Asylum seekers' experiences of the voucher scheme in the UK – fieldwork report

Andrea Eagle, Lesley Duff, Carolyne Tah and Nicola Smith

The views expressed in this report are those of the authors, not necessarily those of the Home Office (nor do they reflect Government policy).

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Executive summary

This report presents the methods and findings of a study to investigate asylum seekers' experiences of using vouchers to pay for food and other requirements. The study findings were used as evidence about the operation of the voucher scheme when it was reviewed during 2001 (Home Office, 2001).

The report begins with an executive summary that outlines the background to the study and summarises its method and findings. In the main text, the first section describes the aim and methods of the study in more detail, including sampling, qualitative interviews and the completion of a translated questionnaire by asylum seekers. Finally, the study findings are presented. The implications of the fieldwork findings are discussed in the *Report of the Operational Reviews of the Voucher and Dispersal Schemes of the National Asylum Support Service* (Home Office, 2001).

Background

In April 2000, the Government set up a centrally administered national asylum support scheme to rationalise the system of providing support to destitute asylum seekers. As part of the scheme, asylum seekers received vouchers in place of social security (cash) benefits. In the autumn of 2000, the Government announced its intention to review the operation of the voucher scheme to identify deficiencies and to propose remedies where necessary.

The review was based on representations from stakeholders and other interested parties, examination of the National Asylum Support Service's relevant processes and practices and a fieldwork study with asylum seekers. This report presents the methods and findings of that fieldwork study.

Summary of aim and method

The aim of the study was to find out about asylum seekers' experiences of using vouchers.

Evidence about asylum seekers' experiences was sought from qualitative and quantitative fieldwork. First, in-depth interviews were conducted with 23 asylum seekers; then, following qualitative analysis, the findings were used to develop a questionnaire that included a mixture of closed and open-ended questions. This questionnaire was translated into the top 17 languages spoken by supported asylum seekers. Questionnaires were given to asylum seekers by trained interviewers but were completed independently by the participants. Completed questionnaires were received from 205 asylum seekers and responses were analysed both quantitatively and qualitatively.

The 228 asylum seekers who participated in the fieldwork were broadly representative of the total population of asylum seekers receiving NASS support at the time of the fieldwork. Precautions were taken to ensure that asylum seekers felt able to speak freely during the fieldwork, including seeking their consent to participation, explaining that the views of individuals would remain confidential, and interviewing asylum seekers in their homes or at a neutral venue not associated with NASS.

Summary of the findings

The findings from the fieldwork with asylum seekers provided experiential evidence about how well the voucher scheme was operating at the time of the study (November-December 2000) and some indication of how it was perceived by asylum seekers.

The experiences and views of asylum seekers about the operation of the voucher scheme are summarised below under six key headings: information; collecting vouchers; using vouchers; value of vouchers and change; respect and discomfort; and travel.

Information

- Letters from Sodexho and NASS, explaining the voucher scheme and providing the means of accessing the vouchers at the Post Office, do not always arrive.
- Written materials are sometimes in English and may therefore be incomprehensible.

- The voluntary sector is unable to routinely provide local information.
- The NASS help line is difficult to access.
- Local information needs to be updated more often e.g. lists of participating retailers.

Collecting vouchers

- Sometimes very long distances must be travelled to collect vouchers from the Post Office.
- Long queues develop in Post Offices due to large numbers of asylum seekers and other customers.
- Vouchers are sometimes unavailable for collection or asylum seekers may not receive the correct amount.
- Other people in the Post Office queue are unpleasant.

Using vouchers

- Sometimes long distances must be travelled to and from shops.
- Shops may refuse vouchers for various reasons including: the name on the voucher doesn't match the person using it, shop staff do not know what can be bought with vouchers and insist only food can be purchased, shops are not participating in the scheme.
- Shop staff do not recognise or know how to process vouchers.
- Shops that accept vouchers are more expensive than other shops and markets not participating in the scheme.
- It can be difficult to calculate the cost of goods and which vouchers are required for payment, incurring the least waste of the vouchers' value.
- Shops with preferred goods are not participating in the scheme.
- Other shoppers are sometimes unpleasant.

Value of the vouchers and change

- Some goods are too expensive to afford with vouchers e.g. children's clothes and school uniforms, winter clothes, shoes, etc.
- Some goods may be unavailable for purchase with vouchers e.g. overseas postage stamps, and travel tickets.
- The no-change policy is wasteful of resources.
- Asylum seekers would prefer a greater cash/voucher split to promote flexibility.
- The one month expiry date on vouchers makes it difficult to save up for more expensive items.
- It can be difficult to calculate costs and the vouchers required for payment, particularly with odd denominations of vouchers e.g. 4p and 21p.

Discomfort and respect

- Many asylum seekers completing the questionnaire reported that they felt embarrassed when collecting their vouchers because they perceived that people were looking at them.
- Asylum seekers also reported feeling embarrassed because they have difficulty adding up the cost of their shopping and knowing which vouchers to use.
- When delays occur, other people in the queue get upset and complain about the asylum seeker, causing him or her embarrassment and distress.
- Aside from the general hostility experienced when collecting and using vouchers, asylum seekers participating in the fieldwork did not report racial abuse directly related to the vouchers.

Travel

- Walking is the normal mode of travel.
- Long distances are perceived as a hardship by some, especially older people and those with children who have to carry shopping.
- Sometimes appointments are missed because of travel difficulties.

Fieldwork with asylum seekers

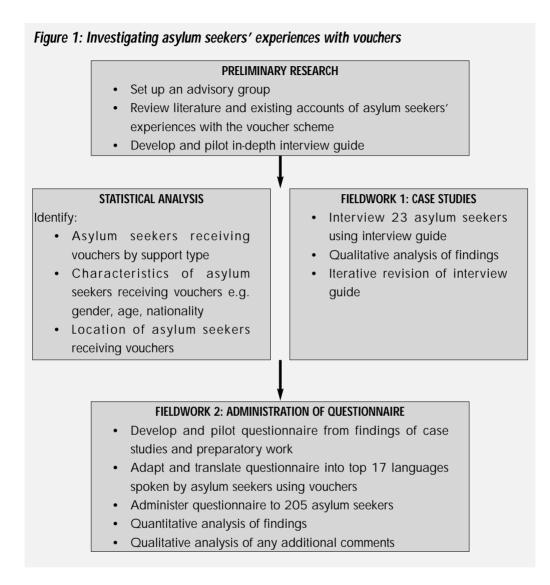
Aim and methods

Aim of the fieldwork

The fieldwork aimed to find out about asylum seekers' experiences of using vouchers.

Method

A two stage, multi-method approach was used to investigate asylum seekers' experiences of the voucher scheme. First, in-depth interviews were used to ask 23 asylum seekers about their experiences of using vouchers and their views about the scheme. Second, a further 205 asylum seekers completed a questionnaire about the use of vouchers. The sample of asylum seekers completing the questionnaire was broadly representative of the UK-wide population of asylum seekers receiving support from NASS. The questionnaire was developed from the findings of the in-depth interviews and included closed and open-ended questions. Fieldwork with asylum seekers took place during November and December 2000. In addition, statistical analysis was made to ascertain the number of asylum seekers opting for voucher support and the characteristics of those who used the scheme. An overview of the method is provided in Figure 1.



The sample

Two samples were drawn from nine cluster areas: an interview-sample and a sample to selfcomplete the questionnaire. A cluster area is a geographical area to which the National Asylum Support Service may disperse asylum seekers. Cluster sampling was chosen rather than sampling from the entire UK population of asylum seekers receiving support from NASS to facilitate the practical arrangements of conducting in-depth interviews and face-to-face administration of questionnaires within the time constraints of the fieldwork. Face-to-face administration of questionnaires was required to enable asylum seekers to participate who had limited reading ability or who spoke a language into which the questionnaire was not translated. The nine cluster areas chosen were at that time the largest in the UK and they provided a broadly representative sample of the population of asylum seekers supported by NASS (see Annex 2). A sample of 528 principal applicant asylum seekers was then randomly identified from the cluster areas to participate in the study. Asylum seekers for each stage of the fieldwork were then sampled from this pool.

A stratified purposeful sample of 40 principal applicant asylum seekers was identified from the cluster samples for in-depth interviews. The interview sample was stratified to ensure it included the following variables: membership of most numerous and least numerous asylum seeking communities, gender, families and singles, well established and less well established dispersal areas and the traditional location of the majority of asylum seekers. Asylum seekers were sought for interview until no new information was collected. The 23 asylum seekers interviewed were then removed from the main sample.

The remaining 505 asylum seekers in the sample were invited to complete a questionnaire either by letter or in person. Two attempts were made to contact each asylum-seeker after which non-availability was recorded as a non-response.

In-depth interviews

In-depth interviews were used to explore asylum seekers' experiences of the voucher scheme. The findings of the interviews were also used to develop a questionnaire about asylum seekers' experiences with vouchers.

An interview guide was developed from themes raised during five preliminary unstructured interviews and from issues raised by commentators on the voucher scheme. The interview guide included questions about information, the experience of obtaining vouchers in the post office, using vouchers, travelling and other such issues. Interviewers also asked asylum seekers whether they could suggest any improvements to the voucher scheme. Lead-in questions began with phrases such as "tell me about..." or "describe..." Questions were added to the interview guide as participants added new topics. The interview guide was then piloted with ten further asylum seekers prior to the fieldwork.

Verbal, informed consent was obtained from asylum seekers prior to interviews. Trained interviewers conducted the interviews with interpreters if required. Interviewers took notes because it was felt to be intrusive and intimidating to record interviews on audiotape.

Interviews lasted an average of one hour. Taking a lead from other researchers working with participants from disadvantaged groups, the interviewers followed the guidelines for collaborative interviewing (Laslett & Rapoport, 1975) by answering asylum seekers' questions where possible. For example, some asylum seekers asked about how vouchers would be delivered over the Christmas period.

Ten of the interviews took place in a private room attached to the accommodation in which the asylum seekers were living, the remaining 13 interviews took place in asylum seekers' homes. The majority of these asylum seekers (87%) were interviewed on their own. Two couples asked to be interviewed together. No other family members, flat mates or friends were present during any of the interviews. Children were sometimes also in the house but did not interfere with the interview.

Questionnaire administration

A questionnaire asking about experiences with vouchers was completed by 205 asylum seekers. A self-report questionnaire enabled asylum seekers to report their views and experiences themselves, minimising the possibility of interviewer bias. In the time available, it also enabled a larger sample of asylum seekers to be included in the fieldwork than would have been possible using only qualitative methods.

