#### Quarterly Data to January 2020 Published: 19th March 2020 Great Britain

This summary contains official statistics on Personal Independence Payment (PIP) registrations, clearances, awards, clearance & outstanding times, mandatory reconsiderations and claimants entitled to PIP at a point in time for both new claims and claims made by those with an existing claim for Disability Living Allowance (DLA) (known as reassessments). This release also includes experimental statistics on award types and review periods, mandatory reconsideration clearance times, and customer journey statistics tracking initial decisions following a PIP assessment through to mandatory reconsideration and appeal.

PIP helps with some of the extra costs caused by long-term disability, ill-health or terminal ill-health. From 8<sup>th</sup> April 2013 DWP started to replace DLA for working age people with PIP. The latest statistics to the end of January 2020 show:

## **Main stories**

#### As PIP roll out continues, 4.8 million claims to PIP have been cleared.

#### Average actual clearance times (weeks, median) have increased compared to the end of last quarter for normal rules claims.





5,061,000 registrations, up 164,000 from October 2019

4,780,000 clearances, up 162,000 from October 2019

2,404,000 claimants entitled to PIP, up 78,000 from October 2019



Claims cleared in January 2020 (from referral to the Assessment Provider to DWP decision):

**12 weeks** – New claims for normal rules **15 weeks** – Reassessed claims for normal rules

Claims for terminally ill people (registration to DWP decision): 5 working days - New claims 7 working days - Reassessed claims

# At a glance



Lead Statistician: Jess Arrowsmith jess.arrowsmith@dwp.gov.uk

**DWP Press Office:** 0203 267 5144 Thoughts? We welcome feedback

Published 19<sup>th</sup> March 2020 Next edition 11<sup>th</sup> June 2020

# What you need to know

This release summarises the published official statistics relating to PIP. The statistics cover the PIP customer journey from registration through to payment, mandatory reconsiderations and appeals. Key information is included on average clearance times, award rates and characteristics of claims.

#### The claims process:

Page



\* The "Part 2" form is referred to in the application process as the "How your disability affects you" form. Its return automatically triggers a referral to the Assessment Provider.

Mandatory reconsiderations and appeals can happen at any point in the claims process.

#### Terminology:

Registration - Claimant registers an application to claim PIP.

**Clearance** - DWP decision maker has determined whether the claimant should or should not be awarded PIP. **Clearance time** - The time between registration or referral to the Assessment Provider (AP) and clearance of the case.

Outstanding time - Relates to cases where DWP has yet to make a decision.

Awards - Claimant has been awarded PIP.

**Mandatory reconsiderations -** Claimant wishes to dispute a decision made on their claim and requests DWP to reconsider the decision.

**Appeal** - If the claimant wishes to dispute a mandatory reconsideration they can lodge an appeal with Her Majesty's Courts and Tribunals Service (HMCTS).

Reassessment - DLA claim that has been reassessed for PIP, as opposed to a new claim.

Normal rules - Claims not being processed under 'special rules for terminal illness (SRTI)'.

Caseload - Number of claimants entitled to PIP at a point in time (end of reporting month).

**Change of Circumstances** - Claimant reports a change in their condition or needs arising and the award is reviewed to ensure that they continue to receive the correct entitlement.

**Award review** - Planned review points at set intervals ensure a claimant continues to receive the correct award. The review point is selected based on the claimant's individual circumstances.

Further detail **About these statistics** is given at the end of this release. A methodological note is also available with additional detail on methodology and data quality issues.

# **Registrations, clearances and awards**

## 4.8 million claims to PIP have been cleared since PIP began.

Monthly registrations, clearances and awards<sup>1</sup>, all claims (thousands) to January 2020



#### All registrations, clearances and awards April 2013 to January 2020



By the end of January 2020, a total of 5,061,000 claims to PIP had been registered. Of these, 152,000 (3%) were registered under SRTI, and 1,857,000 (37%) were reassessed DLA registrations.

In the quarter ending January 2020, DLA reassessment registrations continued to fall in November and December as they had in the previous quarter but then rose slightly in January. The figures reflect lower levels of reassessment activity than in the earlier part of 2019.

