

Work Programme – analysis of benefit status of participants

November 2012

DWP Department for
Work and Pensions

Introduction

This publication contains statistics describing the benefit circumstances of those people referred to the Work Programme in the first 4 months of the programme. It presents figures based on DWP working age benefit data, up to 56 weeks after claimants were referred.

This ad hoc release also provides an update to the statistics published in July 2012 which showed the benefit status of those attached in June 2011, 36 weeks after attachment. This analysis has been reproduced, using additional data for a full 56 weeks after attachment.

The figures in this analysis specifically relate to time off benefit and do not constitute official statistics on the Work Programme job outcomes, which are being published today the 27th November 2012, and can be found at:

<http://statistics.dwp.gov.uk/asd/index.php?page=wp>.

The release strategy for statistics on the Work Programme and other employment programmes is available on the DWP website at

<http://statistics.dwp.gov.uk/asd/index.php?page=wp>.

The publication strategy provides for the release of additional statistics within the Code of Practice for Official Statistics where this can add to the policy debate and meet the needs of the public.

In deciding whether to release this data, DWP analysts have considered whether this analysis adds to the overall body of evidence about the Work Programme, whilst maintaining the integrity of the planned release of official job outcome statistics and programme evaluation.

The additional value of these statistics is explained in the analysis section of this paper.

Background

The Work Programme is an integrated package of support providing personalised work-focused help for a wide range of customers. Both JSA and ESA customers will be eligible at various stages of their claims depending on their circumstances along with IB/IS/ and PC customers are also eligible to volunteer for this scheme. The support is delivered by public, private and voluntary sector organisations, working under contract to DWP. These organisations will tailor services to what works best for individual customers in helping them back in to sustained work. For more information please see information note at the following link:

Methodology

This publication contains statistics describing the benefit circumstances of the following cohorts of claimants:

- Those referred to the Work Programme in June 2011, tracked for 56 weeks following referral.
- Those referred to the Work Programme in July 2011, tracked for 52 weeks following referral.
- Those referred to the Work Programme in August 2011, tracked for 47 weeks following referral.
- Those referred to the Work Programme in September 2011, tracked for 43 weeks following referral.

and:

- Those attached to the Work Programme in June 2011, tracked for 56 weeks after attachment.

More information on the composition of these groups can be found in the official statistics on Work Programme referrals and attachments.

http://research.dwp.gov.uk/asd/asd1/work_programme/wp_release_nov12.pdf

The Work Programme statistics in this adhoc are derived by combining data from the Provider Referral and Payment system (PRaP) and the National Benefits Database.

The statistics on referrals record the number of eligible claimants referred to the Work Programme by Jobcentre Plus. A claimant remains on the Work Programme for 2 years from the date of their referral to the programme.

The statistics on attachments record the number of people with whom a provider has completed initial engagement activity. A Work Programme attachment is defined as the date the provider first engages with the claimant and conducts a specified 'attachment activity'. The attachment date is the date the provider records on PRaP that this activity took place.

Each cohort of participants has been combined with the National Benefits Database to identify how many participants were claiming benefits (Jobseeker's Allowance (JSA), Employment and Support Allowance (ESA) / incapacity benefits (IB), and Income Support (IS)) at weekly intervals following their attachment dates.

This release focuses on national level analysis. The staggered roll out of the Work Programme across providers and geographies, coupled with the size and profile of the early cohort limit any analysis at sub-national level.

Key Findings

The attached annex sets out the results for each of the 5 cohorts. Each table in the annex presents shows the number of people with any break in claim since being referred to the Work Programme, the number off benefit at the end of the tracking period and how many of the cohort with a continuous break in claim of 13 and 26 weeks.

The table below summarises the findings for each of the first 4 cohorts of referrals.

Table 1: Off benefit analysis of participants who referred to the Work Programme from June - September 2011

	Cohort			
	June 2011	July 2011	August 2011	September 2011
Number of referrals to the Work Programme in month	74,700	99,200	73,700	63,300
<i>Tracking period</i>	<i>56 Weeks</i>	<i>52 Weeks</i>	<i>47 Weeks</i>	<i>43 Weeks</i>
% of referrals with any break in claim	56%	53%	52%	50%
% off benefit at end of tracking period	29%	26%	26%	26%
% referrals with a continuous break in claim of 13 weeks	30%	26%	25%	23%
% referrals with a continuous break in claim of 26 weeks	19%	16%	14%	11%

- For each cohort, at least half of those referred to the Work Programme have had some break in their benefit claim, and 1 in 4 are off benefit at the end of the tracking period.
- There is more variation between cohorts on the proportion of referrals with a continuous spell off benefit. This reflects the shorter tracking window in which a 26 week spell could be recorded. We would expect the number of observed 13 and 26 week continuous spells to increase as more data becomes available.
- Analysis of the cohort of June 2011 attachments shows clear differences when the results from the 56 week tracking period are compared to the figures originally published for the 36 week tracking window. The table below compares the key findings with those published in the previous analysis, which can be found at:

Table 2: Off benefit analysis of participants who attached to the Work Programme in June 2011

	June 2011	
Number of attachments to the Work Programme in month	28,600	
<i>Tracking period</i>	<i>36 weeks</i>	<i>56 weeks</i>
% of attachments with any break in claim	48%	57%
% off benefit at end of tracking period	25%	30%
% attachments with a continuous break in claim of 13 weeks	24%	31%
% attachments with a continuous break in claim of 26 weeks	14%	21%

Assessment

In deciding whether to release this data, DWP analysts have considered that this analysis adds to the overall body of evidence about the Work Programme, whilst maintaining the integrity of the planned release of official job outcome statistics and programme evaluation.

Some of the key issues are that:

- Whilst these figures represent evidence of movement off benefit, they do not, in isolation, provide direct evidence of movement into sustained employment. This makes it harder to establish a clear link between movements off benefit and job outcome payments. For example whilst this analysis is only able to track continuous spells off benefit, providers can claim a job outcome payment based on the total time spent off benefit, irrespective of the number of spells.
- Early cohorts may not necessarily be representative of long term performance. Seasonal factors may also be important but more data will be needed to make an assessment.
- the data tracking period itself only represents a proportion of the two years that providers might expect to spend working with claimants.
- We cannot estimate at this stage what the *impact* of the Work Programme has been on benefit receipt, or compare these results against previous employment programmes, because:
 - Recent DWP analyses of labour market programmes have relied on matching participants to non-participants within the same time period. This approach would be less effective for a national programme which rolled out nationally within a short period in June 2011.
 - An assessment of the Work Programme will require much more data to be able to construct comparison groups and match these to data on participants.

- Aggregate time series data on benefit exit rates can be distorted by the effects of previous programmes which provided an artificial break in benefit claims. This is particularly important for young people, many of whom moved onto Training Allowances under the New Deal.
- There may be wider labour market effects which play a significant role in explaining differences in outcomes for participants and non-participants.

The evaluation of the Work Programme will include a full impact assessment which will consider these methodological issues in depth using much more data than is currently available.

The Department for Work and Pensions have commissioned a consortium led by the Institute for Employment Studies (IES) to undertake an independent evaluation of the Work Programme, including an impact assessment. The evaluation will explore commissioning and delivery of the programme, and participants' experiences and outcomes via a combination of qualitative research and surveys. The evaluation will begin reporting in late 2012, with regular reports through to a final synthesis report in 2014/15. All reports will be published on the DWP website at: <http://research.dwp.gov.uk/asd/asd5/rrs-index.asp>.

Tim Foster
Judith Correia
Department for Work and Pensions
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ANNEX

Work Programme - Initial analysis of participants who referred to the Work Programme in June 2011

Preliminary analysis of early Work Programme participants, using DWP administrative data to track benefit over 56 weeks

Table 1: Break in benefit analysis

Participants referred to the Work Programme in June 2011 **74,700**

a) Benefit status of June cohort during participation in the programme

	Volume	% of June cohort
Never left benefit	33,100	44
Break in benefit	41,600	56

b) June 2011 referrals off benefit at the point of 56 weeks from referral

	Volume	% of June cohort
Off benefit 56 weeks after referral	21,400	29

c) June 2011 referrals with a continuous break in claim of 13 and 26 weeks

	Time spent off benefit			
	13 weeks	% of June cohort	26 weeks	% of June cohort
Total	22,000	30	14,300	19

Note:

June cohort includes all WP participants with a referral date between 1st June and 30 June 2011

Analysis is of June cohort over a 56 week period from date of referral. During this period it is still possible that some claims could be off benefit if the analysis period was extended.

Break in benefit numbers include those that were not JSA, IS, ESA or IB at all during the relevant period

A break in claim is when there is evidence that a WP participant has left benefit for at least one day

Caseloads are rounded to the nearest 100, percentages are based on unrounded figures and rounded to the nearest whole number.

Any benefit claims which are dealt with clerically are not included in this analysis

Data Source: August WPAD, June NBD

Work Programme - Initial analysis of participants who referred to the Work Programme in July 2011

Preliminary analysis of early Work Programme participants, using DWP administrative data to track benefit over 52 weeks

Table 1: Break in benefit analysis

Participants referred to the Work Programme in July 2011 **99,200**

a) Benefit status of July cohort during participation in the programme

	Volume	% of July cohort
Never left benefit	46,700	47
Break in benefit	52,500	53

b) July 2011 referrals off benefit at the point of 52 weeks from referral

	Volume	% of July cohort
Off benefit 52 weeks after referral	26,000	26

c) July 2011 referrals with a continuous break in claim of 13 and 26 weeks

	Time spent off benefit			
	13 weeks	% of July cohort	26 weeks	% of July cohort
Total	26,100	26	15,700	16

Note:

July cohort includes all WP participants with a referral date between 1st July and 31 July 2011

Analysis is of July cohort over a 52 week period from date of referral. During this period it is still possible that some claims could be off benefit if the analysis period was extended.

