

Analysis of New Claims for Disability Living Allowance and Attendance Allowance by Main Disabling Condition: 2011/2012

September 2012

Background

Disability Living Allowance (DLA) and Attendance Allowance (AA) are benefits that provide a cash contribution towards the extra costs of needs arising from an impairment or health condition. DLA/AA are non-means-tested benefits payable regardless of employment status. They are part of a wider range of support and services available to disabled people, including support with housing and Council Tax costs, and in the form of services or direct payments from Local Authorities to meet social care needs.

New claims for Disability Living Allowance can only be made by those aged under 65; once a claimant has reached 65 new claims must be made under the AA scheme. Existing DLA claims, or those eligible under linking rules, continue to be paid after the recipient's 65th birthday.

To apply for DLA/AA individuals complete a claim form which requests detailed information about the impact that their impairment or health condition has on their ability to manage their care themselves (DLA/AA) or get around (DLA only). If a claimant has a progressive disease and is not expected to live for more than another six months, there are Special Rules for claiming the benefit to make sure it is processed more quickly and easily. The claim form is considered by a Decision Maker alongside other evidence such as reports from the claimant's General Practitioner or consultant.

The decision about whether to award benefit is made on the level of their care and mobility needs (DLA) or care needs (AA). A diagnosed impairment or medical condition on its own does not in most cases mean that someone is automatically entitled to DLA/AA; the award is based on care/mobility needs.

Further information on DLA is available at:

http://www.direct.gov.uk/en/moneytaxandbenefits/benefitstaxcreditsandothersupport/disabledpeople/dg_10018702

Further information on AA is available at:

http://www.direct.gov.uk/en/MoneyTaxAndBenefits/BenefitsTaxCreditsAndOtherSupport/Disabledpeople/DG_10018710

The Department publishes a range of statistical information on DLA and AA claimants (including medical condition, age and duration of claim) at

<http://research.dwp.gov.uk/asd/index.php?page=tabtool>.

From 8 April 2013 the Government is introducing a new benefit called Personal Independence Payment (PIP) to replace DLA for eligible working age people aged 16 to 64. PIP is based on an assessment of individual need. The new assessment will focus on an individual's ability to carry out a range of key activities necessary to everyday life. Information will be gathered from the individual, as well as healthcare and other professionals who work with and support them. PIP will consist of a "Daily Living" component and a "Mobility" component. More information can be found at:

<http://www.dwp.gov.uk/policy/disability/personal-independence-payment/>

Methodology

Information on flows onto DLA/AA is not routinely published. The chart and table below are based on the Work and Pensions Longitudinal Study. The information is derived from quarterly snapshots; this means that a very small number of short duration claims may be excluded from the analysis.

Entitlement to DLA/AA depends on an assessment of how much help someone needs with personal care and/or mobility because of their disability. A diagnosed impairment or medical condition does not in most cases mean that someone is automatically entitled to DLA/AA.

Previous papers which include analysis of DLA/AA caseloads by main disabling condition can be found in the adhoc data archive at:

http://research.dwp.gov.uk/asd/asd1/adhoc_analysis/index.php?page=adhoc_analysis_arc

These include:

http://statistics.dwp.gov.uk/asd/asd1/adhoc_analysis/2012/ib_sda_esa_dla_drug_alcohol_by_la_july2012.pdf

http://statistics.dwp.gov.uk/asd/asd1/adhoc_analysis/2012/ib_sda_esa_dla_drug_alcohol_by_la_july2012.xls

http://statistics.dwp.gov.uk/asd/asd1/adhoc_analysis/2012/ib_sda_esa_dla_drug_alcohol_by_la.pdf

http://statistics.dwp.gov.uk/asd/asd1/adhoc_analysis/2012/ib_sda_esa_dla_drug_alcohol_by_la.xls

http://statistics.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/dla_med_cond_caseloads_exp_end_09_10.pdf

http://statistics.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/dla_med_cond_caseloads_exp_end_09_10.xls

http://research.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/analysis_of_disability_living_allowance_DLA_awards.pdf

http://research.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/dla_award_by_disabling_condition_age_group_aug10.xls

http://research.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/dla_care_mob_may_2010.pdf

http://research.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/dla_care_mob_may_2010.xls

http://research.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/aa_special_rules_may_2010.pdf

http://research.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/dla_special_rules_may_2010.pdf