The questionnaire was developed from the findings of the in-depth interviews augmented by information from experts in the use of vouchers, plus evidence about best practice in crosscultural research (Brislin, 1986; Herdman *et al.* 1998). An English version of the questionnaire was piloted with four respondents from a mixture of ethnic and language backgrounds to check for clarity, repetition and ease of use. Next, the questionnaire was translated into 17 of the languages most commonly spoken by asylum seekers who receive NASS support: Albanian, Arabic, Chinese, Czech, Farsi/Afghan, Farsi/Persian, French, Kurdish/Kurmanji, Kurdish/Sorani, Punjabi, Romanian, Russian, Somali, Swahili, Tamil, Turkish, and Urdu. Each translated version of the questionnaire was critically appraised for cultural appropriateness and validity. An example of the questionnaire is provided in Annex 1.

Asylum seekers were informed about the study and invited to participate by accommodation providers or the interviewer. Appointments were made with asylum seekers to complete the questionnaire during one week in December 2000 to reduce the possibility of additional variables, such as the Christmas post, influencing responses. The interviewers explained the study, outlined the process for completing the questionnaire and reassured asylum seekers about the confidentiality of findings. Verbal informed consent was obtained from each

asylum seeker before he or she was asked to self-complete the questionnaire in the language of his or her choice. For asylum seekers with limited literacy or those for whom no translated questionnaire was available, assistance with the questionnaire was provided by an interpreter, either in person or via a telephone three-way link. Interpreters spoke the top five languages spoken by asylum seekers participating in the fieldwork: Arabic, Farsi, French, Kurdish and Turkish, and one interpreter also spoke Spanish, German and Dutch.

The questionnaire was administered in the homes of asylum seekers or, in Glasgow and London, at a neutral venue not associated with NASS. Either transport or a travel card was provided for asylum seekers invited to participate in interviews in Glasgow and London. Once completed, the responses to each questionnaire were translated back into English by an independent translation service and the data entered into a database. Ten questionnaires that arrived back from the translators after the deadline for analysis were excluded.

Analysis

The information collected during the fieldwork with asylum seekers was analysed using standard gualitative and guantitative techniques. Two methods were used to analyse the interview data. First, the researcher coded the overt meaning of the participants' responses as well as any underlying meaning. Next, the interview data were examined for words, phrases, descriptors and terms associated with the research topic, which were then tabulated and summed. These two methods were used in a complementary manner for two reasons. First, it was important to ensure that both overt and covert meaning was identified, and that themes identified by content analysis did not just reflect the questions posed by the discussion guide. Secondly, the sole use of counting the number of times something was mentioned could have biased findings to include primarily the experiences and views of the more articulate or expressive asylum seekers. This quantitative analysis was, however, important in providing evidence about the relative importance of topics mentioned. For example, only one asylum seeker may have raised a particular issue during the stage 1 interviews, leading to the exclusion of the topic as a questionnaire item. To compensate for any important omissions, the qualitative data collected by the questionnaire were carefully scrutinised to check whether the issue had been raised. If the topic was not raised again or suggested from the triangulated data it was excluded from the synthesis of findings presented in Annex 4. The findings presented in Annex 4 therefore reflect the most commonly raised topics and issues related to the voucher scheme considered by asylum seekers to be most important.

For the quantitative analysis, each question on the questionnaire was analysed individually, although not all questions were answered by every participating asylum seeker. Therefore, any percentages in this analysis are shown as the percentage of those who answered the question, not of all the 205 asylum seekers completing the questionnaires. The charts corresponding to the analysis are attached in Annex 5.

Following qualitative and quantitative analysis, the findings from each of the interviews and the completed questionnaires were compared and areas of common and discrepant experiences identified. This technique is known as triangulation and enables the researcher to test one source of information against another to check the robustness and validity of findings.

Findings

Three sets of findings are presented. First, the characteristics of asylum seekers participating in the interviews are described, including response rates. Second, the characteristics of asylum seekers completing questionnaires are summarised, including the degree to which they represent the fieldwork sample and the total sample of asylum seekers receiving NASS support across the UK. Thirdly, asylum seekers' experiences with the voucher scheme are described under six headings that reflect the most commonly raised issues: information; collecting vouchers; using vouchers; the value of vouchers and change; discomfort and respect; and travel. For each heading, the synthesised findings from the quantitative and qualitative data are described together to demonstrate triangulation and to avoid duplication. Where differing experiences and views were expressed in interviews and questionnaire responses these are indicated in the text.

Fieldwork sample characteristics

Interview sample

Twenty-three asylum seekers participated in the in-depth interviews. Of these, 5 lived in Brighton, 3 lived in London, 6 lived in Glasgow and 9 lived in Liverpool. Table 1 presents the characteristics of the asylum seekers participating in the interviews.

Interview	Sex	Dependants	Time in UK	Time on vouchers	Country
1	F	0	3 months	3 months	Ivory Coast
2	F	0	5 months	2 months	Rwanda
3	F	0	3 months	11 days	Cameroon
4	Μ	0	5 months	3 months	Zimbabwe
5	Μ	0	6 months	2 months	Iran
6	Μ	2 (wife & child)	7 months	1 months	Iraq
7	F	3 (husband + 2 children)	5 months	2 months	Somalia
8	Μ	4 (wife + 3 children)	6 months	5 months	Iraq
9	F	1 (husband)	4 months	4 months	Palestine
10	Μ	0	3 months	3 months	Iraq
11	Μ	2 (wife + child)	4 months	4 months	Sri Lanka
12	Μ	0	6 months	6 months	Iran
13	Μ	1 (sister)	3 months	3 months	Somalia
14	Μ	0	7 months	7 months	Albania
15	Μ	0	4 months	3 months	Zimbabwe
16	Μ	2 (wife + child)	1 months	2 months	Sierra Leone
17	F	1 (child)	1 months	2 months	Sierra Leone
18	F	1 (infant)	4 months	3 months	Congo
19	Μ	0	1 months	2 weeks	Chad
20	F	0	6 months	5 months	Congo
21	Μ	2 (wife + baby)	2 months	1 months	Colombia
22	F	3 (husband + 2 children)	6 months	6 months	Colombia
23	F	4 (husband + 3 children)	4 months	3 months	Bolivia

Table 1: Characteristics of asylum seekers interviewed

Asylum seekers in the interview sample ranged in age from 18 to 66 years, with the majority in their late twenties/early thirties. Participants came from a range of countries, representing the wide spread of nationalities receiving NASS support. The interview sample intentionally differed proportionally from the total UK population of asylum seekers receiving NASS support in order to ensure that the experiences and views of smaller communities, such as South Americans, were included. The wide range of languages spoken by the interview sample also reflected this difference and the monolingual, bilingual and in some cases multilingual skills of asylum seekers. Interviewed asylum seekers had lived in the UK between 1 and 7 months. The asylum seekers had used NASS vouchers for between 11 days and 7 months. The interview sample is almost equally split between families (12, 52%) and singles (11, 48%).

Questionnaire sample

In the second stage of the fieldwork, 205 asylum seekers participated and completed questionnaires. This sample is known as 'asylum seekers who completed the questionnaire' to distinguish it from the 'main fieldwork sample' drawn at random from the NASS database.

The distribution of nationalities and languages in the UK-wide population, the main fieldwork sample and amongst asylum seekers completing questionnaires is comparable. The nationality comparisons show that the six main nationalities in the UK-wide population (63%) – Iraq, Iran, Afghanistan, Sri Lanka, Turkey and Somalia – were represented in the main fieldwork sample by 59 per cent of asylum seekers and by 58 per cent of asylum seekers completing questionnaires (including the figures for Kurdistan). The language comparisons show that the 7 main languages in the UK-wide population (66%) – Kurdish, Farsi, Tamil, Arabic, Albanian, English and Turkish – were represented in the main fieldwork sample by 63 per cent of asylum seekers and by 60 per cent of those completing questionnaires.

Given that the questionnaire did not include a question directly asking whether an asylum seeker was part of a family or was a single adult and there was also no question about the particular type of support NASS was providing (qualitative data was sought), information about family/single splits and the distribution of support types was not directly comparable for those completing questionnaires. The comparisons that could be made, however, showed that the split between families and singles differed by only 1 per cent between the main fieldwork sample and the UK-wide population and the proportion of asylum seekers receiving accommodation and vouchers differed by just 2 per cent. Asylum seekers receiving vouchers only differed by 8 per cent; however, in the UK-wide population 8 per cent of cases had no specified support type that may account for this difference.

The location information on asylum seekers was not directly comparable between the three groups because of the use of cluster sampling and limiting the sampling to nine cluster areas. However, the other four comparisons which are summarised above show that the main fieldwork sample and the group of asylum seekers completing questionnaires favourably represented the whole population of asylum seekers receiving support from NASS at the time of the fieldwork. It is, therefore, fair to say that the specified cluster areas chosen for the review included asylum seekers that were representative of the population of asylum seekers receiving NASS support in these and all other areas of the UK at the time of the fieldwork.

More detail about the differences between the interview, questionnaire and main samples is provided in Annex 2. Graphical representation of the sample characteristics is provided in Annex 3.

Response rates

Interview sample

The number of asylum seekers interviewed in stage one was 23, with an overall response rate of 58 per cent. Findings demonstrate that no new themes and issues were raised following the first 20 interviews. As can be seen from Table 2, the response rate for the interviews varied by town.

iable 2. Respuise rate in				
Town	No. invited	Actual sample	Response rate	
1	5	5	100%	
2	7	5	71%	
3	11	4	36%	
4	17	9	53%	
Total	40	23	58%	

Table 2: Response rate for interviews

Questionnaire sample

The number of asylum seekers who completed a questionnaire was 218. Of these, 13 questionnaires were excluded from analysis because the number of questions answered was less than 60 per cent (n=3, 2%) or they were returned from translation of the qualitative data after the deadline for analysis (n=10), leaving 205 in the sample to be analysed quantitatively. The response rate for questionnaire completion and quantitative analysis was 41 per cent.

Findings from interviews and questionnaires

Collating the findings from the interviews and questionnaires completed by asylum seekers provided experiential evidence about how well the voucher scheme was operating and some indication of how it was perceived by the asylum seekers.

The findings are reported in 4 formats.

