Public attitudes to social housing

Findings from the 2018 British Social Attitudes Survey
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Introduction and main findings

1. The British Social Attitudes Survey measures the extent to which the attitudes, values and beliefs of the British public change over time. The survey has been run annually by the National Centre for Social Research (NatCen) since 1983 (apart from in 1988 and 1992 when its core funding was used to fund the British Election Study series). A variety of funders, including government departments, grant-giving bodies, other foundations and universities support the survey, enabling it to cover a wide range of social, economic, political and moral issues. Questions are designed to be relevant to policy debates, and also to be repeated at regular intervals.

2. The survey uses a robust methodology that is replicated each year meaning changes in attitudes can be reliably compared between years, although observed changes may not always be significant. The fieldwork for the survey involves two parts – the face-to-face interview and the self-completion questionnaire, with respondents aged 18 or over living in households in Great Britain. The fieldwork in 2018 took place between July and November.

3. The survey is designed to yield a representative survey of adults (aged 18+) in Britain. While the British Social Attitudes Survey covers England, Scotland and Wales, this report presents data for England only.

4. This report provides findings relating to public attitudes to social housing as measured by the British Social Attitudes Survey 2018. The analysis in this report was carried out by analysts at the Ministry of Housing, Communities and Local Government (MHCLG), who commissioned NatCen to develop and include three questions on social housing in the 2018 survey. These questions cover: public attitudes towards social housing, fairness of decisions about social housing allocations, and social tenant engagement. It is not possible to directly attribute change in attitudes to government policy given the broad range of factors which might shape attitudes. However, the findings give context and are helpful for monitoring changing public attitudes over the time.

Main findings

Overall, more people report that they would be comfortable living next to social housing than uncomfortable.

- 41% of people reported that they would feel comfortable living next to social housing, while 24% reported that they would feel uncomfortable and 31% reported that they would feel neither comfortable nor uncomfortable.

Owner occupiers are the most likely to say they would feel uncomfortable living next to social housing, while social renters are the least likely to say they would feel uncomfortable.
30% of owner occupiers reported that they would feel comfortable living next to social housing, compared to 73% of social renters and 46% of private renters. While 4% of social renters and 21% of private renters reported they would feel uncomfortable living next to social housing, this percentage was higher for owner occupiers (31%).

**People living in London are less likely to report they would feel uncomfortable living next to social housing than people living in the rest of England.**

A lower proportion of people living in London reported that they would feel uncomfortable (17%) living next to social housing compared to people living in the rest of England (26%).

**Younger people are more likely to report they would feel comfortable living next to social housing than older people.**

Just over half (53%) of those aged 18-25 reported that they would feel comfortable living next to social housing, a higher proportion than those aged 36-45 (40%), 46-55 (37%), 56-65 (35%), and 66 and over (38%).

**People with a long-term illness or disability are more likely to say they would feel comfortable living next to social housing than those without a long-term illness or disability.**

While 47% of people with a long-term physical or mental health illness or disability reported they would feel comfortable living next to social housing, only 37% of those without a long-term illness or disability reported the same.

**People in work or waiting to take up work are more likely to report they would feel uncomfortable living next to social housing than those who are unemployed.**

27% of those who were in work and 26% of those waiting to take up work reported that they would feel uncomfortable living next to social housing, compared to 7% of those who were unemployed.

**People with lower monthly household incomes are more likely to report they would feel comfortable living next to social housing than those with higher incomes.**

A higher proportion of those earning less than £1,411 per month (50%) and those earning £1,411- £2,560 per month (50%) reported that they would feel comfortable living next to social housing than those earning £2,561- £4,350 per month (36%) and £4,351 or more per month (33%).

Overall more people think that decisions about social housing allocations tend to be unfair than fair.
While 34% of people thought decisions about social housing allocations tend to be unfair, 23% thought decisions tend to be fair and 24% thought decisions about social housing allocations are neither fair nor unfair.

People who think decisions about social housing allocations tend to be fair are more likely to say they would feel comfortable living next to social housing than people who think decisions about social housing allocations tend to be unfair.

Amongst those who thought decisions about social housing allocations tend to be fair, 59% said they would feel comfortable living next to social housing. On the other hand, amongst those who thought decisions about social housing allocations are unfair, 39% said they would feel comfortable living next to social housing.

