LPmodussp2 is the equivalent based on Understanding Society. The migration indicators relate fairly directly to the main known components groups of migrants at risk of destitution – current and past asylum seekers, visa overstayers, New EU migrants. The complex needs indicators are derived directly from a specific recent national study of this phenomenon (*Hard Edges*) drawing on the main administrative datasets which directly measure the relevant combinations of disadvantages.
12. Some of the component indicators appear to be more weakly correlated with others, and in some cases we can identify weaknesses in the data collection which may contribute to this (e.g. areas of the country where CAB has little or no representation). Indicators in this category are generally given a lower weight.
13. The exercise of shifting from a simpler index to applied at an average rate across the whole country to using three specific indices for the three groups, and controlling to areas of higher and lower levels of destitution, produced a difference in the national estimate of destitute households of about 14% (668, vs 585k, annual). This is indicative of the margin of uncertainty surrounding judgemental decisions about which indicators to use and at what level to control them to the census survey results. We think that the revised estimates are probably closer, but still imperfect.
14. Taken together with the observations under para 7 above, this suggests that we should not claim high levels of precision for these estimates – ‘within 10-15% at national level’ would probably sum it up.

## Appendix H: Note on Sampling for Qualitative Interviews

12 June 2015

### Introduction

As you know, we need to conduct 8 interviews per case study area (80 in total). As a reminder of who is now responsible for the interviews in each area:

[LIST OMITTED]

A list will be supplied of a filtered and highlighted set of cases to each 'case study lead' above for them to sample from in light of the sampling criteria set out below. A short 'post interview checklist' has also been circulated to record key characteristics of each interviewee so that we can monitor the achieved sample on an ongoing basis and make any adjustments required to demographic and other sampling priorities as fieldwork proceeds.

We are aware that flexibility is paramount in allowing us to achieve the interviews required as efficiently as possible, so the (secondary) sampling criteria will be simply broad guidelines to be borne in mind at local level rather than strict quotas that unduly restrict our options. The main thing is to achieve a reasonable mix in the national sample as a whole, rather than any specific distribution within individual case study sites.

Within that context, there are two key principles underpinning this sampling strategy:

- to capture as fully as possible the range of routes into destitution, as indicated by our literature review and preliminary Census analysis; and
- to pay particular attention to groups/types of destitute experience which are "new", less well understood/researched, and/or particularly relevant to current policy debates. Specifically, this means a somewhat 'boosted' focus on the following groups (though not to the exclusion of those with other experiences): those 'inside' the UK welfare safety net who face destitution (particularly if arises a result of welfare changes); those NRPF migrants who are neither asylum seekers nor EEA; users of foodbanks; and people who have experienced forced labour.

## Essential inclusion criteria

For inclusion in our qualitative sample, individuals must:

- 1) Meet our definition of "destitute" at the point of the Census Survey (see Box 1, p.6, Interim Report);

**AND**

- 2) Have agreed to be re-contacted for interview, and have provided their name and relevant contact details.

The filtered list of cases will be provided for each 'case study lead' to select from that meet these two essential criteria.

## Secondary sampling criteria

While the essential criteria above must be met by all of those interviewed in the qualitative stage of the study, the secondary criteria are simply to be taken into account insofar as is possible in drawing the sample.

### 1. Migrants v non-migrants

The most fundamental division in the sampling strategy will be between those who are UK-born (non migrants) and those born overseas (migrants). The overall aim is for migrants to comprise around **one-third** of the final achieved sample at national level.

But given the very different composition of the destitute population within the case study areas with respect to this characteristic, we would expect that migrants would constitute approximately **two-thirds** of those interviewed in Ealing, Newham and Peterborough, but for there to be **few if any** migrant interviewees in Fife, Wiltshire and Bournemouth. The other case study areas should fall somewhere in between.

Within the migrant group, as noted above, some measure of priority should be given to those who have NOT applied for asylum in the UK (which we can identify from a direct question in the Census questionnaire) and are NOT EEA migrants (which we can identify from their country of origin). This is to allow us to 'boost' the sample of other types of migrants who tend to have been less well researched, but this should not be to the exclusion of the asylum/EEA groups which must still be sampled in reasonable numbers.

Within the non-migrant group, some priority should be given to those cases which do NOT relate to 'complex needs' (identified via a positive response to having slept rough in the Census questionnaire and/or having been sampled through a homelessness or complex needs agency). This is to allow a particular focus on cases of 'new destitution' - people 'inside' the UK safety net affected by benefit sanctions, changes, delays etc. without necessarily having long-term histories of

vulnerability and/or acute support needs. But again, this isn't to exclude the complex needs and homeless groups who must be sampled in reasonable numbers too.