- A summary of the findings from each source of information presented in Table 3.
- The collated findings presented under each of six headings: information; organisation of the collection of the vouchers; organisation of using the vouchers; the value of vouchers and the receipt of change; respect and discomfort; and travel.
- An indication of the magnitude of the issues raised presented in Annex 4. This annex presents the number of interviews in which particular topics were raised. A similar table as that in Annex 4 is not presented for the qualitative responses to the questionnaires because it is too large for inclusion in this report.
- A summary of the quantitative responses to the questionnaire presented graphically in Annex 5.

The same six themes emerged from the data from each source (interviews and questionnaires) providing good corroborative (triangulation) evidence that these themes represent asylum seekers' key concerns with the voucher scheme at the time of the study.

Key theme	Sub-theme	Qualitative Findings	Quantitative Findings
. Information	 Information Information Understanding the information Sufficiency of the information about where to collect vouchers where to use vouchers who to contact with problems Soluntary services Soluntary services Communication with NASS/ government and being heard 	 Explanations about vouchers required before dispersal and again later beters from Sodexho and NASS do not always arrive Written materials are sometimes in English and may therefore be incomprehensible The voluntary sector is unable to routinely provide local information The NASS help line is difficult to access Local information needs to be updated more often 	 Amongst asylum seekers answering the question and who received information: 74% received enough information on where to get vouchers 61% received enough information on where to use vouchers 67% received enough information on how to use vouchers
2. Collecting the vouchers	 2.1 Collecting the vouchers distance to the Post Office waiting in the queue 2.2 Numbers of asylum seekers waiting for vouchers delaying queues reactions of others in the queue 2.3 The allocation 	 Sometimes long distances are travelled to collect vouchers from the Post Office Long queues develop in Post Offices due to large numbers of asylum seekers and other customers Vouchers are sometimes unavailable for collection or may not be the correct amount Other people in the Post Office queue are unpleasant 	 Amongst asylum seekers answering the question: 96% collected their own vouchers 63% had no problems when collecting vouchers 75% felt embarrassed because they felt people were looking at them when they collected their vouchers
3. Using the vouchers	 3.1 Choosing where to shop distance to shops in scheme higher prices in shops in scheme shops listed in scheme refusing vouchers 3.2 Availability of goods 3.3 Voucher denominations calculating costs and vouchers required 	 Sometimes long distances must be travelled to and from shops Shops may refuse vouchers because: the name on the voucher doesn't match the person using it, shop staff insist only food can be purchased, shops are not participating in the scheme Shop staff do not recognise or know how to process vouchers 	 Amongst asylum seekers answering the question: 84% knew where to shop with the vouchers 65% had no difficulty when spending the vouchers 55% observed that a shop assistant did not know what the vouchers were or were for or were for

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Key theme Sub-theme Qualitative Findings	Sub-theme	Qualitative Findings	Quantitative Findings
	3.4 Delays in check out queues lack of knowledge amongst shop assistants and managers reactions of other shoppers	 Shops that accept vouchers are more expensive than other shops and markets not participating in the scheme Shops with preferred goods are not participating in the scheme 	 63% had experienced the shop manager being called to assist 51% had their vouchers refused in a shop 77% observed that they bought extra unneeded items to make up the total value of the voucher 66% of those with dependants felt they were unable to buy everything they needed for their dependants 70% felt embarrassed when using vouchers because they felt they were being looked at 68% felt embarrassed because they had difficulty adding up the cost of their shopping and knowing which vouchers to use
 Value of vouchers and change 	 4.1 Sufficiency of funds 4.2 Limitations 4.3 Awareness of "no change" in advance of using the vouchers 4.4 Feelings about receiving change 4.5 Receipts not provided 	 Some goods are too expensive to buy with vouchers e.g. school uniforms Some goods may not be available to buy with vouchers e.g. overseas stamps, fares with vouchers e.g. overseas stamps, fares The no-change policy wastes resources Asylum seekers would prefer a greater cash/voucher split to promote flexibility The viability of vouchers for one month makes it difficult to save up for more expensive items 	 Amongst asylum seekers answering the question: 27% of the votes for which denomination of vouchers would be most useful were for E1 vouchers. The denominations of vouchers voted in the top three (65%) were £5, £1 and 50p vouchers, all of which appear in the average distribution of vouchers 66% of asylum seekers who received information on the subject of the receipt of chance felt thev had received

enough information 14% claimed they had not received any information on the receipt of change

and the vouchers required, particularly with odd denominations of vouchers e.g. 4p and 21p

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- 1	7	

Key theme	Sub-theme	Qualitative Findings	Quantitative Findings
5. Discomfort and respect	5.1 Self perception and embarrassment5.2 The perception of the attitudes of others5.3 Being heard and complaints being taken seriously	 Others in the Post Office queue are sometimes unpleasant Other shoppers are sometimes unpleasant 	Findings contained under the other headings
6. Travel	 6.1 Children and safety 6.2 Distance, timeliness and the weight of shopping 6.3 Reaching health services 6.4 Missing appointments 	 Walking is the normal mode of travel Long distances are perceived as a hardship by some, especially older people and those with children who have to carry shopping Sometimes appointments are missed because of travel difficulties Some parents are concerned about their children walking to school in bad weather or through unfamiliar environments and prefer them to travel by bus 	 Amongst asylum seekers answering the question: 64% stated that their normal method of travel was to walk 25% stated that the bus was their normal method of travel 83% stated that they had been unable to attend an appointment because of insufficient cash for fares

All quoted percentages are the percentage of those asylum seekers who answered the relevant question on the questionnaire unless otherwise stated

Information

The fieldwork findings show that most participating asylum seekers did receive information about the voucher scheme. Only 4 per cent of asylum seekers reported not receiving any information about either where to get vouchers or how to use them and 5 per cent had not received any information about where to use them.

Asylum seekers participating in the fieldwork stated that they needed three types of information to use vouchers effectively:

- what vouchers are, how to collect them and how to use them.
- where vouchers can be spent locally and the location of those shops.
- Answers to specific queries such as non-arrival of vouchers at the Post Office.

The fieldwork findings show that there is inconsistency in the degree to which asylum seekers receive adequate amounts of these three types of information. Over 50 per cent of the asylum seekers that did receive information felt it explained enough about where to get vouchers (74%), where to use vouchers (61%) and how to use vouchers (67%). The majority of asylum seekers, 84 per cent, had good knowledge of which shops accept vouchers and 77 per cent reported that they had a list of participating shops. This information tended to come from lists distributed by Sodexho, however, during interviews asylum seekers commented that the lists were not always up-to-date. Asylum seekers stated that having current information would prevent them from walking a long way to a shop on the list and discovering on arrival that it is no longer participating.

For general information, written information in the form of letters from NASS and Sodexho was considered to be the most useful. Of those asylum seekers who stated they received the information, 69 per cent thought that the information in the NASS letter was either fairly or very helpful and 71 per cent thought the Sodexho letter was helpful. However, some asylum seekers reported not receiving a letter. About a quarter reported that they did not receive a letter from NASS (27%) or Sodexho (23%), a finding echoed by interviewees. NASS and Sodexho Pass also provided information sheets that explained the operation of the voucher scheme; however, these sheets were only received by around two thirds (69%) of the asylum seekers answering the question and were considered helpful by over two thirds (71%) of these.

Asylum seekers reported that written information was useful for general advice about vouchers but was of limited use when used as a source of local information, when it was in English and for case-specific queries. The perceived helpfulness of the information received from other sources varies. For example, information from accommodation providers was thought helpful by 82 per cent of asylum seekers and information from friends, relatives or neighbours thought helpful by 75 per cent. Information from voluntary organisations such as the Refugee Council was thought helpful by 65 per cent. One possible reason for this finding is the competing demands on the services of voluntary organisations. However, several asylum seekers who were interviewed in one area stated it was difficult to access the services of a local one-stop-service because it had decided to restrict staff's availability to ad hoc enquirers.

"Refugee Action was helpful before, when I found it open. But they don't have an interpreter for Spanish" (I.21).

An important difference between those reporting receipt of adequate information and those who did not is the ability to read English or to access an interpreting service. Those who received information in their own languages reported it as useful. Other asylum seekers reported that they had received information but they had been unable to read it because it was in English. One person explained that he is illiterate.

"My daughter explained to us because we are illiterate so we can't be expected to understand these papers" (I.9).

Case-specific queries tended to concern the non-arrival of vouchers or what happens at the end of the first six months of support. Examples of key information requests at the time of the study included:

- Where to get a letter to enable the asylum seeker to work.
- What will happen at Christmas?
- What happens at the end of the first receipt book?
- Why did the money increase (asylum seekers were unaware that the level of support for dependant children increased and that this was reflected in the value of vouchers received by families with dependant).
- The vouchers have not arrived, who can help?
- What can and should be paid for with vouchers or by NASS and what should other agencies pay for e.g. school uniform, prescriptions, etc.
- Where to get more information about the vouchers.
- The location of Halal shops.
- How to get on a course, what kind of permission is needed? What kind of letter?

As well as providing written information, at the time of the study both Sodexho Pass and NASS provided helplines for queries about the operation of the voucher scheme and retailers participating in their area or a particular case respectively. The Sodexho Pass telephone enquiry lines were staffed by trained operators five days a week from 8.00 am to 10.00 pm and was available in eleven languages: Albanian, Arabic, Czech, English, French, Persian, Russian, Slovakian, Somali, Spanish, and Turkish. The Sodexho Pass helplines should, therefore, have enabled many asylum seekers to speak to someone in their own language. The fieldwork findings show that asylum seekers who reported receiving written information were aware of both the Sodexho and NASS helpline numbers for voucher enquiries. However, few asylum seekers were using the Sodexho Pass helpline and the NASS helpline was reported as difficult to access because it was often engaged and staff only spoke English.

The timing of information provision was an issue for a small number of asylum seekers. Some people did not recall receiving information about how to use the vouchers prior to their arrival at the Post Office. In the interviews and from qualitative answers to the questionnaire, asylum seekers described discovering how to use the vouchers by trial and error and being shocked to find that no change is provided when the value of the voucher is greater than the goods purchased. Some asylum seekers would have preferred information about vouchers before they were dispersed and expected to use them, others would have preferred it later when there was less other information to take in, they had seen the vouchers and had a better grasp of what they were.

One-stop-shops, voluntary organisations, accommodation providers, friends and neighbours were all used as additional sources of information by some asylum seekers. For example, just over half (53%) received information from voluntary organisations e.g. the Refugee Council, nearly two thirds (65%) received information from neighbours and friends and 72 per cent received information from their accommodation provider.