Social renters are the most likely to think that decisions about social housing allocations tend to be fair.

Amongst social renters, 36% thought decisions about social housing allocations tend to be fair, compared to 21% of private renters and 20% of owner occupiers.

Private renters are more likely to think decisions about social housing allocations tend to be unfair than owner occupiers.

40% of private renters thought decisions about social housing allocations tend to be unfair, compared to 32% of owner occupiers. Amongst social renters, 33% thought decisions about social housing allocations tend to be unfair.

People with a long-term illness or disability are more likely to think that decisions about social housing allocations tend to be unfair than those without a long-term illness or disability.

While 40% of those with a long-term physical or mental health illness or disability thought that decisions about social housing allocations tend to be unfair, this percentage was 30% for those without a long-term illness or disability.

People with lower monthly household incomes are more likely to think decisions about social housing allocations tend to be fair than those with higher monthly household incomes.

Of people earning less than £1,411 per month, 31% thought decisions about social housing allocations tend to be fair. In comparison, 23% of people earning £1,411- £2,560 per month, 21% of those earning £2,561- £4,350 per month, and 20% earning £4,351 or more per month thought decisions about social housing allocations tend to be fair.
Social tenants' engagement with activities in relation to their housing is limited, with most social renters reporting that they had not taken any action over the last 12 months.

- About two thirds (65%) of social tenants reported they hadn't taken any action in relation to their housing in the last twelve months.
- The most common action taken by people was contacting their landlord in other ways (26%); whilst 7% had attended meetings with their landlord and 7% had responded to an online or written questionnaire from their landlord.

Further queries

5. If you have any queries about this report, would like any further information or have suggestions for analyses you would like to see included in future reports, please contact ehs@communities.gov.uk.

6. The responsible analysts for this report are Tajkia Uddin and Kate Eastall, Housing and Planning Analysis Division, MHCLG. Contact via ehs@communities.gov.uk.
Public attitudes to social housing

1.1 This report will discuss public attitudes towards living next to social housing and the fairness of decisions about social housing allocations. It will also report on social tenants’ engagement with a range of activities in relation to their housing.

1.2 The social rented sector consists of housing owned and managed by local authorities and housing associations (sometimes referred to as private registered providers).

1.3 The social rented sector in England consists of 4 million households, of which 2.4 million are renting from housing associations (10%) and 1.6 million are renting from local authorities (7%).

Attitudes towards living next to social housing

1.4 This section will report findings on public attitudes towards living next to social housing, and how these vary by tenure, region, age, household type, income and employment status.

1.5 All respondents were asked:

Homes that are rented from either a local authority or housing association are known as social housing. In general, how comfortable or uncomfortable would you feel about living next to this type of housing?

Response categories were:

- Very comfortable
- Somewhat comfortable
- Neither comfortable nor uncomfortable
- Somewhat uncomfortable
- Very uncomfortable
- Can’t choose

Headline results

1.6 Overall, a higher proportion of people reported that they would feel comfortable living next to social housing (41%), while 24% reported that they

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1 English Housing Survey, 2017-18 Headline report, Annex Table 1.1.
would be uncomfortable and 31% reported that they would be neither comfortable nor uncomfortable.

1.7 A similar proportion of people reported that they would feel very comfortable (21%) and somewhat comfortable (19%) living next to social housing. A much lower proportion of people reported that they would feel very uncomfortable (6%) living next to social housing compared to somewhat uncomfortable (19%), Annex Table 1.1, Figure 1.1.

Figure 1.1: Extent to which people would feel comfortable living next to social housing

Base: all respondents
Note: underlying data are presented in Annex Table 1.1
Source: British Social Attitudes Survey 2018
Tenure

1.8 A smaller proportion of social renters reported that they would feel uncomfortable living next to social housing (4%) compared to private renters (21%) and owner occupiers (31%). A smaller proportion of private renters reported that they would feel uncomfortable living next to social housing (21%) compared to owner occupiers.

1.9 Although owner occupiers were the least likely to feel comfortable living next to social housing, amongst owner occupiers there was no significant difference between the proportion who would feel comfortable living next to social housing (30%) and the proportion who would be uncomfortable (31%). However, there was a higher proportion of owner occupiers who would feel neither comfortable or uncomfortable (35%) compared to those who would be comfortable or uncomfortable. This suggests that as a group most owner occupiers are fairly neutral in terms of their feelings about living next to social housing.