By the end of January 2020, 4,780,000 initial claims to PIP had been cleared. Of these, 152,000 (3%) were under SRTI, and 1,783,000 (37%) were reassessed DLA claims.

New claim and DLA reassessment clearances within December 2019 (40,000) and January 2020 (46,000) dropped to the lowest levels since July 2014. This was due to a combination of three factors:

- Active management of workflows between Claims, Reassessments and Reviews
- Operational issues which led to suspension of automatic disallowances for failure to return PIP2 form from early December to mid-January
- Expected seasonal dip in December 2019.

More information on registrations and clearances is available from <u>Stat-Xplore</u> and information on award rates can be found in table 1 in the tables that accompany this release.

Award rates (normal rules, excluding withdrawn claims) for new claims are 42% and 71% for DLA reassessment claims. This covers awards made between April 2013 and January 2020. Nearly all special rules (terminally ill) claimants are awarded PIP.

The award rate is defined as the number of cases awarded divided by the total number of cases cleared (minus those that are withdrawn). It includes all types of clearances, including disallowances, both pre-referral and post-referral to an AP.

<sup>&</sup>lt;sup>1</sup>Clearances and awards are shown here in the month of clearance, irrespective of when the original registration occurred. An individual case may therefore appear as a registration in one month and a clearance or award in another month.

# **Clearance and outstanding times**

#### Clearance times for new claims under normal rules (median weeks) to January 2020



## Clearance times for reassessed claims under normal rules (median weeks) to January 2020



Current average clearance times from registration to DWP decision for terminally ill people are **5 working days** for new claims and **7 working days** for reassessment claims.

'Clearance times' relate to the time taken for DWP to process and make a decision on a case.

In January 2020, of those **new claims cleared under normal rules**, the average PIP claim, in Great Britain (GB), took:

- 19 weeks from the point of registration to a decision being made on the claim;
- 12 weeks from the point of referral to the Assessment Provider to a decision being made on the claim.

For **reassessed claims cleared under normal rules**, the average PIP claim, in GB took:

- 23 weeks from the point of registration to a decision being made on the claim;
- 15 weeks from the point of referral to the Assessment Provider to a decision being made on the claim.

Clearance times for both new and reassessed claims have reduced significantly from peaks in July 2014 for new claims (42 and 35 weeks respectively) and September 2014 for reassessed claims (32 and 27 weeks respectively).

However, clearance times for all claims have risen over the past quarter. For new claims, clearance times are currently at the highest levels since January 2015. For reassessed claims the time from AP referral to DWP decision is the same as it was in January 2019, but the time from registration to DWP decision has risen to its highest level since November 2014.

The increase in clearance times over recent quarters can be partly explained by:

- The introduction, in July 2019, of a 2 week extension to the 4 week time limit to return the PIP2 form where a reminder has been sent.
- Active management of workflows between Claims, Reassessments and Reviews

Information on clearance times and also outstanding times (time already waited for cases where DWP has yet to make a decision), for both new claims and DLA reassessments, can be found in tables 2 and 3 of the Excel tables that accompany this release. Regional clearance times can also be found there.

## **Characteristics of clearances - Assessment Award Rates**

The assessment award rate gives the proportion of assessments where a decision is made to award PIP and is defined as number of cases awarded divided by the total number of cases where an assessment has taken place. It therefore includes awards and disallowances post-referral to an AP due to failing assessment, but excludes withdrawn claims, disallowances pre-referral to an AP, and disallowances post-referral to AP where the claimant failed to attend the assessment.



Assessment award rates (normal rules) to January 2020

### Assessment award rates vary by disabling condition

At the end of January 2020, there had been 2,862,000 normal rules clearances of new claims, and 1,766,000 normal rules clearances of DLA reassessment claims. 2,076,000 (73%) of the new claims and 1,601,000 (91%) of the reassessment claims had an assessment, rather than the claim being withdrawn or disallowed either pre-assessment or through failing to attend the assessment.

Assessment award rates (normal rules, excluding cases where an assessment has not been completed) are 57% for new claims and 78% for DLA reassessment claims. This covers decisions made between April 2013 and January 2020.

After a gradual decrease in assessment award rates in the first few years after the introduction of PIP, rates have been relatively stable with a little fluctuation across months from the beginning of 2016 onwards.