The fieldwork findings also indicated that retailers were either not receiving adequate information about the voucher scheme from Sodexho and NASS or were not effectively passing it on to their staff. Evidence that there was a problem came from asylum seekers' reports that some shop staff appeared unaware of what the voucher scheme was and how it worked. Asylum seekers reported that shop staff had prevented them from buying certain goods with their vouchers (46%) and 55 per cent reported that shop staff did not recognise or know how to process the vouchers. These quantitative findings were echoed in the qualitative responses to the questionnaire and during the interviews in stage 1.

Collecting vouchers

Most asylum seekers (96%) collected their own vouchers and few reported problems with the Post Office handling of voucher distribution. Difficulties that were reported tended to be of four types: vouchers were unavailable for collection, they were the wrong allocation, asylum seekers felt embarrassed collecting the vouchers and the length of the walk to the Post Office. Just under two-thirds, 63 per cent, reported experiencing no difficulties.

The fieldwork findings indicated that vouchers were not always available for collection at the correct Post Office or were the wrong allocation. Just over a quarter of asylum seekers (28%) stated that they had on at least one occasion found their vouchers unavailable for collection. However, the majority reported that they always received their full allocation (89%).

The fieldwork findings also indicated that some asylum seekers were concerned about the distance they had to travel to collect their vouchers.

" We used to have to go to X Post Office which is 10 minutes walk. Now they have changed it to XX street which is very far. It takes one hour to walk there." (I.14)

Finally, the fieldwork findings showed that difficulties with collecting vouchers led to other problems for asylum seekers. Asylum seekers participating in the fieldwork commonly reported negative feelings about collecting vouchers arising from their perceptions of the behaviour of other members of the public during long queues in Post Offices. Feelings and perceptions arising from using the voucher scheme are discussed further in the section headed Discomfort and respect on page 21.

Using vouchers

As with collecting vouchers from the Post Office, nearly two thirds of asylum seekers participating in the fieldwork (65%) stated that they had few practical difficulties when spending their vouchers. However, for those who did have difficulties the following were reported: restricted access to shops selling familiar or cheaper goods (76%), being barred from buying certain goods with vouchers by shop staff (46%), shop staff not recognising (55%) or knowing how to process (57%) vouchers, difficulties in calculating costs and vouchers for payment (68%), embarrassment when using vouchers (70%), particularly when use of vouchers delays the queue (56%).

Interviews with asylum seekers found that almost equal numbers were aware as were unaware that shops can be nominated for inclusion in the voucher scheme. However, those who were aware of the nomination scheme rarely used it because they lacked the confidence or language skills to approach shops to discuss their inclusion or to make the nomination.

The fieldwork findings showed that shop staff's poor understanding of the voucher scheme and what can be purchased contributes to the difficulties experienced by asylum seekers when shopping. Just over 50 per cent had had vouchers refused (51%) and 46 per cent stated that a shop assistant had refused to sell them a particular item, for example calculators and stationery. In addition, in the qualitative findings asylum seekers reported being unable to use vouchers to purchase other services such as dentists, barbers and hairdressers or to pay for telephone bills or bus tickets. The exclusion of the Post Office as a source of stamps, stationery and other goods was particularly frustrating.

"The Post Office do not accept vouchers and the funny thing is that the same Post Office that hands out these vouchers does not accept them." (I.12)

In addition, 55 per cent of asylum seekers observed that shop assistants do not always recognise vouchers or know what they are for, 57 per cent reported that shop assistants do not know how to process vouchers and 63 per cent observed that the shop manager had to be called. This lack of knowledge delays the queue at the check out and asylum seekers reported that they receive complaints from others in the queue whilst using their vouchers (a finding reported by 46% of asylum seekers). However, 71 per cent of asylum seekers noted that shop managers did know how to process vouchers although, 29 per cent of managers did not.

Other difficulties encountered when using the vouchers resulted from the small fiscal resource available, the poor availability of cheaper shops in the scheme, lack of flexibility and the potential for wastage of resource because of the mix of denominations of vouchers, the nochange policy and the cash/voucher split. Nearly two thirds of asylum seekers (62%) felt they were unable to buy everything that they needed with the vouchers and 66 per cent of those with dependants felt they were unable to buy everything they needed for those dependants. Nearly all asylum seekers interviewed commented on the difficulties they experienced in purchasing fresh meat and vegetables in shops participating in the scheme because the vouchers can not be used in separate concessions within supermarkets, such as butchers and greengrocers, or because they were too expensive. Being unable to buy the same goods at a cheaper shop not in the scheme was reported by 76 per cent of asylum seekers.

Some asylum seekers commented that the amount that they received was insufficient for their needs particularly in winter when they require extra clothing and bedding. Affording medications is difficult whether for over the counter medications or paying prescription

charges. Few asylum seekers were aware that they should receive free prescriptions and that the HC2 form issued to them by NASS entitles them to free prescriptions etc. A particular difficulty reported was paying for nutritional supplements during pregnancy, e.g. folic acid, and for baby requirements whilst awaiting an adjustment to the vouchers from NASS. In some instances the accommodation providers provided nappies and baby milk until the vouchers arrived.

Asylum seekers described how they work out a budget and prioritise what to buy in one week in order to buy something other than food in another week, missing meals if they needed to save up for something. Other asylum seekers clubbed together with friends to take advantage of bulk buying discounts. For those who felt isolated from others speaking the same language this was not possible.

Asylum seekers stated that affording food and clothing for children and babies was difficult. Supplementing children's meals when they refuse to eat unfamiliar foods at school put an additional strain on the budget, as did paying for public transport for children's travel to school.

Goods and services reported as inaccessible because they were too expensive, unavailable or restricted by retailers included:

- International telephone cards.
- Phone bill.
- Baby milk and nappies and other items for baby care.
- Nutritional supplements for pregnancy.
- Medications.
- Dentist.
- School uniform and school ceremonies etc.
- Chocolate for children.
- · Clothes and shoes, especially for children.
- Items in the Post Office.
- Hair cuts.
- Fresh fruit and vegetables (not easily).
- Stationery and calculators.
- Travel tickets and fares.

Asylum seekers stated that queues in busy shops sometimes become delayed because of the use of vouchers (reported by 56% of asylum seekers). The asylum seekers stated that queues built up because a) it took time to work out the correct combination of vouchers to pay for goods with as little wastage of value as possible and b) because shop assistants and managers did not recognise the vouchers and did not know how to process them.

"I went to the shop and they said they don't know anything about the vouchers. We had to wait for 30 minutes for them to speak to other colleagues about them...they delay the queue" (I.10)

Delaying the queue at the check out then contributed to feelings of embarrassment amongst asylum seekers when using their vouchers. Feelings and perceptions when using vouchers are discussed further in the section headed Discomfort and respect on the facing page.

Again, as with the Post Office, long distances to shops participating in the scheme caused some asylum seekers difficulty. This was particularly true for those who were older and those with young children.

"It is too far. Because we can't use these vouchers in every shop. The nearest shop where you can use the vouchers is ASDA and it is 30 minutes walk" (I.10)

Asylum seekers reported that it was particularly frustrating to walk a long way to a shop listed as participating in the scheme only to find on arrival that the shop no longer received vouchers, or had closed down.

An additional restraint on the flexibility of the vouchers was the inclusion of the principal NASS applicant's name on each voucher. Asylum seekers stated that the principal applicant in a family was usually the man but it was often the women who did the shopping. Sometimes shops prevented women from using the vouchers when the name on them was clearly that of a man, although shops should accept all valid vouchers.

A final difficulty linked to shop staff not fully understanding the voucher scheme occurred when shops retained receipts of goods bought. This prevented asylum seekers from returning faulty items.

Value of vouchers and change

The no-change policy was criticised by asylum seekers and 77 per cent reported that they have to buy things they don't want so as not to waste monetary value remaining on a voucher. Amongst those who reported that they received information about the receipt of no-change policy before they used their vouchers, 66 per cent stated that they felt that the information was enough, and only 14 per cent stated they had received no information on this subject at all. A small number of asylum seekers reported that they did not realise that change was not given from vouchers until the first time they used them.

The no-change policy was unpopular. Some asylum seekers reported managing to use their £10 cash to make up the difference in prices to avoid losing money when the value of goods was less than that of a voucher. Others struggled to do this and found they ended up buying goods they did not need to make up the difference, an expense they considered to be wasteful.

"Sometimes we don't have or want to spend £5 but we don't have smaller vouchers. We are forced to give £5 and not have change" (I.10)

Asylum seekers expressed no consistent opinion about a preferred mix of voucher denominations. The top three preferred voucher denominations amongst those answering the question were £1 (27% of the votes), £5 (19%) and 50p (19%) vouchers. Other denominations of vouchers received 35 per cent of the votes, £2 (12%), 20p (11%) and 10p (12%). Some people would like the flexibility of having more small denomination vouchers. Others felt that having to sort through a large pile of different denomination notes would add to their difficulties at the checkout. Some asylum seekers stated that the complexity of adding up the costs of shopping and working out the correct mix of vouchers when they are of unusual amounts influenced their view that they would prefer higher voucher denominations, e.g. some asylum seekers received vouchers of 21p or 4p. Instead of changes to the denominations of vouchers received, asylum seekers would prefer a greater cash/voucher split.

To increase the flexibility of vouchers there are indications in the fieldwork findings that some asylum seekers exchanged their vouchers for cash or swapped them for goods with relatives.

"I have to mention a point. Some people take advantage of this desperate situation faced by the refugees and buy these coupons paying them around £7.50 for a £10.00 coupon" (Q.108)

Discomfort and respect

The organisation of the voucher scheme contributed to asylum seekers feeling uncomfortable both when collecting vouchers and when using them.

Large numbers of asylum seekers collecting vouchers and restrictions on when and where vouchers can be collected led to long queues in already busy Post Offices and perceptions of negative behaviour towards asylum seekers from others.

"The number of refugees are high. The first day the queue is very long. We end up at the back of the queue. People look at us sneeringly. A few times I noticed some English people were saying 'why have you come here to spend our money?" (Q.108)

The questionnaire also asked asylum seekers questions about how it felt to collect vouchers. In answer to most questions, asylum seekers reported almost equally positive and negative feelings. For example, 39 per cent of asylum seekers reported that they were happy to receive the vouchers, 43 per cent reported that they felt embarrassed because they had not earned them, while 39 per cent reported that they had no strong feelings about vouchers. However, most asylum seekers (75%) stated that they felt embarrassed when collecting their vouchers because they perceived that people were looking at them. In addition, 68 per cent stated that they felt embarrassed because they perceived that people were looking at them. In addition, 68 per cent shopping and knowing which vouchers to use. Feeling uncomfortable when queuing to receive or use vouchers was reported equally strongly amongst those asylum seekers interviewed as those answering the questionnaire. Asylum seekers commonly reported delays to queues when collecting or using vouchers as a cause of embarrassment. Delays to queues then caused other people in the queue to get upset and to complain about the asylum seeker.