## **2. Particular experiences of interest**

Across both the migrant and the non-migrant samples, there are a number of experiences that are of particular interest, and so some priority should be given to sampling relevant cases:

- users of foodbanks;
- those who have experienced forced labour; and
- specific types of experience identified as particularly relevant/interesting in particular case study areas. Case study leads are invited to make any relevant proposals in their area, e.g. street sex workers

## **3. Demographic /equalities profile**

Across the sample, we would want to ensure a reasonable mix with respect to gender, household type and age that broadly reflects the Census results for the destitute population. This would mean around two-thirds of the achieved sample being single people, the majority of whom should be men, but with a reasonable representation of single women and families with children and other household types too. Around half of the final achieved sample should fall into the 25-45 age bracket.

However, we will not seek to recruit specific proportions of the above categories in each case study area. It is more a question of monitoring of the overall demographic profile as the sample evolves to ensure that this balance is achieved at national level and making adjustments in sampling priorities as needed.

# Appendix I: Topic guide for qualitative interviews – UK-born respondents only

15th June 2015

## Before the interview:

- look at respondent's answers on the hard copy of census questionnaire. Note the type of agency they sought support from.
- BUT still probe about other deprivations as circumstances could have changed since the census.

## Introduction

- remind what the project is about, who is conducting it, remind that they agreed to be re-contacted
- £15 incentive (will be delivered via bank transfer or post)
- participation is voluntary and confidential
- recording (to speed up the interview)
- consent to anonymised quotations in the report/other outputs
- they can withdraw from the interview/refuse to answer any question, without giving a reason
- have they got enough power in the mobile phone battery for one hour's conversation

## 1. Current Situation

Where are you living at the moment? How long have you been living there? Where were you living before that?

Does anyone else live with you? (probe household composition)

Are you working at the moment? Worked recently? (Probe type/how long)

How do you 'get by' just now/what sources of income do you have? Probe: paid work, benefits (which ones), other (e.g. begging, selling scrap metal, selling Big Issue), family, friends, charitable organisations/ religious organisations?

Could you give me a breakdown of what you spend your income on, starting with the what you spend the largest amount on? (prompt on cigarettes, alcohol etc?)

## 2. Experiences of going without/triggers

Blurb along lines of: "it's helpful for us to know what things people have had to go without because they can't afford to pay for them. Can i ask, have you/anyone in your household ever had to go without":

- food?
- clothes or shoes suitable for the weather?
- heating or lighting your home?
- basic toiletries that you/they needed?
- accommodation (ie. slept rough/been homeless (probe what mean by 'homeless'))

For each that they say yes to ask:

- Did this happen recently? Is it still the case? How long did it last for?
- How far short were you of what you needed? (suitably phrased depending on the nature of the good in question)
- Is this the first time you/they had to do without [good] or has this happened before (probe: how often, etc.)
- Can I ask how it came about that you had to do without [good]. (Probe potential triggers as appropriate: benefit reductions/changes in entitlements, benefit delays, benefit sanctions, losing a job/reduced income, eviction, relationship breakdown, domestic violence, health problems, substance misuse, leaving prison/care/hostels/army/other institutions, exploitative/forced labour [see separate list of questions], bereavement, any other traumatic events, etc.)
- Did you see this situation coming, or was it unexpected?

*If doing without more than one of above:* Were you doing without all of these things at the same time or different times? Can you remember what order it happened in? Why did it happen that way round? (Trying to get at trade-offs/prioritisation)

*If doing without some but not all of above:* Can I ask how you managed still to get X when you had to do without Y? (Again trying to get at trade-offs/prioritisation)



Have you had to go without any other essential things that I haven't mentioned? [probe re mobile phone credit, public transport, non-prescription meds, household cleaning materials, etc.] How did that come about?

### 3. Impacts

What impact did going without the things we've discussed have on you/ other members of your household? (probe as appropriate):

- Physical/mental health (including sense of control over one's life/ hope / long-term prospects)
- Experiences of discrimination/stigma
- Ability to participate in labour market/caring roles / other societal contributions
- Social and support networks (positive/negative impacts – e.g. friendships stronger/weaker as a result of destitution)

Is going without some of these things worse than going without others? Why/how do they affect you differently?

*(If seems appropriate, ask) Looking back, were there particular things that happened to you in the past which perhaps led to these problems we have been talking about? (Use potential trigger prompt list as appropriate)*

### 4. Coping / survival strategies

What have you done to meet your/ your family's) essential needs when trying to get by?