1.10 Amongst social renters, there were no significant differences between local authority and housing association renters, Annex Table 1.2.

Region

1.11 There are some regional variations in the proportions of social rented households across England. In London, 23% of households are social rented households; this proportion is 22% in the North East, 18% in the North West, 18% in Yorkshire and the Humberside, 18% in the West Midlands, 15% in the East Midlands, 15% in the East, 13% in the South East, and 13% in the South West of England. Overall, a higher proportion of households in London are social renters (23%) compared to the rest of England (16%).

1.12 Almost half (48%) of people living in London reported that they would feel comfortable living next to social housing. This was a higher proportion compared to the South East where 34% reported they would feel comfortable living next to social housing, and the South West (36%). Given that the South East and South West of England have the lowest proportions of social rented households, this could partly explain why people living in these areas would be less comfortable living next to social housing, as they may generally have less contact with and exposure to social housing.

1.13 When comparing London to the rest of England as a whole, a higher proportion of people living in the rest of England (26%) reported that they would feel uncomfortable living next to social housing compared to those

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2 English Housing Survey, 2017-18 Headline report, Annex Table 1.2.
living in London (17%), Annex Table 1.4. There were no significant differences between regions in the rest of England, Annex Table 1.3.

Age

1.14 Younger people were more likely to say they would be comfortable living next to social housing than older people. Just over half (53%) of those aged 18-25 reported that they would feel comfortable living next to social housing, a higher proportion than those aged 36-45 (40%), 46-55 (37%), 56-65 (35%), and 66 and over (38%). A higher proportion of those aged 26-35 reported that they would feel comfortable living next to social housing (44%) than those aged 56-65 and 66 and over, Annex Table 1.5.

1.15 There were no significant differences between age groups in terms of how uncomfortable they would feel living next to social housing.

Household type

1.16 A higher proportion of people living in lone adult and children households (58%) and lone male households (54%) reported that they would feel comfortable living next to social housing than those living in two adult (36%), two adult and children (39%) and three or more adult (40%) households. People in lone adult and children households were also more likely to feel comfortable living next to social housing than those in lone female households (44%).

1.17 People in two adult and children and two adult households were more likely to report that they would feel uncomfortable living next to social housing (29% and 28% respectively) compared to lone males (16%), lone females (18%), three or more adults and children (16%) and lone adults and children (12%). Those living in three or more adult households were also more likely to feel uncomfortable living next to social housing (25%) than those in lone adult and children households, Annex Table 1.6.

Ethnicity

1.18 The majority of households in the social rented sector have a white HRP (83%) while 17% have a HRP from an ethnic minority background. Amongst those from an ethnic minority background, 8% are from a black ethnic background, 2% Pakistani or Bangladeshi, 1% Indian and 6% ‘other’.

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3 The household reference person (HRP) is the ‘householder’ in whose name the accommodation is owned or rented
4 This includes respondents who are Bangladeshi, Pakistani, Indian, black or from an ‘other’ ethnic background.
5 English Housing Survey, 2017-18 Headline report, Annex Table 1.3.
1.19 People of a black ethnic origin were more likely to say they would feel comfortable (54%) living next to social housing than those of an Asian ethnic origin (32%), Annex Table 1.7.

1.20 There were no other significant differences between respondents of different ethnicities in terms of how comfortable or uncomfortable they would feel living next to social housing.

**Long-term illness or disability**

1.21 The social rented sector houses more vulnerable groups than other sectors, likely due to the way social housing is allocated on the basis of need. In 2017-18, 54% of households in the social rented sector had at least one household member who had a disability or long-term illness, compared to 31% of owner occupiers and 23% of private renters.6

1.22 People with a long-term physical or mental health illness or disability were more likely to say they would feel comfortable living next to social housing (47%) than those without a long-term illness or disability (37%).

1.23 Similarly those with a long-term physical or mental health illness or disability were less likely to say they would feel uncomfortable living next to social housing (19%) than those without a long-term illness or disability (27%), Annex Table 1.8.

**Employment status**

1.24 Those who were in work or waiting to take up work and those who were retired were more likely to report that they would feel uncomfortable living next to social housing (27% and 26% respectively) than those who were unemployed (7%), Annex Table 1.9.