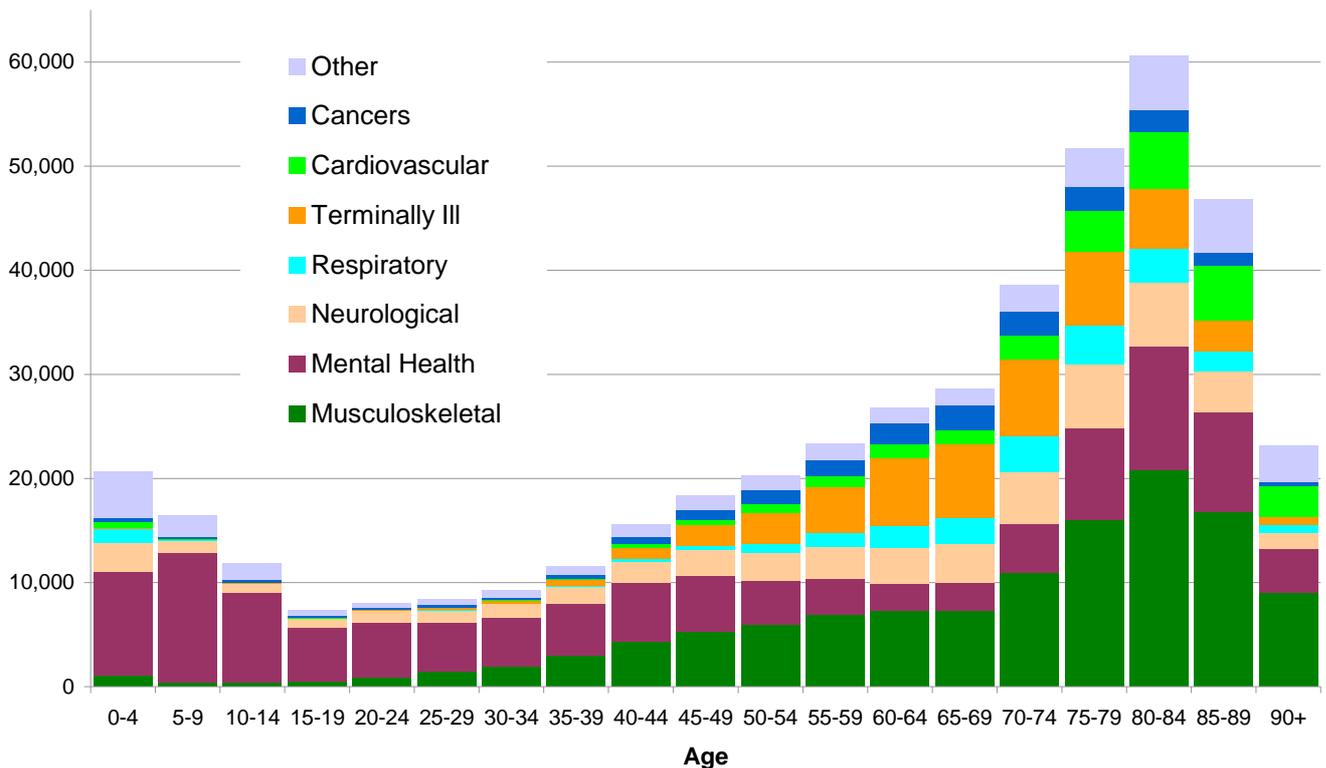
Results

In the year to February 2012 there were around 450 thousand successful new claims to DLA/AA. Overall the largest types of main disabling condition underlying successful new DLA/AA claims arise from individuals with Musculoskeletal (27%) and Mental Health (27%) conditions as the primary driver behind their DLA/AA claim. However, these are not represented uniformly throughout the age bands. New claims for Mental Health conditions are the largest single source of new claims for those aged up to 45-50, when the number of new claims for Musculoskeletal conditions becomes broadly similar. After age 49-50 Musculoskeletal becomes the largest single source of new claims.

Other than at the start of the age distribution the number of new claims made per 5 year age band increases with age until it peaks at those aged 80-84 (which account for 14% of all new claims).

These patterns can be seen in the chart which shows new claims by age and main disabling condition group.