Probe: go without/prioritise; go into debt (probe: what type/how serious?); find alternative source of income (probe: which ones); seek help.

If sought help:

- Who did you seek help from? (Probe: parents, other family, friends, charities, religious bodies, foodbanks, Local Welfare Assistance Fund, social work department, housing association, etc.)

- How did you know to go there for help/find out about this?
- Why go there for help rather than [sources not used]?
- What, if any, help was provided? (Probe: cash or in-kind)
- Did you have to wait to get help? How long and what impact did the wait have on you?
- Did it meet /has it met your needs? (Probe: short or long-term)
- How reliable/long term was that help?
- How did you feel about seeking help from this source/relying on them to help you?
- What would you say was the most/least useful help provided? Why?

*See separate list of questions for those using a foodbank. If respondent goes hungry but does not use a foodbank, probe why.*

## 5. Routes out/normative stance

*If still destitute*, How confident are you that your situation will improve? Why/why not? What would make a difference/give you confidence that things will change?

*If no longer destitute*, Are you worried that you that you might find yourself doing without again? Why/why not? (If appropriate) What is it that you are most concerned about?

What would be the most important thing which would make you confident about getting by in the future? (probe job, skills, education, benefit entitlements, relationships, etc.)

Do you think anybody/ any organisation could/**should** have prevented you from having to go without? What makes you say that? What should they have done? What difference would that have made? *Probe: the state, charities, faith groups, parents, other family, friends, person themselves, etc.*

Who, if anyone, should be responsible for making sure that other people in your situation don't have to go without? *Probe: the state, charities, faith groups, parents, other family, friends, person themselves, etc.*

Are there any situations where people doing without should **not** be helped, because of their own behaviour or choices, or should everyone be helped regardless? (Probe: addictions, not managing money well, immigrants, giving up a job, criminal activities). What should happen in those situations?

## 6. Definitions

- What does the word 'destitution' mean to you? *If respondent mentions 'essentials', probe which ones.*
- Would you say that you have ever been destitute? *If yes: when was that?*
- Do you think that people who can't afford to buy the things they need for themselves, but are getting these things from [parents/other family/friends/charity/churches] are destitute? Why do you say that?

## 7. Closing

Arrange the payment:

*If the interview is face-to-face:*

*Offer the respondent a choice between payment via a transfer to bank account in the UK and payment via a shopping voucher.*

*If they choose payment via bank transfer, ask them to fill in the bank account details form (which you should have with you). If they don't remember their bank details, ask them for their email address and say that you will send them a message with the bank account details form attached. They will need to fill in this form and return to you via email.*

*If they choose a shopping voucher, give them one of their choice but **remember to ask them to sign the receipt.***

*If the interview is over the phone:*

- Have you got a bank account in the UK and an email address?

*If they have both, ask for the respondent's email address and say that you will send him/her a message with the bank account details form attached. They will need to fill in this form and return to you via email.*

*If they don't have either a bank account or an email address, ask for their postal address. Ask what type of voucher they would prefer: Asda, Iceland, Morrisons or Tesco. Say that you will send them the voucher via post and that you will also send them a receipt which they will need to sign and return using a pre-paid envelope which will also be included.*

Thank the respondent.

# Appendix J: Topic guide for qualitative interviews – respondents born overseas only

15th June 2015

## Before the interview:

- look at respondent's answers on the hard copy of census questionnaire. Note the type of agency they sought support from.
- BUT still probe about other deprivations as circumstances could have changed since the census.
- Note country of origin and 'asylum'/immigration status, and double check in interview if correct/has changed/add detail etc., i.e. now a British citizen; 'asylum' category (refused, awaiting decision, granted leave/refugee status); EEA migrant (jobseeker/self employed/student); non EEA migrant with work/family visa; irregular migrant (visa overstayer, illegal entrant)

## Introduction

- remind what the project is about, who is conducting it, remind that they agreed to be re-contacted
- **emphasise that nothing to do with UKBA, Home Office/Government, doing work for a charity/all is completely confidential**
- £15 incentive (will be delivered via bank transfer or post)
- participation is voluntary and confidential
- recording (to speed up the interview)
- consent to anonymised quotations in the report/other outputs
- they can withdraw from the interview/refuse to answer any question, without giving a reason
- have they got enough power in the mobile phone battery for one hour's conversation

## 1. Current Situation

I understand that you were born in X country? Can I just ask how long you have been living in the UK now?