50% of assessments for normal rules new claims led to an award in January 2020, compared to 52% in January 2019. Levels for reassessment claims were at 76% in January, compared to 73% a year previously.

A PIP claimant's main disabling condition is recorded during their assessment. Customers who withdraw their claim, are disallowed prior to their assessment or who fail to attend their assessment will not have a main disabling condition recorded. Medical conditions are shown as recorded on the PIP Computer System (PIPCS). Categories and groupings are based on DWP data standards<sup>2</sup> - these may differ to International Classification of Diseases (ICD) categories and groupings.

# Assessment award rates (normal rules) by main disabling condition to January 2020



<sup>&</sup>lt;sup>2</sup> For more detail see Stat-Xplore disability metadata https://stat-xplore.dwp.gov.uk/webapi/metadata/PIP\_Monthly/Disability.html

Of those claims that have had an assessment:

- 82% of new claims and 88% of reassessment claims are recorded as having one of the following most common disabling conditions: psychiatric disorders (which includes mixed anxiety and depressive disorders), musculoskeletal disease (general or regional), neurological disease, respiratory disease.
- The assessment award rate varies by disabling condition and whether the claim is new claim or a DLA reassessed claim.

Across the five most common conditions:

- For new claims, assessment award rates range from 54% (382,000) for claimants recorded as having a psychiatric disorder to 63% (243,000) for claimants recorded as having a musculoskeletal disease (general).
- For reassessment claims, assessment award rates range from 73% (477,000) for claimants recorded as having a psychiatric disorder to 85% (248,000) for claimants recorded as having a musculoskeletal disease (general).
- Those claims shown as "other" in the charts cover a wide variety of conditions with a broad range of assessment award rates.

More information on clearances by disability is available from <u>Stat-Xplore</u>.

# **Review Periods and Award Types – volumes (Experimental statistics)**

When PIP is awarded, decisions are made as to the monetary amount of the award for both Daily Living and Mobility components, and also the period of time that should be allowed before a review of the award takes place. A "review date" is set to reflect the point at which the Department considers that the claimant's needs might change sufficiently to warrant a review. The claim also has an "end date", which is set to 12 months after the review date, at which point the claim will come to an end unless it is extended by the review. The length of time between the award being made and the review date is called the "review period".

Award levels and review periods are set on an individual basis, based on the claimant's needs and the likelihood of those needs changing. This takes into account such matters as planned treatment/therapy or learning/adapting to manage a condition. A review period usually ranges from a minimum of 9 months to a maximum 10 years with review periods of less than 9 months being set only in exceptional circumstances. An award of 2 years or less is considered short term.

Sometimes, PIP is awarded but a fixed review period is not set. An "ongoing award" has no end date, but the intention will be to apply a light-touch review at the 10-year point. Conversely, a "short term award without review" will not be subject to review but will end within a small number of years of award unless a new claim is submitted. Most of these are awarded under SRTI with others being awarded to claimants who are expected to see a significant reduction in needs in the short term.

### Most new claimants receive an award of 2 years or less





### **Reassessment claimants receive longer awards**



Awards in thousands, by award type and month of award (reassessment claimants)

Note: The charts exclude a small number of short term fixed awards where the claim is recorded as having been awarded under normal rules, and those where the review period is unknown. Cases where the review period is unknown are very uncommon and may be under investigation. More information is available from <u>Stat-Xplore</u>.

Award volumes fluctuate over time and mainly depend upon the volume of claims that can be cleared each month. For DLA reassessment claimants, volumes of awards dropped between late 2018 and mid 2019 due to low volumes of reassessment registrations.

## More information

More detailed information on review periods (broken down by year) and award types is available from Stat-Xplore.

## **Review Periods and Award Types – proportions and disability (Experimental statistics)**



Note: Claims awarded under SRTI, short term fixed awards under normal rules and those where the review period is unknown are not shown on the above charts. Early periods (pre-July 2013 for new claims and pre-July 2014 for reassessments) are omitted where total number of awards is less than 1,000; proportions are volatile when volumes are low, and claimants during these periods were more likely to be under SRTI.