1.25 There were no significant differences in the proportions of people who reported they would feel comfortable living next to social housing according to whether they were unemployed, in work or waiting to take up work, or retired.

**Income**

1.26 Most social renters in England (72%) are concentrated in the two lowest income quintiles, while a much smaller percentage are in the two highest income quintiles (10%).7,8 This may partly explain the findings below which

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6 English Housing Survey, 2017-18 Headline report, Annex Table 1.3.
7 English Housing Survey, 2017-18 Headline report, Annex Table 1.3.
8 The English Housing Survey uses weekly net household income as a measure of income (after equilisation factors have been applied to reflect the number of people in a household and certain housing costs have been deducted). All households are divided into five equal groups (income
suggest that generally people with lower incomes would be more comfortable living next to social housing, while people with higher incomes would be less comfortable or more uncomfortable.

1.27 People with a lower monthly household income were more likely to report that they would feel comfortable living next to social housing than those with higher monthly incomes. A higher proportion of those earning less than £1,411 per month (50%) and those earning £1,411-£2,560 per month (50%) reported that they would feel comfortable living next to social housing than those earning £2,561-£4,350 per month (36%) and £4,351 or more per month (33%).

1.28 People earning £4,351 or more per month were the most likely to report that they would feel uncomfortable living next to social housing, with 34% reporting this. However, amongst those earning £4,351 or more per month, there was no difference between the proportion of people who reported that they would feel comfortable, uncomfortable or neither comfortable or uncomfortable living next to social housing. This suggests that while those earning £4,351 or more per month would feel less comfortable and more uncomfortable living next to social housing compared to lower income groups, there is no clear trend within this higher income group itself, Annex Table 1.10.

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quintiles) based on their income (i.e. those in the bottom 20%, the next 20% and so on). These can be used to compare income levels of particular groups to the overall population.

9 See glossary for further information.
Figure 1.2: Groups who were more likely than the baseline proportion to say they would feel comfortable living next to social housing

Base: all respondents
Notes:
1) the baseline is the proportion of all respondents who said they would feel comfortable living next to social housing
2) underlying data are presented in Annex Tables 1.1 to 1.10
Source: British Social Attitudes Survey 2018
Attitudes towards the fairness of decisions about social housing allocations

1.29 Local councils are responsible for allocating people to social housing based on a range of factors related to their needs and eligibility.\(^{10}\)

1.30 This section will report on public attitudes towards fairness of social housing allocations, broken down by tenure, region, age, household type, income and employment status. It will also report on the extent to which people’s views about the fairness of social housing allocations affects how comfortable they would feel living next to social housing.

1.31 All respondents were asked:

To what extent, do you feel the way in which decisions are made about who gets social housing tend to be fair or unfair?

Response categories were:

- Very fair
- Somewhat fair
- Neither fair nor unfair
- Somewhat unfair
- Very unfair
- Can’t choose

**Headline results**

1.32 Overall, more people thought decisions about social housing allocations tend to be unfair (34%) than fair (23%).

1.33 A higher proportion of people thought decisions about social housing allocations tend to be somewhat fair (20%) than very fair (4%) and somewhat unfair (25%) than very unfair (9%), Annex Table 1.11, Figure 1.4.

1.34 People who thought decisions about social housing allocations tend to be fair were more likely to say they would feel comfortable living next to social housing (59%), compared to those who thought decisions about social housing allocations tend to be unfair (39%), Annex Table 1.21, Figure 1.5.

**Figure 1.4: Extent to which people think decisions about social housing allocations are fair**

![Pie chart showing distribution of responses](image-url)

**Base:** all respondents

**Note:** underlying data are presented in Annex Table 1.11

**Source:** British Social Attitudes Survey 2018
Figure 1.5: Extent to which people would feel comfortable living next to social housing, by extent to which people feel decisions about social housing allocations are fair

Base: all respondents  
Note: underlying data are presented in Annex Table 1.21  
Source: British Social Attitudes Survey 2018

Tenure

1.35 The proportion of private renters who thought decisions about social housing allocations tend to be unfair was higher than owner occupiers (40% compared to 32%). For social renters, this was 33%.