"People get upset and shout" (I.11)

"They say, what is this? Sometimes I see people fidgeting. I feel people are looking at me and saying, what is this? It takes a long time and customers shopping look at me. The shop assistant takes a long time to look at it (the voucher) and I take a long time to count the vouchers" (I.8)

Comments made about discomfort when collecting and using vouchers suggest that the issue had two dimensions. First, the impact of voucher collection and use on asylum seekers' own sense of self-respect and value and, second, how voucher collection and use influenced asylum seekers' perceptions of the behaviour of other people towards them. There was no scope within the fieldwork to investigate the influence of self-perception and low self-esteem on asylum seekers' perception and attribution of the causes of behaviour in others. In addition, there was also no time to further examine the degree to which embarrassment arises when other people in Post Offices or shops react negatively because asylum seekers are identifiably different in, for example, their language or attire or because they are receiving vouchers.

Aside from the general hostility experienced when collecting and using vouchers, asylum seekers participating in the fieldwork did not report racial abuse directly related to the vouchers. No asylum seekers reported being followed or targeted for racial abuse following the collection or use of vouchers. One asylum seeker did, however, interpret the response of others in the queue towards him as racist.

"The first problem is people. I don't understand well but if I get stuck in the queue, when they see the voucher in my hand, believe me they stand away from me. I am not an animal. I think people are racist" (I.5)

Travel

Most asylum seekers (64%) reported that they normally walk to conserve their funds and because public transport providers do not accept vouchers on buses and trains. Around a quarter, 25 per cent, did take the bus, usually when attending colleges that supply bus passes.

A large number (83%) of asylum seekers stated that they had been unable to attend an appointment because of insufficient cash available for fares. The type of appointment was not reported. These findings were echoed by the experiences and views of asylum seekers during the stage 1 interviews, particularly for older people, women with small children, those at college and the sick. Asylum seekers did not always know the difference between main and sub-Post Offices and did not understand therefore why they had to walk past sub-Post Offices to reach a main one to collect their vouchers. Asylum seekers reported that the difficulties of travel for shopping were exacerbated by shops leaving the scheme and asylum seekers being unaware of the change.

Asylum seekers also brought up travel as a restriction on their ability to seek medical help when required. In addition, poor weather put a strain on the budget and the available cash resources when children needed to take public transport to school rather than walking.

Variables influencing the findings

The quantitative findings from the questionnaire provided some evidence that a participant's gender and whether he or she is part of a family or a single adult influenced his or her experience of the voucher scheme. Differences tended to concern difficulties reported in using the vouchers; complaints made about the asylum-seeker and mode of transport most often used.

Families reported marginally more problems with using vouchers than did single asylum seekers. For example, 57 per cent of families and 39 per cent of singles stated that a shop refused to sell them something and 52 per cent of families and 45 per cent of singles that a shop refused to take their vouchers. Also, more families experienced slowing down the queue by paying with vouchers (70%) than did singles (47%) and more felt that they were being looked at by other shoppers (81%) than did singles (66%). Fewer families walked (44%) than did single adults (66%) and more families travelled by bus (38%) than did single adults (23%).

The findings also showed that more women than men experienced difficulties in using their vouchers. For example, more women than men had had their vouchers refused by retailers, 36 per cent of women compared with 52 per cent of men reported that retailers had not refused their vouchers. However, more men (67%) than women (53%) reported that they were unable to buy everything they needed. There was also a small difference in the number of men and women reporting that complaints were made about them. Of the women, 42 per cent reported that no complaints had been made compared with 58 per cent of men. No differences in travel arrangements were detected between men and women.

There is no evidence of substantial differences in the experiences of asylum seekers participating in the fieldwork due to the cluster area in which they lived.

Summary

Asylum seekers experiences with the voucher scheme at the time of the study centred on the information received, the collection and use of vouchers, the value of vouchers received and receipt of change, feeling respected or uncomfortable when using vouchers, and travel.

Asylum seekers participating in the fieldwork reported a mixture of positive and negative experiences and views about the adequacy and quality of information provided, the collection of vouchers from the Post Office, the availability of goods, the sufficiency of funds and preferences for different denominations of vouchers and travelling. The provision of adequate information about the vouchers, when the information was provided and in what format were major issues for asylum seekers because they influenced many of their subsequent experiences with the scheme, particularly the no-change policy and which shops currently take vouchers. The lack of information about changes or the current situation was a difficulty that asylum seekers reported and it sometimes led to distress, for example, knowing what happens when the first voucher book finishes. Asylum seekers stated that two factors contributed to the usefulness of information received, the language in which it was presented and its direct relevance to the local area. Resolving difficulties caused by lack of information was a challenge for asylum seekers because they reported that they sometimes have difficulties in accessing the available helplines or assistance from voluntary organisations.

Four main difficulties tended to be reported about collecting vouchers: the distance to the Post Office, the availability of the vouchers for collection, inconsistencies in the amount of vouchers allocated and feeling uncomfortable in the queue. Four difficulties were also reported in using the vouchers: being able to choose where to shop, the availability of goods, voucher denominations and delays in the check out queues.

The quantitative findings provided some evidence that a participant's sex and whether he or she is part of a family or single influenced difficulties experienced in using the vouchers. Families and women reported marginally more problems with using vouchers than did single and male asylum seekers, including having vouchers refused by a shop or turned down for specific items. We can only speculate that contributing factors may have included women tending to be less assertive or less respected than men, or that women wished to buy different commodities such as children's clothes. However, more men than women reported that they were unable to buy everything they needed.

On only one aspect of the voucher scheme was there a nearly unanimous view, that the use of vouchers was embarrassing and uncomfortable. The embarrassment was reported as most often resulting from the delayed queues in shops because shop staff did not recognise or know how to process the vouchers. Delays were sometimes caused by asylum seekers needing time to calculate which vouchers to use to prevent wastage and by shop staff trying to find small items to make up the difference in price between goods to be bought and the value of the vouchers to pay for them. Delays also arose in the Post Office, caused by large numbers of asylum seekers collecting vouchers at the same time.

The findings indicated that there might be two different dimensions to the issue of discomfort when collecting and using vouchers. First, how the collection and use of vouchers influenced asylum seekers' sense of self-respect and value and secondly how the collection and use of vouchers influenced their perceptions of other people's responses to them. There was also evidence in the findings that these dimensions may have differentially influenced asylum seekers' experiences depending on other variables such as gender and whether they were in the UK as part of a family or were single. The constraints of the voucher review timeframe and methods did not allow us to fully explore these emotional/attitudinal dimensions. Instead, these dimensions require further in-depth study.

Asylum seekers reported that they tended to walk everywhere to conserve their cash. Importantly, and again requiring further investigation, the cost of travel and the inability to use vouchers on public transport was reported as preventing asylum seekers from attending appointments with, for example, solicitors.

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Survey of Asylum Seekers Views about and Experiences of Vouchers

Questionnaire no: _____ Region: _____ Date: _____

We are interested in your views about the vouchers that you receive from the National Asylum Support Service (NASS). We would be grateful if you could help us by answering some questions. The answers will help us improve the service. The questionnaire has two sections: Section A asks questions about using the vouchers. Section B asks questions about where you live, your age, sex and nationality. These questions are to help us make sure that we have asked a wide variety of people questions about the vouchers. We do not want to know your name and at no time will it be linked to your responses. All the information you provide is COMPLETELY CONFIDENTIAL.

YOU DO NOT HAVE TO COMPLETE THIS QUESTIONNAIRE AND CAN STOP AT ANY TIME.

INSTRUCTIONS: Please read each question and then the possible answers. Please answer every question by putting a tick next to the answer that best describes your experiences. For some questions you will be asked to tick more than one answer. If you have any queries at all about the questions or this study please ask the questionnaire administrator.

SECTION A - USING THE VOUCHERS

1. How do you support yourself in the UK?

I live in a hostel or hotel where all meals are provided and I receive a voucher for cash each week Please state the value of the voucher	1
I live in a hostel or hotel where all meals are provided and I receive a voucher for cash plus other vouchers each week Please state the value of the vouchers	2
I live in a house or flat provided by NASS and receive vouchers to pay for meals and other items Please state the value of the vouchers	3
I live in a house or flat that is not provided by NASS and receive vouchers to pay for meals and other items Please state the value of the vouchers	4
I make my own arrangements	5

2. Did you receive information of any of the types listed below about the vouchers? If yes, how helpful was it? (*Please tick one box on each line*)

	Did not receive this information	Very helpful	Fairly helpful	Not very helpful
a) Letter from NASS	8	1	2	3
b) Letter from Sodexho	8	1	2	3
c) Printed information sheet	8	1	2	3
d) Refugee organisation	8	1	2	3
e) Accommodation provider	8	1	2	3
(Please specify)				
f) Friends, neighbours or relative	s 8	1	2	3

3. Did you get **enough** information and advice about each of the following things: *Read each option one at a time and tick one box on each line*

	1 Yes, enough	2 No, not enough	3 I did not get any information
a) Where to get your vouchers	1	2	3
b) Where to use your vouchers	1	2	3
c) How to use your vouchers	1	2	3
d) That you would not receive change from your vouchers	1	2	3

4. Do you collect your vouchers yourself?

1)	Yes	
2)	No	

5. Have you had a	y difficulties in collecting your vouchers?
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1) Yes 2) No					
If yes, please give examples					
6. Here are some things that asyl					-
office to collect their vouchers. statements? (<i>please tick one box</i>		•	ou agree	with the f	following
	Strongly	Slightly	Neither	Slightly	Strongly
	agree	agree	agree/	•••	disagree
			disagree	•	
a) I feel excited because I am going to receive my vouchers	1	2	3	4	5
b) I feel unhappy because I slow down the queue	1	2	3	4	5
c) I feel embarrassed because I feel that people are looking at me	1	2	3	4	5
d) I feel embarrassed because I feel that I don't deserve the vouchers because I have not worked for the		2	3	4	5
e) I don't have any strong feelings when I visit the post office	1	2	3	4	5