The most common award for new claimants is short term with review period of 0 to 2 years (66% in January 2020). From January 2018 onwards, the proportion of claims awarded PIP with a review period of 2 years or less rose from 67% to a high of 80% in September 2018 and those with a greater than 2 years' award fell by an equivalent degree. Ongoing awards are more common for reassessment claimants (50% in January 2020) than for new claimants (9% in January 2020). This reflects the fact that reassessment claimants have previously received a disability benefit so are more likely to have longstanding conditions. New guidance in place from 31<sup>st</sup> May 2019 means that successful claimants whose review would normally have taken place when they were of State Pension age will now be awarded ongoing awards.

## Award types vary by main disabling condition and by claim type

Award types and review periods also differ by main disabling condition. New claimants with psychiatric disorders are more likely to receive short term awards with reviews whereas most claimants with a malignant disease claim under SRTI. DLA reassessment claimants are more likely to receive ongoing awards than new claimants. Since PIP was introduced, 50% of successful DLA reassessed claimants with neurological diseases received an ongoing award.

#### Award types, proportion, by condition (new claimants) to January 2020



#### Award types, proportion, by condition (reassessments) to January 2020



# **Mandatory Reconsiderations (MRs)**

#### Monthly reconsiderations:

Registrations and clearances, normal rules (thousands) to January 2020





#### Outcome of MRs, normal rules, to January 2020

Claimants who wish to dispute a decision on their PIP claim can ask DWP to reconsider the decision. This is a 'mandatory reconsideration' (MR). Its purpose is to consider the grounds for the dispute and complete a review of the initial decision. An MR may give rise to a change in award, which includes previously disallowed claims that are now awarded, or claims that had previously been awarded but the MR has resulted in a change in the level of the award.

By the end of January 2020, 1,534,000 MRs had been registered against normal rules claims. Of these, 900,000 (59%) related to new claims<sup>3</sup>, and 635,000 (41%) to reassessed<sup>3</sup> DLA claims.

Excluding withdrawns, 1,382,000 MRs for normal rules claims had been cleared by the end of January 2020 (807,000 new claims and 575,000 reassessed DLA claims). Of these, 321,000 (23%) MR decisions led to a change in award (excluding withdrawn MRs). 170,000 (21%) of these were new claims and 150,000 (26%) were reassessed DLA claims. In January 2020 the proportion of MR decisions resulting in a change in award was 36%, up from 23% a year previously.

#### MR clearance times, normal rules (median) to January 2020 (Experimental statistics)



In January 2020, the median MR clearance time rose to 48 calendar days (48 days for new claims and 49 days for reassessed DLA claims) following an all-time high of 69 calendar days at the end of July 2019 and a subsequent drop to 33 days in November 2019. Current levels are slightly lower than the same month the previous year (54 days in January 2019).

Information on MR clearance times can be found in tables 4A to 4B of the Excel tables that accompany this release. Further breakdowns of MR registration and clearance volumes are available from <u>Stat-Xplore</u>. An MR must be completed before an appeal is made and lodged with HMCTS.

<sup>&</sup>lt;sup>3</sup> MRs arising from award reviews have been counted as relating to a new claim or a reassessment claim based on the initial claim type.

# **Customer Journey Statistics – April 2013 to September 2019 (Experimental statistics)**

This release includes experimental statistics based on a dataset that tracks initial decisions following a PIP assessment, through to MR and appeal. These statistics cover new claims and DLA reassessment claims and both normal rules and special rules for terminally ill people (SRTI). They track groups of claimants and help us understand the claimant's end-to-end journey from claiming PIP, through to MR and appeal. They are particularly useful to understand the volumes and proportions flowing through each stage of the process and whether there are differences for particular groups of claimants. For robust figures on individual stages, please use the figures from Stat-Xplore for MR registration and clearance volumes and, for appeals, the quarterly Ministry of Justice Tribunals statistics (available here).

These statistics do not include decisions made prior to an assessment being completed or decisions made at an Award Review or Change of Circumstance. This means that the MR volumes are on a different basis to the other statistics on MRs contained within this release, and the appeal volumes are also on a different basis to the statistics published by the Ministry of Justice on tribunal appeals.