1.36 Social renters were more likely to think decisions about social housing allocations tend to be fair (36%) compared to private renters (21%) and owner occupiers (20%).

1.37 While social renters were more likely than other tenures to think decisions about social housing allocations tend to be fair, within social renters there was an almost equal split of proportions stating that they thought decisions about social housing allocations tend to be fair (36%) and unfair (33%), Annex Table 1.12.

Region

1.38 Overall people living in the East were more likely to think that decisions about social housing allocations tend to be unfair (41%), compared to those living in the North West (27%), North East (26%) and Yorkshire and the Humberside (29%).
1.39 Those living in the South West and North West were more likely to think decisions about social housing allocations tend to be fair (28% and 27% respectively) than those living in the West Midlands (17%), Annex Table 1.13.

**Age**

1.40 There were no significant differences amongst different age groups in terms of how fair or unfair they thought decisions about social housing allocations tend to be, Annex Table 1.15.

**Ethnicity**

1.41 There were no significant differences between respondents of different ethnicities in terms of their views on the fairness of decisions about social housing allocations.

**Long-term illness or disability**

1.42 People with a long-term physical or mental health illness or disability were more likely to think that decisions about social housing allocations tend to be unfair (40%) than those without a long-term illness or disability (30%), Annex Table 1.17.

1.43 There was no significant difference between those with and without a long-term illness or disability in terms of how fair they felt decisions about social housing allocations tend to be.

**Household type**

1.44 People living in lone adult and children households were more likely to say that decisions about social housing allocations tend to be unfair, compared to most of the other household types. Amongst those in lone adult and children households, 48% thought decisions about social housing allocations tend to be unfair. This was higher than those in lone male households (26%), two adult and children (33%), three or more adult (30%), and three or more adult and children households (31%).

1.45 People who were lone males were more likely to say that decisions about social housing allocations tend to be fair (36%), compared to people in lone female (26%), two adult (20%), two adult and children (21%), and three or more adult households (21%), Annex Table 1.18.

**Employment status**

1.46 There were no significant differences between those who were in full-time education or training, in work/waiting for work, unemployed, retired, or other, in terms of how unfair or fair they thought decisions about social housing allocations tend to be, Annex Table 1.19.
Income

1.47 As mentioned earlier, most social renters (72%) are concentrated in the two lowest income quintiles, while a much smaller percentage are in the two highest income quintiles (10%). This may in part explain some of the findings below which suggest that those with higher incomes are less likely to say decisions about social housing allocations are fair (perhaps because they are less likely to receive social housing accommodation) than those with lower incomes.

1.48 People with lower household incomes were more likely to think decisions about social housing allocations tend to be fair than those with higher household incomes. Of people earning less than £1,411 per month, 31% thought decisions about social housing allocations tend to be fair. In comparison, 23% of people earning £1,411-£2,560 per month, 21% of those earning £2,561-£4,350 per month, and 20% earning £4,351 or more per month thought decisions about social housing allocations tend to be fair.

1.49 Although those earning less than £1,411 per month were the most likely to say decisions about social housing allocations tend to be fair compared to other income groups, amongst those earning less than £1,411, there was an almost equal split of proportions of people who thought decisions about social housing allocations tend to be fair (31%) and unfair (34%), Annex Table 1.20.

1.50 While there were differences between income groups about how fair they thought decisions about social housing tend to be, there were no significant differences between income groups in terms of how unfair they thought decisions about social housing allocations tend to be.
Figure 1.6: Groups who were more likely than the baseline proportion to think that decisions about social housing allocations are fair

Base: all respondents
Notes:
1) the baseline is the proportion of all people who think that decisions about social housing allocations are fair
2) underlying data are presented in Annex Tables 1.11 to 1.20
Source: British Social Attitudes Survey 2018

Baseline: 23%
Figure 1.7: Groups who were more likely than the baseline proportion to think that decisions about social housing allocations are unfair

Base: all respondents
Notes:
1) the baseline is the proportion of all people who think that decisions about social housing allocations are unfair
2) underlying data are presented in Annex Tables 1.11 to 1.20
Source: British Social Attitudes Survey 2018

Social tenant engagement

1.51 This section examines the extent to which social renters engage with a range of activities related to their housing, for example, attending meetings with their landlord.