7. Have you ever gone to the post office to collect your vouchers but they did not have the vouchers for you?



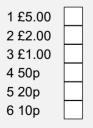
8. Do you always receive all of your vouchers?		
1) Yes 2) No		
9. Do you know where to shop with the vouchers?		
1) Yes 2) No		
10. Have you got a list of those shops that will accept the vouch	iers?	
1) Yes 2) No		
11. Have you had any difficulties when you have gone to spend	your vouche	rs?
1) Yes 2) No		
12. Thinking about spending your vouchers, have any of the foll happened to you?	owing things	
	Yes	No
a) The shop assistant refused to sell you an item	1	2
If yes, please give examples		
 b) The shop assistant did not know what the vouchers are or what they are for 	1	2
 c) The shop assistant did not know how to take payment for your shopping from the vouchers 	1	2
d) The shop manager was called to assist the shop assistant	1	2
 e) The shop manager did not know how to take payment for your shopping from the vouchers 	1	2

f) A shop has refused to accept your vouchers	1	2
If yes, please give examples		
g) Other people in the queue complained about you	1	2
h) You were unable to buy everything that you need	1	2
If yes, please give examples		
 i) You have to buy things that you don't want to avoid wasting unspent money on the voucher 	1	2
 j) You were unable to buy something at a cheaper price in a shop that does not accept vouchers 	1	2
13. If you have a child or other dependant have you ever something for that child or other dependant?	been unabl	e to buy
1) Yes 2) No		
Please give examples		
3) I don't have a child or other dependant		

14. Here are some things that asylum seekers have said about using their vouchers. How much would you agree with the following statements? (*please tick one box on each line*)

	Strongly agree	Slightly agree	Neither agree/ disagree	disagree	Strongly disagree
a) I have had no difficulties using my vouchers	1	2	3	4	5
b) I feel unhappy because I slow down the queue	1	2	3	4	5
c) I feel embarrassed because I feel that people are lookin at me		2	3	4	5
d) I feel embarrassed because I have difficulty adding up the cost of my shopping and knowing which vouchers to use	1	2	3	4	5
e) I don't have any strong feelings about shopping using my vouchers	1	2	3	4	5

15. Which of the following vouchers would you find it most easy to use? (*Please tick as many boxes as you need*)



16. How do you normally travel?		
1) I walk		
Please specify		
17. How long does it take you to travel to any	y of the following	places:
	Walking	By Bus
a) Solicitor?	minutes	minutes
b) Hospital?	minutes	minutes
c) General practitioner (family doctor)?	minutes	minutes
d) Children's school or college?	minutes	minutes
e) Post office?	minutes	minutes
18. Have you ever been unable to atten insufficient cash available for your fares?	d an appointme	nt because you had
1) Yes 2) No		
19. Is there anything else that you would like	e to tell us about u	sing the vouchers?

Finally, we would like to ask you some questions about yourself
20. What language(s) do you speak?
21. What country are you from?
22. How long have you been in the UK? years months weeks
23. How long have you been at your current address? days weeks
24. Please could we ask you what your age is?
What is your age? years
25. How long have you been using vouchers? days weeks
26. What sex are you?
1) Male 2) Female
27. Do you have any dependants here with you in the UK?
1) Yes, I havedependants
Please specify their relationship to you
2) No, I have no dependants with me in the UK
Is there anything else that you would like to tell us?
THANK YOU FOR YOUR HELP

Annex 2

Comparison of samples and population of asylum seekers supported by NASS

To indicate the degree to which asylum seekers who completed the questionnaire represented the total population of asylum seekers in the UK receiving support from NASS, and represented the total fieldwork sample drawn at random from the NASS database at the time of the fieldwork, comparisons were made between each group on five main characteristics: nationality, language, location, number of families and singles and type of support being received.

Nationality

UK-wide population of asylum seekers supported by NASS and main fieldwork sample

The top six nationalities represented in the UK-wide population were Iraq (19%), Iran (12%), Afghanistan (11%), Sri Lanka (9%), Turkey (6%) and Somalia (6%). The top six nationalities represented by the main fieldwork sample were Iraq (17%), Afghanistan (12%), Iran (11%), Turkey (10%), Somalia (5%) and Sri Lanka (4%).

The top three nationalities in both the UK-wide population and the fieldwork sample were the same, and made up 42 per cent of the UK-wide population sample and 40 per cent of the main sample. The next three most common nationalities were also the same and made up 21 per cent of the UK-wide population and 19 per cent of the main fieldwork sample.

Main fieldwork sample and asylum seekers completing questionnaires at the time of the fieldwork

The top five nationalities represented in the main fieldwork sample were Iraq (17%), Afghanistan (12%), Iran (11%), Turkey (10%) and Somalia (5%). The nationalities of those completing questionnaires were Iran (15%), Afghanistan (13%), Iraq (11%), Congo (8%) and Kurdistan (8%) with Turkey (also 8%) in 6th position. Although the distribution of nationalities amongst those completing questionnaires did not directly mirror the distribution in the main fieldwork sample, the top four nationalities were included. One of the differences between the main fieldwork sample and asylum seekers completing questionnaires occurred because asylum seekers stated they were from Kurdistan, which is officially divided into south-east Turkey, north-east Iraq, and north-west Iran and it was not always obvious to which nationality they should be allocated. Iran, Iraq and Turkey were included within the top five nationalities of the main fieldwork sample.

UK-wide population of asylum seekers supported by NASS and asylum seekers completing questionnaires The distribution of nationalities for both these groups was described in the above comparisons. Asylum seekers completing questionnaires included the same top three nationalities as the UK-wide population at the time of the fieldwork. The remaining nationalities in the top five were Congo and Kurdistan, whereas for the UK-wide population they were Sri Lanka and Turkey. As mentioned above, Kurdistan is split between areas of Iran, Iraq and Turkey. The Congo and Sri Lanka remain the differences.

Languages

UK-wide population of asylum seekers supported by NASS and main fieldwork sample

The top five languages in the UK-wide population were Kurdish (17%), Farsi (16%), Tamil (9%), Arabic (8%), and Albanian (6%). The top five languages in the main fieldwork sample were Kurdish (18%), Farsi (17%), Arabic (7%), French (6%), and English (6%). The top two languages were the same for both the population and the main fieldwork sample, making up 33 per cent of the UK-wide population and 35 per cent of the main fieldwork sample. The third language in each distribution was different, Tamil in the UK-wide population and Arabic in the main sample. The remaining languages were again different. However, when looking at the top 10 languages it can be seen that Arabic, Albanian, English and Turkish were included in both samples, and made up 23 per cent of the languages in the UK-wide population and 23 per cent of the main fieldwork sample.

Main fieldwork sample and asylum seekers completing questionnaires

The distribution of languages of the asylum seekers completing questionnaires and the main sample were similar. The top two languages of the UK-wide population of asylum seekers receiving NASS support were Farsi and Kurdish, which made up 35 per cent of the languages in the main sample and 34 per cent of the most commonly spoken languages in the sample completing the questionnaires. French, English and Arabic were also in the top six of both the main sample and that completing questionnaires, making up 19 per cent of the languages spoken by the main sample and 31 per cent of the languages spoken by the sample completing the questionnaires.

It should be remembered that to facilitate administration of the questionnaire it was translated into 17 languages. In consequence, the distribution of languages in the sample that completed the questionnaire mainly corresponds to those 17 languages plus English and therefore does not fully mirror the distribution of languages in the main sample. Also, although some participants stated that they spoke more than one language, only the language recorded first on the questionnaire was used for the analysis.

UK-wide population of asylum seekers supported by NASS and sample completing questionnaires

The distribution of languages amongst asylum seekers completing questionnaires was Kurdish (18%), Farsi (16%), French (12%), English (10%) and Arabic (8%). Compared with the UK-wide population, the top two languages were the same and accounted for 34 per cent of languages spoken by asylum seekers completing questionnaires and 33 per cent of the UK-wide population sample. The other languages were different, except Arabic, which makes up 8 per cent of both groups. As mentioned previously, the questionnaires were translated into only the top 17 languages spoken by NASS supported asylum seekers, which may have led to a discrepancy in the distribution of languages compared with the overall population at the time of the fieldwork.

Location

The cluster areas from which the main fieldwork sample was drawn were West Midlands, Bradford, Gateshead, Glasgow, Leeds, Liverpool, London, Manchester and Newcastle-upon-Tyne.

UK-wide population of asylum seekers supported by NASS and main fieldwork sample

The distribution of asylum seekers in the main fieldwork sample and the UK-wide population was not comparable because the main fieldwork sample only included the cluster areas mentioned above, whereas in reality asylum seekers were located all around the UK, which was reflected in the UK-wide population sample.

Main fieldwork sample and asylum seekers completing questionnaires

The location of the main fieldwork sample of asylum seekers was decided by the size of the population of asylum seekers in each cluster area at the time of the fieldwork. In the main fieldwork sample, the top four areas where asylum seekers lived were Glasgow, Liverpool, London and Manchester. However, the top five areas where those asylum seekers who completed questionnaires lived were Gateshead, Glasgow, Liverpool, London and Newcastle, all including more than 8 per cent of the participants. The differences in the regional distribution of asylum seekers reflected a number of practical factors encountered during the fieldwork including the availability of interpreters, availability of translated questionnaires, strategies to invite asylum seekers to participate, and asylum seekers being unavailable.

UK-wide population of asylum seekers supported by NASS and asylum seekers completing questionnaires Again, as mentioned above, these two groups were not directly comparable.

Families and singles

Families were defined as a principal applicant who had at least one dependant.

UK-wide population of asylum seekers supported by NASS and main fieldwork sample

In the UK-wide population the split between family and single cases was 17 per cent families and 83 per cent singles. In the main sample the split was 18 per cent families and 82 per cent singles.

Main fieldwork sample and asylum seekers completing questionnaires

In the main fieldwork sample the split between families and singles was 18 per cent families and 82 per cent singles. Asylum seekers who completed the questionnaire were not directly asked whether they were part of a family or were single to avoid confusion about what constitutes a family in different cultures. Instead, they were asked (Q27) "Do you have any dependants here with you in the UK?" The response rate for this question was only 66 per cent, and of those who did answer the question 38 per cent "had a dependant with them in the UK" and 62 per cent did not.

UK-wide population of asylum seekers supported by NASS and asylum seekers completing questionnaires

Since the UK-wide population split of families and singles was nearly exactly the same as in the main fieldwork sample, only 1 per cent difference, the same comparison was seen between the main fieldwork sample and those asylum seekers completing questionnaires.