Are you a British citizen? When did you get British citizenship? *[If is a British citizen, drop later questions that not relevant e.g. on right to work, benefits, etc]*

*If not a British citizen,*

Can I just check I understood your current situation correctly, are you... (probe for immigration status, e.g. awaiting decision on asylum claim/had an application refused; EEA jobseeker; a migrant on a family visa; visa overstayer, etc). *[emphasise if concerned that confidential/info will be shared with noone from UKBA/Home Office, its just so we ask questions relevant to their situation in the interview]*

Where are you living at the moment? How long have you been living there? Where were you living before that?

Does anyone else live with you? (probe household composition)

Are you working at the moment? Worked since coming to the UK? (Probe type of job(s)/how long)

Can I ask if you were working before you came to the UK (Briefly probe pre-migration work history).

*If has not worked in the UK:*

Do you have the right to work in the UK? If yes, probe other potential barriers to work - recognition of qualifications, English language proficiency, health, care responsibilities, etc.

Can I just check that I understood it correctly, are you entitled to claim welfare benefits in the UK? Which ones (if any) do you receive just now? Have you received any others in the past? Do you receive money from the Home Office?

How do you 'get by' just now/what sources of income do you have? Probe: paid work, benefits (if not already covered), other (e.g. begging, selling scrap metal, selling Big Issue), family, friends, charitable organisations/ religious organisations?

Could you give me a breakdown of what you spend your income on, starting with the what you spend the largest amount on? (prompt on cigarettes, alcohol etc?)

## 2. Experiences of going without/triggers

Blurb along lines of: "it's helpful for us to know what things people have had to go without because they can't afford to pay for them. Can i ask, have you/anyone in your household ever had to go without":

- food?
- clothes or shoes suitable for the weather?
- heating or lighting your home?
- basic toiletries that you/they needed?
- accommodation (ie. slept rough/been homeless (probe what mean by 'homeless'))

For each that they say yes to ask:

- Did this happen recently? Is it still the case? How long did it last for?
- How far short were you of what you needed? (suitably phrased depending on the nature of the good in question)
- Is this the first time you/they had to do without [good] or has this happened before (probe: how often, etc.)
- Can I ask how it came about that you had to do without [good]. (Probe potential triggers as appropriate: coming to the UK, asylum process (when applied/refused/granted), benefit reductions/changes in entitlements, benefit delays, benefit sanctions, losing a job/reduced income, eviction, relationship breakdown, domestic violence, health problems, substance misuse, leaving prison/care/hostels/army/other institutions, exploitative/forced labour [*see separate list of questions*], bereavement, any other traumatic events, etc.)
- Did you see this situation coming, or was it unexpected?

*If doing without more than one of above:* Were you doing without all of these things at the same time or different times? Can you remember what order it happened in? Why did it happen that way round? (Trying to get at trade-offs/prioritisation)

*If doing without some but not all of above:* Can I ask how you managed still to get X when you had to do without Y? (Again trying to get at trade-offs/prioritisation)

Have you had to go without any other essential things that I haven't mentioned? [probe re mobile phone credit, public transport, non-prescription meds, household cleaning materials, etc.] How did that come about?

### 3. Impacts

What impact did going without the things we've discussed have on you/ other members of your household? (probe as appropriate):

- Physical/mental health (including sense of control over one's life/ hope / long-term prospects)
- Experiences of discrimination/stigma
- Ability to participate in labour market/caring roles / other societal contributions
- Social and support networks (positive/negative impacts – e.g. friendships stronger/weaker as a result of destitution)

Is going without some of these things worse than going without others? Why/how do they affect you differently?

*(If seems appropriate, ask) Looking back, were there particular things that happened to you in the past which perhaps led to these problems we have been talking about? [use relevant items from potential trigger list above as probes if necessary]*

### 4. Coping / survival strategies

What have you done to meet your/ your family's) essential needs when trying to get by?

Probe: go without/prioritise; go into debt (probe: what type/how serious?); find alternative source of income (probe: which ones? Probe attitude to cash-in-hand work if cannot work legally, including fear of deportation); seek help.

If sought help:

- Who did you seek help from? (Probe: parents, other family, friends/diaspora, charities (probe: mainstream orgs or migrant ones, why), religious bodies, foodbanks, Local Welfare Assistance Fund, social work department, housing association, etc.)
- How did you know to go there for help/find out about this?
- Why go there for help rather than [sources not used]?
- What, if any, help was provided? (Probe: cash or in-kind)
- Did you have to wait to get help? How long and what impact did the wait have on you?
- Did it meet /has it met your needs? (Probe: short or long-term)



- How reliable/long term was that help?
- How did you feel about seeking help from this source/relying on them to help you?
- What would you say was the most/least useful help provided? Why?