The left-hand box below shows the summary figures for initial decisions following a PIP assessment since PIP was introduced up to September 2019, and for MRs and appeals to December 2019. More MRs and appeals could be made and completed after December 2019, so the numbers could go up. This is because it can take some time for an appeal to be lodged and then cleared after the initial decision. The summary tables 5A to 5E that go with this release give information by date of initial decision (quarter and financial year) and by outcome of initial decision, whether it was a DLA reassessed case or new claim, and by geography.

# For initial PIP decisions following an assessment <u>April 2013 to September 2019</u>:

- There were 3.6 million initial decisions following a PIP assessment. Nearly seven in ten (68%) were awarded PIP at the initial assessment.
- 830,000 MRs have been registered about the 3.6 million initial decisions.
- Just over three in twenty (16%) of completed MRs resulted in a change to the award (excluding withdrawn).
- Four in ten (40%) of completed MRs then lodged an appeal.
- Just under one in ten (9%) of appeals lodged were "lapsed" (which is where DWP changed the decision in the customer's favour after an appeal was lodged but before it was heard at tribunal).
- Two thirds (66%) of the DWP decisions cleared at a tribunal hearing were "overturned" (which is where the decision is revised in favour of the customer).
- Just under one in ten (9%) of initial decisions following a PIP assessment have been appealed and around one in twenty (5%) have been overturned at a tribunal hearing.

#### Trends over time:

- The proportion of MRs resulting in a change to the award has increased by 3 percentage points in the most recent quarter of initial decisions following an assessment – 23% in both the January to March 2019 and April to June 2019 quarters and 27% in the July to September 2019 quarter.
- The proportion of appeals lodged which were lapsed has gradually increased since 2015-16 but fell in the latest two quarters— from 4% in 2015-16 to 22% in January to March 2019 and 9% in the latest quarter.
- The proportion of initial decisions following an assessment which have been appealed has gradually increased over time from around 6% over the first couple of years when PIP was introduced, to 10% in 2018-19.
- The proportion of initial decisions following an assessment overturned at an appeal hearing has gradually increased and was 6% in 2017-18. As these statistics are grouped by initial decision date, numbers could increase for later periods as more appeals are completed.

# 23% of claimants registered an MR after an initial decision (April 2013 to September 2019) and 9% of claimants lodged an appeal.

The following diagram gives a visual representation of the volumes of decisions at each stage following a PIP assessment. The relative thickness of each segment represents the volume of cases flowing through each stage. MRs and appeals which are still in progress are not shown separately on the diagram therefore totals at different stages do not sum to 100% of all cases.



# Claimants who were disallowed PIP at initial decision (April 2013 to September 2019) were more likely to go on to register an MR or lodge an appeal in comparison to those awarded at initial decision, but are less likely to have an award changed at MR or appeal.

MRs and appeals which are still in progress are not shown separately on the diagram therefore totals at different stages do not sum to 100% of all cases. The percentages on outcomes for MRs, and for appeals cleared at a hearing, are based on those where a decision has been made, and therefore sum to 100%.



# **Characteristics of PIP claims**

## Nearly one third of normal rules claims receive the highest level of award

Proportion of people entitled to PIP by special rules indicator, component and award type, as at January 2020



At the end of January 2020, 2,404,000 people were entitled to PIP, an increase of 78,000 (3%) on the previous quarterly figure (October 2019). 2,373,000 (99%) were assessed under normal rules.

For normal rules claims:

- 26% received daily living award only, 3% received mobility award only, and 71% received both.
- 32% received the highest level of awards ('enhanced/enhanced' rates) for both mobility and daily living components, and 30% received one component at the enhanced rate.
- 21% have been entitled to PIP for between 2 and up to 3 years.

View an interactive dashboard of the latest award statistics by region.

## The most commonly recorded disabling condition is 'Psychiatric disorder'

#### PIP claims (normal rules) by main disabling condition, thousands, as at January 2020



Main disabling condition for people entitled to PIP (normal rules):

- 863,000 (36%) were recorded as having psychiatric disorders (which includes mixed anxiety and depressive disorders and mood disorders).
- 490,000 (21%) were recorded as having a musculoskeletal disease (general) (which includes osteoarthritis).