Break in benefit numbers include those that were not JSA, IS, ESA or IB at all during the relevant period

A break in claim is when there is evidence that a WP participant has left benefit for at least one day

Caseloads are rounded to the nearest 100, percentages are based on unrounded figures and rounded to the nearest whole number.

Any benefit claims which are dealt with clerically are not included in this analysis

Data Source: August WPAD, June NBD

Work Programme - Initial analysis of participants who referred to the Work Programme in August 2011

Preliminary analysis of early Work Programme participants, using DWP administrative data to track benefit over 47 weeks

Table 1: Break in benefit analysis

Participants referred to the Work Programme in August 2011 **73,700**

a) Benefit status of August cohort during participation in the programme

	Volume	% of August cohort
Never left benefit	35,400	48
Break in benefit	38,300	52

b) August 2011 referrals off benefit at the point of 47 weeks from referral

	Volume	% of August cohort
Off benefit 47 weeks after referral	19,100	26

c) August 2011 referrals with a continuous break in claim of 13 and 26 weeks

	Time spent off benefit			
	13 weeks	% of August cohort	26 weeks	% of August cohort
Total	18,300	25	10,100	14

Note:

August cohort includes all WP participants with a referral date between 1st August and 31 August 2011

Analysis is of August cohort over a 47 week period from date of referral. During this period it is still possible that some claims could be off benefit if the analysis period was extended.

Break in benefit numbers include those that were not JSA, IS, ESA or IB at all during the relevant period

A break in claim is when there is evidence that a WP participant has left benefit for at least one day

Caseloads are rounded to the nearest 100, percentages are based on unrounded figures and rounded to the nearest whole number.

Any benefit claims which are dealt with clerically are not included in this analysis

Data Source: August WPAD, June NBD

Work Programme - Initial analysis of participants who referred to the Work Programme in September 2011

Preliminary analysis of early Work Programme participants, using DWP administrative data to track benefit over 43 weeks

Table 1: Break in benefit analysis

Participants referred to the Work Programme in September 2011 **63,300**

a) Benefit status of September cohort during participation in the programme

	Volume	% of September cohort
Never left benefit	31,700	50
Break in benefit	31,700	50

b) September 2011 referrals off benefit at the point of 43 weeks from referral

	Volume	% of September cohort
Off benefit 43 weeks after referral	16,300	26

c) September 2011 referrals with a continuous break in claim of 13 and 26 weeks

	Time spent off benefit			
	13 weeks	% of September cohort	26 weeks	% of September cohort
Total	14,500	23	7,000	11

Note:

September cohort includes all WP participants with a referral date between 1st September and 30 September 2011

Analysis is of September cohort over a 43 week period from date of referral. During this period it is still possible that some claims could be off benefit if the analysis period was extended.

Break in benefit numbers include those that were not JSA, IS, ESA or IB at all during the relevant period

A break in claim is when there is evidence that a WP participant has left benefit for at least one day

Caseloads are rounded to the nearest 100, percentages are based on unrounded figures and rounded to the nearest whole number.

Any benefit claims which are dealt with clerically are not included in this analysis

Data Source: August WPAD, June NBD

Work Programme - Initial analysis of participants who attached to the Work Programme in June 2011

Preliminary analysis of early Work Programme participants, using DWP administrative data to track benefit over 56 weeks

Table 1: Break in benefit analysis

Participants attached to the Work Programme in June 2011 **28,600**

a) Benefit status of June cohort during participation in the programme

	Volume	% of June cohort
Never left benefit	12,300	43
Break in benefit	16,300	57

b) June 2011 attachments off benefit at the point of 56 weeks from attachment

	Volume	% of June cohort
Off benefit 56 weeks after attachment	8,500	30

c) June 2011 attachments with a continuous break in claim of 13 and 26 weeks

	Time spent off benefit			
	13 weeks	% of June cohort	26 weeks	% of June cohort
Total	8,800	31	5,900	21

Note:

June cohort includes all WP participants with a attachment date between 1st June and 30 June 2011

Analysis is of June cohort over a 56 week period from date of attachment During this period it is still possible that some claims could be off benefit if the analysis period was extended.

Break in benefit numbers include those that were not JSA, IS, ESA or IB at all during the relevant period

A break in claim is when there is evidence that a WP participant has left benefit for at least one day

Caseloads are rounded to the nearest 100, percentages are based on unrounded figures and rounded to the nearest whole number.

Any benefit claims which are dealt with clerically are not included in this analysis

Data Source: August WPAD, June NBD