*See separate list of questions for those using a foodbank. If respondent goes hungry but does not use a foodbank, probe why.*

## 5. Routes out/normative stance

*If still destitute, How confident are you that your situation will improve? Why/why not? What would make a difference/give you confidence that things will change?*

*If no longer destitute, Are you worried that you that you might find yourself doing without again? Why/why not? (If appropriate) What is it that you are most concerned about?*

What would be the most important thing which would make you confident about getting by in the future? (probe legal status/right to work, getting a job, skills, education, benefit entitlements, relationships, etc.)

Is your short/long-term plan to stay in the UK or will you return to your country of origin do you think? Why/why not?

Do you think anybody/ any organisation could/**should** have prevented you from having to go without? What makes you say that? What should they have done? What difference would that have made? *Probe: the state, charities, faith groups, parents, other family, friends, person themselves, diaspora, etc.*

Who, if anyone, should be responsible for making sure that other people in your situation don't have to go without in the UK? *Probe: the British state, charities, faith groups, parents, other family, friends, person themselves, diaspora, etc.*

Are there any situations where people doing without should **not** be helped, because of their own behaviour or choices, or should everyone be helped regardless? (Probe: addictions, not managing

money well, (certain groups of) immigrants, giving up a job, criminal activities, etc.). What should happen in those situations?

*If respondent thinks the British state has responsibility to migrants: can i ask you a bit more about why you feel that the British state should be responsible for ensuring that migrants don't go hungry or sleep on the streets/do without other essentials? Probe: moral case / humanitarian/human rights / contribution via taxes / cheaper for Britain to prevent migrant destitution than deal with the consequences etc.*

## 6. Definitions

***[DROP THIS SECTION IF STRUGGLING WITH THE ENGLISH]***

- What does the word 'destitution' mean to you? *If respondent mentions 'essentials', probe which ones. (If appropriate) probe if make a distinction between what destitution means in UK and in country of origin*
- Would you say that you have ever been destitute? *If yes: when was that?*
- Do you think that people who can't afford to buy the things they need for themselves, but are getting these things from [parents/other family/friends/charity/churches] are destitute? Why do you say that?

## 7. Closing

Arrange the payment:

*If the interview is face-to-face:*

*Offer the respondent a choice between payment via a transfer to bank account in the UK and payment via a shopping voucher.*

*If they choose payment via bank transfer, ask them to fill in the bank account details form (which you should have with you). If they don't remember their bank details, ask them for their email address and say that you will send them a message with the bank account details form attached. They will need to fill in this form and return to you via email.*

*If they choose a shopping voucher, give them one of their choice but **remember to ask them to sign the receipt.***

*If the interview is over the phone:*

- Have you got a bank account in the UK and an email address?

*If they have both, ask for the respondent's email address and say that you will send him/her a message with the bank account details form attached. They will need to fill in this form and return to you via email.*

*If they don't have either a bank account or an email address, ask for their postal address. Ask what type of voucher they would prefer: Asda, Iceland, Morrisons or Tesco. Say that you will send them the voucher via post and that you will also send them a receipt which they will need to sign and return using a pre-paid envelope which will also be included.*

Thank the respondent.

# Appendix K: Topic guide for qualitative interviews - Additional questions to respondents who have used a foodbank

15<sup>th</sup> June 2015

[ASK AFTER OR WEAVE INTO THE SECTION ON 'COPING STRATEGIES']

## 1. Introduction - pattern of use of foodbanks

Would you mind if I asked you a few extra questions about using the foodbank - as they are still quite new in the UK we are interested in finding out how people feel about using them

First of all, can I check, have you used just one foodbank or more than one foodbank when you needed help with food?

*If more than one foodbank, tailor the questions below accordingly.*

How did you get to know about the foodbank(s)? Probe: friend's recommendation, informed by a third sector agency, council, church announcement etc?

Did you need a formal referral (e.g. a voucher or form filled in somewhere else)? *If yes:* how easy was it to get that? How did you feel about having to do that? Who referred you (charity/voluntary service provider, benefit advisor, GP, social worker, church, etc)? How did the referral process work (i.e. did you get a letter to take, was there much a delay, was it difficult at all or quite straightforward?)

How many times have you used the foodbank? Would you ideally want to use it more often or has that been enough from your point of view? *If would have preferred to use more often* - What prevented from getting more help? (Probe if respondent restricted by the 'maximum 3 parcels' rule at the Trussell Trust<sup>4</sup> and some other foodbanks). Did you get food from another source or have to do without?

Do you happen to know if the foodbank you used part of the Trussell Trust network?

*If respondent used a Trussell Trust foodbank more than three times:*

How did you manage to get further help from the foodbank? What was involved in this (a discussion with the foodbank manager?); how easy was it to get more help.