Type of support

UK-wide population of asylum seekers supported by NASS and main fieldwork sample

Asylum seekers supported by NASS can receive three types of support package: vouchers only, accommodation only or vouchers plus accommodation. Two types of accommodation are provided by NASS: hotel or hostel with full board and house or flat. In the UK-wide population of asylum seekers supported by NASS, 66 per cent received accommodation plus vouchers, 26 per cent received vouchers only and for 8 per cent no support type was specified. In the main fieldwork sample, 64 per cent received accommodation plus vouchers, 34 per cent received vouchers only and the support type was unspecified for 2 per cent.

Main fieldwork sample and sample completing questionnaires

In the main fieldwork sample, 64 per cent of asylum seekers received accommodation plus vouchers and 34 per cent received vouchers only. No support type was specified for 2 per cent. The questionnaire asked asylum seekers "How do you support yourself in the UK?" (Q 1). Unfortunately, the response categories of the questionnaire did not make it clear whether the

accommodation type was provided by NASS or another accommodation provider. This lack of clarity made it difficult to determine which asylum seekers completing the questionnaire received voucher support only. Specifically, it was difficult to determine whether asylum seekers choosing the response "I live in a hostel or hotel where meals are provided, I receive a voucher for cash each week" or "I live in a hostel or hotel where meals are provided and I receive a voucher for cash plus other vouchers each week" were receiving vouchers only or accommodation plus vouchers because the questionnaire did not state the source of the accommodation as NASS. Other answers did allow voucher only support to be identified and showed that 62 per cent of asylum seekers completing the questionnaire received accommodation plus vouchers and 15 per cent received vouchers only at the time of the fieldwork. No response to the question was obtained for 6 per cent of asylum seekers completing the questionnaire and the answers were unknown for 16 per cent.

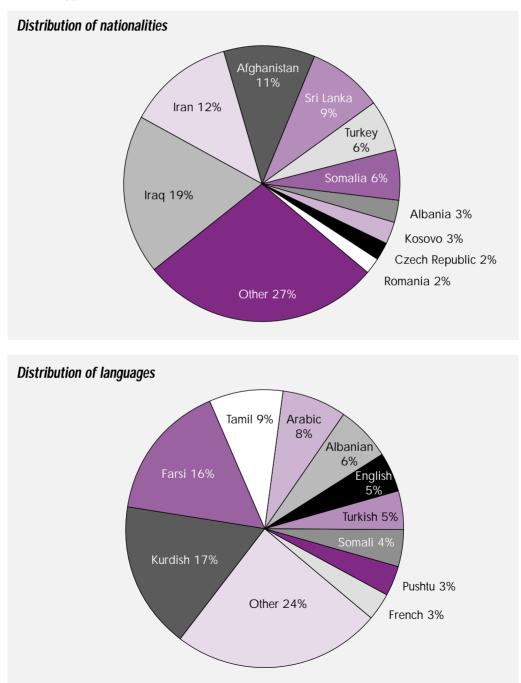
UK-wide population of asylum seekers supported by NASS and asylum seekers completing questionnaires As mentioned above, some of the answers on the questionnaires were not easily identified as accommodation and voucher support and voucher only support. Of those that were identifiable, 62 per cent were receiving accommodation and vouchers, compared with 66 per cent in the UK-wide population, and 15 per cent were receiving vouchers only, compared with 26 per cent in the UK-wide population. The remaining cases in both the population and amongst asylum seekers completing the questionnaire had no identified support type available.

Other characteristics

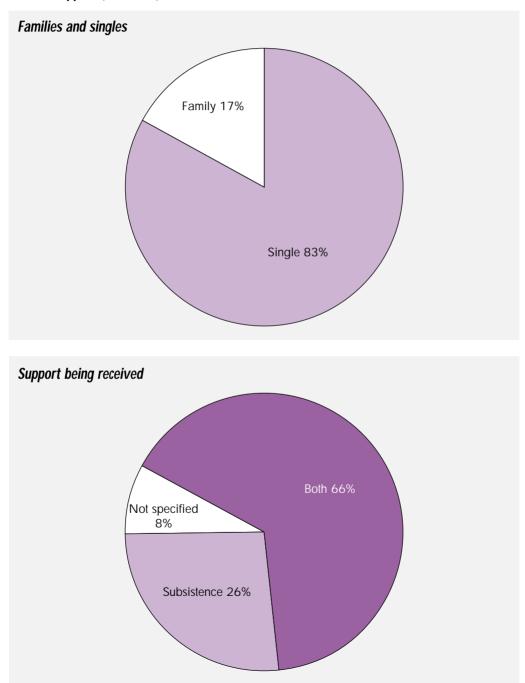
The questionnaire also asked for further information on the characteristics of the asylum seekers, specifically the age and gender of participants. The answered questionnaires show that 74 per cent of the participants were aged between 21 and 40 and 73 per cent of the participants were male. Overall 56 per cent of the participants were men aged between 21 and 40 years.

Annex 3

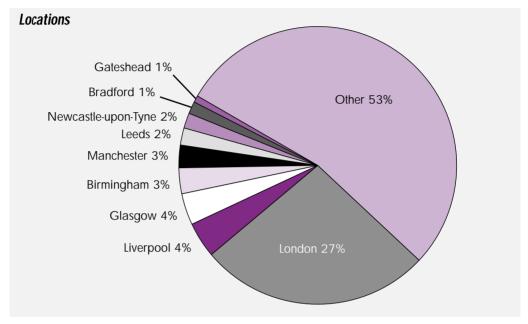
Characteristics of the UK-wide population of asylum seekers on National Asylum Support Service Support



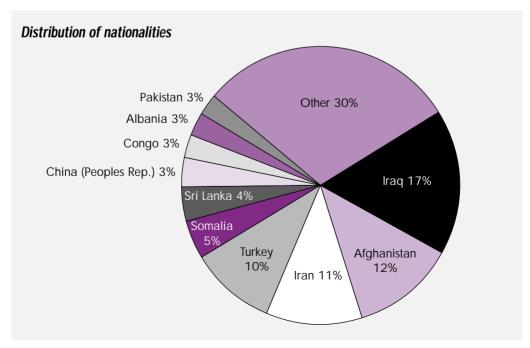
Characteristics of the UK-wide population of asylum seekers on National Asylum Support Service Support (continued)

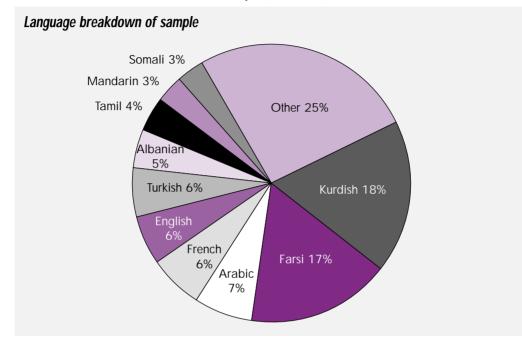


Characteristics of the UK-wide population of asylum seekers on National Asylum Support Service Support (continued)

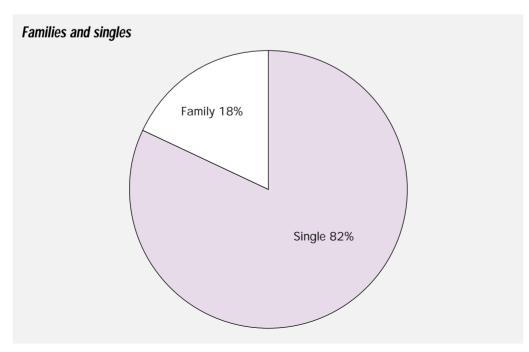


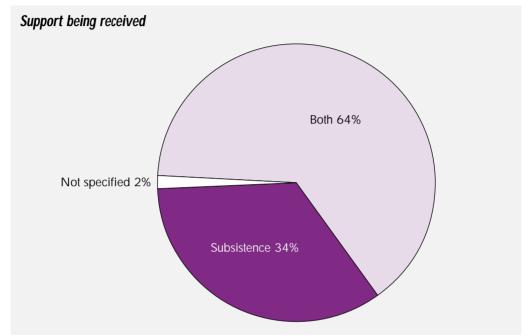
Characteristics of the main fieldwork sample



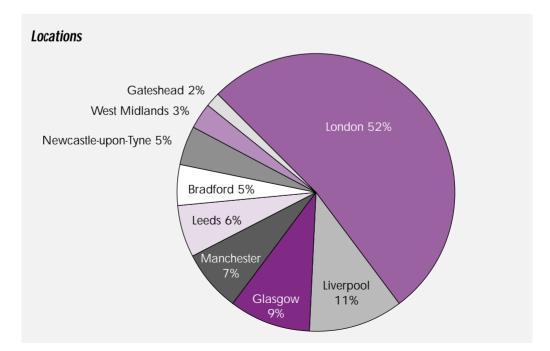


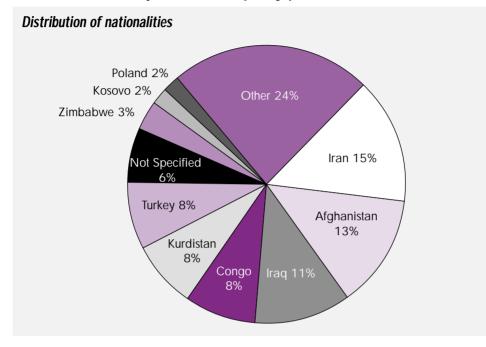
Characteristics of the main fieldwork sample (continued)



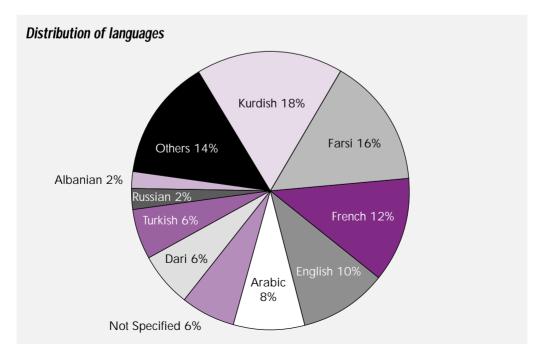


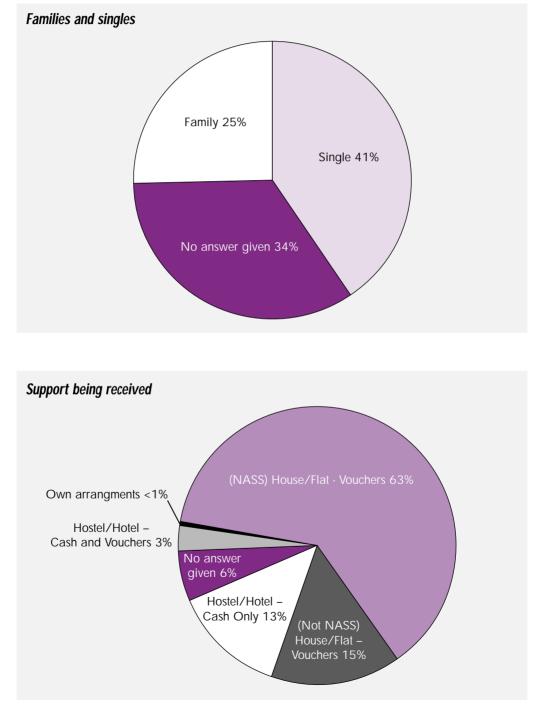
Characteristics of the main fieldwork sample (continued)