On-flows to DLA/AA in 2011/2012 by age group and main disabling condition



It should be noted that this chart refers to successful new claims only. Duration of claim plays a part in determining the make-up of the DLA/AA caseload (which was about 4.8 million cases at any one time throughout the year). For example, Musculoskeletal diseases accounted for 27% of the on-flows in the year to February 2012 but 37% of the caseload in payment throughout the year; Cancers accounted for 4% of on-flows but 2% of the caseload. Those who are Terminally Ill and have made their DLA/AA claim under Special Rules (see Annex A) do not have claims of long duration; they accounted for 11% of new

claims in the year to February 2012 but account for only about 1.4% of the DLA/AA caseload at any one time.

Successful new claims and caseloads: Percentage with disability/impairment type

	Successful new claims	Caseload - claims in payment
Musculoskeletal	26.9%	36.9%
Mental Health	26.7%	24.3%
Neurological	11.3%	12.3%
Respiratory	5.0%	4.5%
Terminally Ill	11.0%	1.4%
Cardiovascular	5.9%	6.2%
Cancers	4.3%	1.9%
Other	8.9%	12.6%

Source: DWP Information, Governance and Security Directorate, 100% WPLS.

Notes:

1. Percentages are rounded to one decimal place

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Annex A

In this analysis the main disabling conditions which result in the DLA/AA claim are grouped into 8 broad categories:

Musculoskeletal: Includes osteoarthritis, inflammatory arthritis, back and limb problems and chronic pain syndromes.

Mental Health: Includes anxiety, mood, psychotic and behavioural disorders, learning difficulties and cognitive disorders.

Neurological: Includes: Cerebrovascular Disease and movement disorders e.g. Parkinson's disease

Respiratory: Includes Chronic Obstructive Pulmonary Disease, Asthma and Cystic Fibrosis

Terminally ill (Special Rules): Normally a claimant must have had care or supervision needs or walking difficulties for at least three months that are likely to continue for at least a further six months for an award of DLA/AA to be made. However, if they have a progressive disease and are not expected to live for more than another six months, they become entitled immediately without having to meet the qualifying period or prospective test.

Further information is available at:

http://www.direct.gov.uk/en/MoneyTaxAndBenefits/BenefitsTaxCreditsAndOtherSupport/Disabledpeople/DG_10018702

Cardiovascular: Includes Heart disease and Peripheral Vascular Disease

Cancers: Malignant Disease

Others: Includes other groups such as sensory impairments and endocrine disorders e.g. diabetes.

Annex B

On-flows to DLA/AA in 2011/2012 by age group and main disabling condition

Age	Main Disabling Condition								
	All	Musculoskeletal	Mental	Neurological	Respiratory	Terminally Ill	Cardiovascular	Cancers	Other
All	447,500	120,420	119,360	50,600	22,390	49,450	26,270	19,390	39,630
0 - 4	20,640	1,010	10,060	2,790	1,270	150	510	450	4,390
5 - 9	16,430	410	12,450	1,140	100	20	40	230	2,020
10 - 14	11,840	430	8,650	800	60	20	20	220	1,640
15 - 19	7,330	510	5,220	770	30	40	50	200	510
20 - 24	8,060	910	5,300	1,050	30	80	40	200	430
25 - 29	8,370	1,410	4,770	1,150	50	170	70	190	560
30 - 34	9,290	2,000	4,640	1,300	70	280	80	240	670
35 - 39	11,620	3,040	5,000	1,530	120	530	190	360	840
40 - 44	15,580	4,360	5,580	2,070	280	1,090	340	700	1,160
45 - 49	18,310	5,270	5,370	2,460	460	1,960	480	970	1,330
50 - 54	20,300	5,950	4,260	2,710	800	3,030	800	1,360	1,390
55 - 59	23,370	6,930	3,450	3,010	1,410	4,400	1,040	1,590	1,540
60 - 64	26,800	7,340	2,530	3,430	2,160	6,480	1,400	1,980	1,490
65 - 69	28,610	7,260	2,740	3,700	2,540	7,090	1,340	2,320	1,620
70 - 74	38,580	10,940	4,740	4,940	3,400	7,440	2,330	2,320	2,470
75 - 79	51,750	16,080	8,740	6,190	3,670	7,150	3,870	2,380	3,680
80 - 84	60,590	20,780	11,950	6,030	3,370	5,700	5,510	2,030	5,220
85 - 89	46,800	16,760	9,630	3,930	1,900	3,000	5,230	1,220	5,130
90+	23,220	9,010	4,260	1,590	660	800	2,940	430	3,520

Source: DWP Information, Governance and Security Directorate, 100% WPLS.

Notes:

1. Caseloads are rounded to the nearest 10; totals may not sum due to rounding