## 2. Experience of using foodbanks

What is your opinion on what was provided in the parcel(s)? Probe: quality of food; quantity of food; lack of fresh food, toiletries/nappies.

Did you have choice of items? Were they able to give you food that was appropriate to your needs/those of your family? Did they talk to you about that, or just give you a standard package? (Probe about dietary needs, preferences, allergies, health issues, religious requirements, etc.)

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<sup>4</sup> Trussell Trust foodbanks allow maximum three visits within six months. Further help is at foodbank manager's discretion. Other foodbanks operate other limits to usage.

How easy was it to get to the foodbank? Probe: cost of public transport; accessibility.

How did you feel about using the foodbank the first time you went there? Did you have any concerns or were you quite fine with it? Why did you feel that way? *Without leading, probe if they had feelings of shame/humiliation.*

How did you feel on your subsequent visits to the foodbank? Have your feelings changed? Why? *Refer to what respondent said earlier about his/her first visit – try to probe if respondent experienced ‘normalisation’, if they had felt initial humiliation.*

How were you treated by foodbank staff? Were they friendly/helpful? How do they compare to the staff in other agencies/services you use? Did they interview you/ask you questions? How did you feel about that?

Do you know if the foodbank attached to a church or run by a religious group? If yes, how did you feel about that? If no, would it matter to you if they were, or not bother you one way or the other?

*If respondent used two or more foodbanks:*

Why did you need to use more than one foodbank? Was the experience of using them very similar or were they different at all? Can you explain what was different about them?

*If respondent used only one foodbank:*

Could you have gone to a different foodbank in your town instead of the one you actually used? *If yes: why did you decide to use that particular foodbank?*

### **3. Alternatives to foodbanks**

What would you have done if there was no foodbank in your area? Probe: gone without; found food from another source; given up other essentials so could eat.

Would it be possible for you get food from another source (friends/family etc) instead of going to a foodbank? *If yes: why is it better from your point of view to a foodbank? This question refers to the argument put forward by some that foodbank clients are ‘opportunistic shoppers’*

Have you used other sources of free or cheap food such as community cafes or ‘soup kitchens’ at the same time as you were using a foodbank? How did you feel using those? *Probe if feelings different to those related to using a foodbank.*

### **4. Normative views on foodbanks**

What is your opinion on the fact that some foodbanks allow people to just come as and when they need help while others only allow people to come if they have first approached a GP, social worker, benefit adviser, etc.? Is that sort of more ‘formal’ approach a good or bad idea?

What is your opinion on the fact that some foodbanks only allow people to come three times within six months? Is it a good or bad idea to ration help?

How do you feel about the fact that some foodbanks interview people about their circumstances before giving them parcels and others don't. Is it a good or bad idea to do these interviews?

Do you think, in general, that foodbanks are a good idea/its good thing that they exist? Or do you think it would be better if there were no foodbanks at all? Why do you say that? (*Probe: if think they help people or not, but also whether think that the shouldn't be needed because Government or others should make sure people have enough food instead*).

# Appendix L: Qualitative Fieldwork Ethics and Safety

18th June 2015

## Introduction

This paper covers the ethics and safety aspects of our qualitative fieldwork, in fulfilment of the undertakings we made in our 'Ethics' application to Heriot-Watt.

## Informed Consent, Confidentiality and Disclosure

We said in our Ethics submission:

*"In line with the SRA ethical guidelines, we place informed consent and strict adherence to confidentiality and anonymity at the heart of our ethical approach to all of our research with vulnerable groups. User-friendly information sheets will be produced for all potential participants. It will be made clear to interviewees that they are under no obligation to participate in the study, that their decision about whether or not to be involved will have no influence on their eligibility for services/assistance, that they are free to withdraw from the study at any time, and that they will not be identified in any research outputs."*

Please find attached a service user information sheet that covers these points. If you are interviewing someone face-to-face, please give them the information sheet at the start of the conversation (or read it out for them if they prefer), and make sure that they are happy with it all before asking for permission to record the interview. If you are interviewing them over the phone, you will need to summarise the content of the information sheet verbally and give them the opportunity to ask any questions before proceeding.

We have also said that we will have a specific "*protocol regarding actions to be taken in instances of disclosure (e.g. where an interviewee reveals that s/he or another vulnerable person is at particular risk of harm)*". You will see that the issue of disclosure is covered in the service user information sheet, and in all likelihood this will be sufficient to cover this matter as the issue will not arise. However, in case you do find yourself in a position wherein a concerning disclosure is made to you, you might find the attached guidelines (prepared for the ESRC Welfare Conditionality study) on how to handle this situation helpful.