1.52 Respondents were asked:

If currently living in LA/HA housing (based on response to question in classification block) In the last 12 months, which of the following have you done?

Response categories were:

- I have attended meetings with my landlord
- I'm on a tenant board / scrutiny panel
- I have responded to an online / written questionnaire from my landlord
- I have sent letters to my landlord
- I am part of an online neighbourhood forum
- I have contacted my landlord in other ways
1.53 About two thirds (65%) of social renters said they had not done any of these activities. The most common action which was taken by people was contacting their landlord in ‘other ways’ (26%). Other common actions were attending meetings with landlords (7%) and responding to an online or written questionnaire from their landlord (7%).

1.54 Of the remaining options, 5% had sent letters to their landlord, 1% were part of an online neighbourhood forum, and 1% were on a tenant board or scrutiny panel, Annex Table 1.22, Figure 1.8.

Figure 1.8: Social tenant engagement over the previous 12 months

Base: all respondents
Note: underlying data are presented in Annex Table 1.22
Source: British Social Attitudes Survey 2018
Technical notes and glossary

Technical notes

1. The fieldwork for the survey involves two parts: the face-to-face interview and the self-completion questionnaire. Computer-assisted interviews are carried out face-to-face by one of NatCen Social Research’s regular panel of interviewers. The self-completion questionnaire follows on from some of the topics touched on in the interview and contains questions which may be particularly sensitive, are a battery of questions which are easy to answer in this format, or have historically always been asked via this mode. This questionnaire was, whenever possible, collected by the interviewer. Otherwise the respondent was asked to post it to NatCen Social Research.

2. In this report, the questions relating to public attitudes to social housing were asked in the self-completion questionnaire. The question relating to social tenant engagement was asked as part of the face-to-face interview.

3. In 2018, the sample for the British Social Attitudes survey was split into four equally-sized parts (each part still being nationally representative in its own right). Each part was asked a different version of the questionnaire (version A, B, C, D). Depending on the number of versions in which it was included, each ‘module’ of questions was thus asked either of the full sample (3,879 respondents) or of a random quarter, half or three quarters of the sample. The housing module in this report was included in three versions of the survey, so was asked of three quarters of the whole sample (approximately 2,909 respondents).

4. The question on household income which was used to calculate the household income bandings used in this report, was asked in two of the three questionnaire versions that the housing module was asked. This means the variations in attitudes to social housing by income analysed in this report are based on a smaller sample size than the rest of the analysis.

5. Some respondents did not answer particular questions asked in the face-to-face or self-completion questionnaire. These refusals are not included in the analysis.

6. The reliability of the results of sample surveys, including the British Social Attitudes Survey, is positively related to the unweighted sample size. Results based on small sample sizes should therefore be treated as indicative only because inference about the national picture cannot be drawn. To alert readers to those results, percentages based on a row or column total with unweighted total sample size of less than 30 are italicised. To safeguard against data
disclosure, the cell contents of cells where the cell count is less than 5 are replaced with a “u”.

7. Where comparative statements have been made in the text, these have been significance tested to a 95% confidence level. This means we are 95% confident that the statements we are making are true.

Glossary

**Ethnicity**: Classification according to respondents' own perceived ethnic group.

**Household income**: income bandings are designed to be representative of those that exist in Britain and are taken from the family resources survey (see [http://research.dwp.gov.uk/asd/FRS](http://research.dwp.gov.uk/asd/FRS)).

**Long-term illness or disability**: includes those who have a long-term physical or mental health condition or disability. Long-term refers to anything that has lasted, or is likely to last, at least 12 months.

**Tenure**: In this report, households are typically grouped into three broad categories known as tenures: owner occupiers, social renters and private renters. The tenure defines the conditions under which the home is occupied, whether it is owned or rented, and if rented, who the landlord is and on what financial and legal terms the let is agreed.

- **owner occupiers**: households in accommodation which they either own outright, are buying with a mortgage or as part of a shared ownership scheme.

- **social renters**: this category includes households renting from Local Authorities (including Arms’ Length Management Organisations (ALMOs) and Housing Action Trusts) and Housing Associations, Local Housing Companies, co-operatives, charitable trusts and new town development corporations.

- **private renters**: this sector covers all other tenants, renting from a property company, an individual or private landlord, employer of a household member, a relative or friend of a household member, or another organisation.