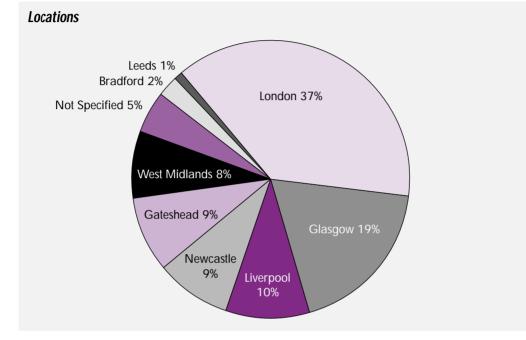


Characteristics of the asylum seekers completing questionnaires

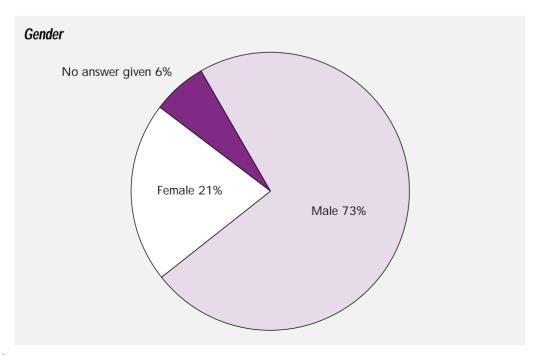




Characteristics of the asylum seekers completing questionnaires (continued)



Characteristics of the asylum seekers completing questionnaires (continued)



Annex 4

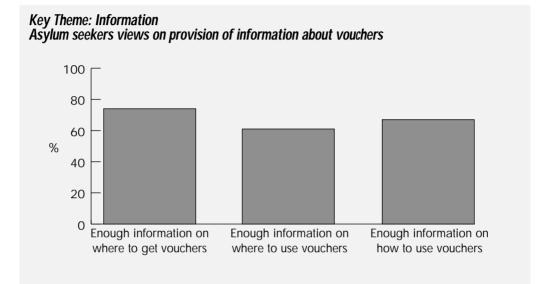
Summary of Number of Times Each Theme Mentioned at Least Once by participants Key: 1 = theme mentioned 0 = theme not mentioned	Ment	tion	e da	it Le	east	Ő	e b	y p:	artic	cipa	nts												
Theme	-	5	~	4	2	9	7 8	6	9	1	12	13	14	15	16	17	18	19	20	21	22	23	Total
Sufficient Information About:																							
Where to collect vouchers	, -	0	<u> </u>	, 	, _	_	<u> </u>	<u>, </u>	<u></u>	<u></u>	<u></u>	<u></u>	0	~	~	~	-	0	0	-	-	-	19
Where to use vouchers	-	, -	~	—	È	_	-	<u></u>	-	-	-	, 	-	~	~	-	~	0	~	-	~	~	22
Who to contact with problems	. 	<u>_</u>	<u></u>		_	_	<u> </u>	<u></u>	<u></u>	<u></u>	0	<u>, </u>	~	, -	, -	, -	~	0	~	~	~	-	21
Collecting Vouchers at the Post Office																							
Post office too far	, -	- -	0	-	0	0	0	0	0	0	<u>, </u>	0	<u></u>	0	0	0	0	0	~	0	0	0	9
About waiting times	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
About customers attitude	. 	-	0	0	0	0	0	0	~	<u></u>	<u></u>	0	0	0	, 	0	~	0	0	0	0	0	٢
Using the Vouchers																							
About where to shop with vouchers	, -	, -	~	0	, O	-	-	~	-	0	<u></u>	0	~	0	~	0	0	~	~	-	~	~	16
About nearness of shops	0	0	0	0	0	0	0	0	0	0	, -	0	~	0	0	0	0	0	0	<u></u>	0	0	4
About higher prices in listed shops	-	, -	-	0	, 0	_	<u> </u>	0	0	<u>, </u>	-	0	0	0	~	0	0	0	0	-	0	~	11
About listed shops refusing vouchers	. 	0	0	0	0	0	0	-	0	0	0	0	0	0	0	0	0	0	0	<u></u>	0	0	ς
About difficulties in calculating vouchers	, -	, -	<u> </u>		, _	-	<u> </u>	0	~	<u>_</u>	<u></u>	0	~	~	~	~	~	~	~	~	~	~	21
About Shop Assistants lack of knowledge	, -	0	<u> </u>		` 	- -	<u> </u>	<u></u>	, -	<u>_</u>	, -	0	0	0	0	, -	0	~	0	0	0	0	13
About delays on the queues	. 	, -	<u> </u>		2	0	<u>, </u>	0	~	<u></u>	<u>, </u>	0	0	0	0	0	0	0	0	0	0	0	10
About customers'reaction	-	, -	<u> </u>		_	0	-	0	0	0	0	0	0	0	0	0	-	, -	0	, -	0	0	10
Limitations of Vouchers																							
Cheaper shops not in scheme	, -	, -	-	O	-	0	<u> </u>	0	0	<u>_</u>	, -	0	0	0	~	0	0	0	0	0	0	~	10
Support for school children	0	0	0	0	0	0	0	0	0	<u></u>	<u> </u>	0	0	0	0	0	0	0	0	0	0	~	4
Travel fare	-	, -	<u>_</u>	-	` O	-	<u> </u>	0	0	0	0	0	-	0	0	-	0	0	0	0	0	~	10
Stationery	-	0	0		-	0	0	0	~	0	-	0	0	0	0	0	0	0	0	0	0	0	5
Entertainment	0	0	0	O	-	0	0	0	<u></u>	0	<u></u>	0	0	0	0	0	0	0	0	0	0	0	ŝ
Winter clothing	-	~	<u>_</u>		, _	_	<u> </u>	-	-	-	~	-	~	-	-	0	~	0	~	~	~	0	20

Summary of Number of Times Each Theme Mentioned at Least Once by participants Key: 1 = theme mentioned 0 = theme not mentioned

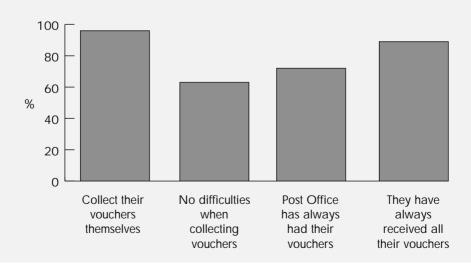
Vey: I = theme mentioned 0 = theme not n	nenuonea																						
Theme	-	7	с	4	5	9	2	8	9 10	11	12	13	14	15	16	1	18	19	20	21	22	23	Total
No change																							
Not aware in advance	~	~	-	, -		- -	0	0	-	0	-	0	0	0	0	0	0	0	~	~	~	0	7
Cash back	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Receipts not provided	0	0	0	0	0	-	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	-
Receiving vouchers																							
Delays	~	0	0	0	0	0	0	0	- 1	0	0	0	0	0	0	0	0	0	0	0	0	0	2
Inconsistency in value	0	0	0	0	0	0	0	0	0	0	0	0	~	0	0	0	-	0	0	0	0	0	2
Voucher Denomination																							
Adding up vouchers	-	~	-	, -	. 		, 	-	0	0	0	0	0	0	0	0	0	~	0	0	0	0	10
Lower denomination	~	~	0	0	0	0	0	0	0	0	0	0	0	0	~	0	0	0	0	0	0	0	S
More cash and less vouchers	0	0	0	0	0	0	0	0	0	0	0	0	0	0	~	0	0	0	0	0	0	-	3
Cash only	0	~	. 	0	0	0	, 		_	-	<u></u>	0	, -	~	0	~	~	0	0	~	0	0	13
Health Care																							
Process	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Access	0	0	0	0	-	0	0	0	0	0	0	0	0	0	0	0	-	~	~	-	~	-	œ
Availability of GPs	0	0	0	0	-	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	-
Others																							
Hostel violence	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

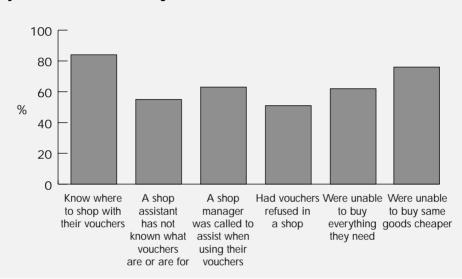
Annex 5

Graphical representation of the quantitative analysis of the answers to the questionnaires



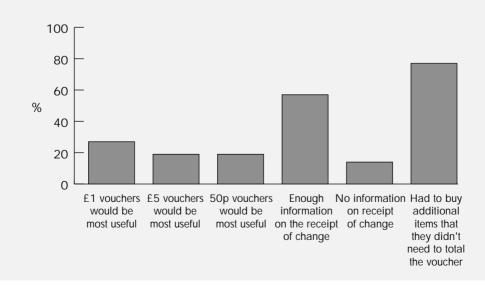
Key Theme: Organistaion of the system: collecting the vouchers Asylum seekers views on collecting vouchers from the Post Office

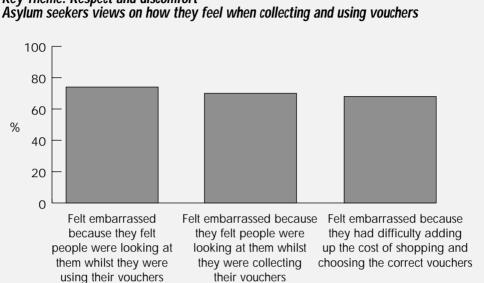




Key Theme: Organistaion of the system: using the vouchers Asylum seekers views on using vouchers

Key Theme: The value of vouchers and the receipt of change Asylum seekers views on the values of vouchers and receipt of change





Key Theme: Respect and discomfort Asylum seekers views on how they feel when collecting and using vouchers