## Interviewee Distress

If an interviewee should become distressed during an interview, use your best judgement as to whether to have a break and then continue (if they are willing to do so), or to discontinue the interview or cut it short. **The well-being of the interviewee must always take precedence over our requirement for data.**

In case interviewees do become distressed, it is good ethical practice to have someone to refer people onto for support if this proves necessary.

If the interviews are taking place in an agency setting, this means ensuring that you know who within the agency you should speak to if such a situation arises, or if there is a 'disclosure' of a concerning kind (see above). Best to deal with this in a low key way: just ask *"its unlikely, but if anyone becomes distressed etc is it you/X that I should speak to about it?"*

If you are conducting telephone interviews, or interviews outwith a specific agency, then you should have to hand a list of potential support agencies in the local area that might be relevant to the sorts of people you are interviewing. Many of the relevant agencies' contact details are likely to be available already in the "mapping" spreadsheet produced for the Census Survey.

## Researcher Safety

While many of the qualitative interviews will be conducted by telephone, some will be conducted face-to-face, in agency or other field settings. These guidelines are to help protect your safety while out in the field and must be adhered to at all times.

Our objective is to obtain high quality interview material, but not at any cost. **Your safety is paramount:** be advised by agency staff on how to keep safe if working in their service, and if any issues arise that you want advice on, contact Suzanne in the first instance.

Specific points to bear in mind:

- If possible/appropriate, interviews should take place in a prearranged location where other members of the public or staff are present nearby. Typically, this will be in a service provider agency of some kind.
- Interviews conducted by a lone interviewer in the respondent's home, or another private place, should be avoided wherever possible. Where such an interview is the only or most feasible option, one or more of the additional following steps **must be taken** so that both interviewer and participant are aware that the whereabouts of the researcher is known to a responsible third party:
  - a. The researcher should telephone a 'named contact' at HWU on arrival at the home, and on departure/at an agreed later point (this 'named contact' will



normally be another member of the Destitution research team, whom it has been established in advance is available at the given time).

- b. Involve project/agency workers to pick up/drop off the researcher at the respondent's home.
  - c. Researchers may work as a team in an area, arriving at a house as a pair and arranging a time for the second team member to return to collect them
- Details of their itinerary and appointment times (including names, addresses and telephone numbers of people being interviewed, interview locations, and overnight accommodation details) must be forwarded by each researcher to their agreed HWU 'contact person'
  - It is the responsibility of the researcher to inform their 'named contact' of any changes to their daily itinerary that may occur and also to report in at the end of each day once all interviews have been safely completed. The named contact will keep telephone numbers for the researcher and their next of kin in case they do not report in at the end of the day. If by the agreed time the researcher has not called in, it is the responsibility of the named contact to take action by calling the researcher and, if necessary, the next of kin.
  - Any incident during an interview that gives concern to the researcher that the interviewee is likely to cause serious harm to themselves or others will be logged and reported to Suzanne as soon as possible (see disclosure points above).
  - If a researcher is made to feel threatened or uncomfortable by the behaviour of an interviewee, then they should **terminate the interview as soon as possible, exit the location and contact their named contact and/or Suzanne at the first opportunity.**
  - **In cases of emergency:** if a researcher feels that their safety or well-being is in any doubt they must remove themselves from the interview as soon as possible. If they cannot exit then they should call a colleague as soon as possible (where practicable this should be their 'named contact' in the first instance) and use the code word **red file** e.g. *'Can you have a look in the red file please?'*. The member of staff receiving this call should ask for the following information and respond appropriately.
    - Check the location of the person 'Are you at ...?'
    - Do you need assistance e.g. another team member, the police?
    - Do you want me to arrange someone to come and collect you?

More generally, in doing this kind of research things happen in the field that we just can't anticipate in advance. We all will have to use our best judgement and common sense while thinking on our feet to some extent. Some of these services and other interview contexts will be chaotic and crises may arise that mean a tactful (temporary or permanent) withdrawal is wise or necessary.

## Appendix M: NVivo Coding Frame for Qualitative Interviews

03 September 2015

*(For migrants to UK, main codes only apply to experiences since coming to the UK - 'additional migrant codes' cover pre-UK experiences as well as migrant-specific UK experiences)*

1.	Employment (current)	EMP CUR
2.	Employment (history)	EMP HIS
3.	Benefits received	BEN
4.	Job seeking activities/Work Programme etc.	EMP SEEK
5.	Qualifications/education/skills	QUAL/EDU
6.	Volunteering activities	VOL
7.	Children (any mention)	CHILD
8.	Caring responsibilities (other than for children)	CARER
9.	Food	FOOD
10.	Heating	HEAT
11.	Lighting	LIGHT
12.	Clothes and shoes	CLOTH
13.	Toiletries	TOIL
14.	Sleeping rough	ROUGH
15.	Other essentials (mobile phones, bus fares, non-prescription meds, household cleaners etc)	OTH ESS
16.	Household goods, furniture, etc.	HH GOODS
17.	Trade-offs/prioritisation between basic needs	PRIORIT
18.	Housing type/tenure	TENURE
19.	Housing circumstances/conditions	HOUSE
20.	Homelessness	HLESS
21.	Applying as statutory homeless	STAT H
22.	Eviction	EVICT
23.	Physical ill health/disability	PH
24.	Mental ill health	MH
25.	Substance misuse	SUBST
26.	Prison	PRIS
27.	Hospital	HOSP
28.	Army	ARMY
29.	Being in care/leaving care	CARE L
30.	Relationship breakdown	RELAT
31.	Domestic violence	DV
32.	Bereavement	BEREAV
33.	Loss of a job/unemployment	JOB LOSS
34.	Problem debt	PROB DEBT
35.	Benefit sanctions	SANCT
36.	Benefit delays/errors	BEN DEL / BEN ERR
37.	Benefit reassessments	BEN REASS
38.	Bedroom tax	BT
39.	Other benefit cuts/restrictions	OTH BEN PROB
40.	Other causes of destitution	OTH CAUSE
41.	Foodbank: a) attitude of staff/volunteers	FB STAFF
42.	Foodbank: b) quality/appropriateness/choice of food etc,	FB PARCEL

43.	Foodbank: c) referral/voucher process	FB REFER
44.	Foodbank: d) accessibility	FB ACCESS
45.	Foodbank: e) frequency of use	FB FREQ
46.	Foodbank: f) feelings about using	FB FEEL
47.	Foodbank: g) alternative if no foodbanks	FB ALTER
48.	Foodbank: h) normative views on foodbanks (incl. religious stuff)	FB NORM
49.	Help from family	HELP FAM
50.	Help from friends	HELP FRI
51.	Help from charities/churches	HELP CHAR
52.	Help from Local Welfare Assistance Scheme /SWF etc.	LWAS / SWF
53.	Help from social work department/Section 12 etc.	HELP SW
54.	Other help from local authority	HELP OTH LA
55.	Help from other organisations (housing association, trade unions, etc.)	HELP OTH ORG
56.	Other sources of income (e.g. begging, selling Big Issue, etc)	OTH INCOME
57.	Gone into Debt (coping strategy)	INTO DEBT
58.	Stigma/shame/embarassment	STIG
59.	Social support networks/isolation	SOC SUP
60.	Impact of destitution on relationship with family	IMP FAM
61.	Impact on destitution on relationship with friends	IMP FRI
62.	Impact of destitution on mental health	IMP MH
63.	Impact of destitution on physical health	IMP PH
64.	Impact of destitution on ability to work/undertake caring responsibilities	IMP WORK
65.	Confidence/hope/concerns about the future	CONFID
66.	Priorities for the future (education/skills, work, health, relationships, etc)	FUT PRIO
67.	Definition of destitution	DEF
68.	Normative views (who should/should not be helped, who should help them, why, etc.)	NORM
69.	Faith/religious basis of helping organisations	FAITH
70.	Geographical mobility (in UK)	MOBI

#### ADDITIONAL MIGRANT CODES

71.	Length of time in UK	LENGTH
72.	Living conditions in home country	COND HOME
73.	Experience of destitution in home country	DEST HOME
74.	Trauma/torture in home country	TRAUM HOME
75.	Reasons for migrating to UK	MIG REAS
76.	Asylum process	AS PROC
77.	Asylum appeals process	AS APPE
78.	Asylum refused - leaving NASS accommodation/S95 benefits	AS REF

79.	Asylum granted - transition to mainstream housing/benefits	AS GRANT
80.	Views on NASS/Home Office accommodation/S95 benefits	AS ACC/BEN
81.	Views on dispersal/locations sent to	DISPER
82.	Experience of/views on Section 4 accommodation/subsistence	SEC4
83.	Right to work in UK	RIGHT WORK
84.	Recourse to public funds/benefits in UK	NRPF / RPF
85.	Spouse/children overseas	FAM HOME
86.	Remittances to/from family overseas	REMIT
87.	Help from diaspora in the UK	HELP DIAS
88.	Plans to stay/leave UK (incl. reasons for not going back)	MIG PLANS