The main disabling condition of the claimant is reported by disability category and subcategory level. Further breakdowns are available from <u>Stat-Xplore.</u>

## **About these statistics**

This summary contains official statistics on PIP registrations, clearances, awards, clearance and outstanding times, mandatory reconsiderations and numbers of claimants entitled to PIP at a point in time for both new claims and claims made by those with an existing claim for DLA (known as reassessments). It also includes experimental statistics on award types and review periods, mandatory reconsideration clearance times, and tracking of initial decisions following a PIP assessment through to mandatory reconsideration and appeal. Monthly caseload refers to the number of PIP claimants entitled to PIP at the end of the reporting month. The monthly caseload will not include claims that are backdated for an earlier period and so <u>will not</u> be subject to retrospection. These claims will be included from the month they are paid.

Caseload is further broken down by:

- Geography: region, local authority and parliamentary constituency;
- Assessment status: SRTI, mobility component award level, daily living component award level.
- Primary disability category / sub category / low level disability category, age, gender, DLA reassessment indicator;
- Duration of current claim.

#### Data Quality Statement

Personal Independence Payment statistics on registrations, clearances, awards, clearance & outstanding times, mandatory reconsiderations and claimants entitled to PIP are Official Statistics. Official Statistics are produced in accordance with <u>Statistics and Registration Service Act 2007</u> and the <u>Code of Practice for Statistics</u> and meet high standards of trustworthiness, quality and public value.

Award types and review periods, mandatory reconsideration clearance times, and tracking of initial decisions following a PIP assessment through to mandatory reconsideration and appeal statistics are badged as experimental to reflect the fact that the series are new and methodologies and definitions for the statistics may develop over time.

Caseload totals for the number of claimants entitled to PIP show both the number of people in receipt of PIP and those with entitlement where the payment has been suspended, for example if they are in hospital, at a point in time (end of reporting month).

The data is subject to some minor retrospection. When a claim is first registered, it is assumed to be a new claim unless there is evidence to suggest that it is a reassessment. If evidence is presented between registration and clearance, the claim will then show as a reassessment clearance and will move from being a new claim registration to being a reassessment registration.

Also, it should be noted that some claims may not be marked as claims under SRTI at the point of registration but become an SRTI claim prior to the point of clearance, and vice versa. This may lead to the figures showing fewer SRTI registrations than clearances.

## **PIP** operational roll out

On 8th April 2013, PIP was introduced as a controlled start, for new claims from people living in a limited area in the North West and part of the North East of England.

On 10<sup>th</sup> June 2013, PIP was introduced for new claims for the remaining parts of Great Britain.

From 28th October 2013, using a structured roll out to postcode areas, DWP has been inviting DLA working age recipients to claim PIP if:

- DWP received information about a change in care or mobility needs which meant their claim had to be renewed;
- the claimant's fixed term award was due to expire;
- children turned 16 years old (unless they have been awarded DLA under the special rules for terminally ill people);
- or the claimant chose to claim PIP instead of DLA.

Since July 2015, the remaining DLA working age recipients have been gradually invited to claim PIP.

## Where to find out more

This document and the summary tables can be found here: <u>https://www.gov.uk/government/collections/personal-independence-payment-statistics#pip-quarterly-experimental-official-statistics</u>

A detailed **Personal Independence Payment statistics background and methodology document** giving information about the data sources, methods, definitions and quality assurance steps used to produce the PIP statistical release can be found here: https://www.gov.uk/government/publications/personal-independence-payment-statistics-background-and-methodology

Build your own tables using Stat-Xplore: https://stat-xplore.dwp.gov.uk/

View an interactive dashboard of the latest PIP statistics by region: https://pipdash.herokuapp.com

An overview of PIP can be found here: https://www.gov.uk/pip/overview

The release strategy for the statistics can be found here: https://www.gov.uk/government/statistics/personal-independence-payment-release-strategy

Appeals statistics can be found here: https://www.gov.uk/government/organisations/ministry-ofjustice/series/tribunals-statistics

## **Related Statistics**

Work and Pensions Select Committee PIP and ESA assessments inquiry: supporting statistics. This ad hoc publication gives statistics about the assessment process from the Department for Work and Pensions (DWP) and the three Assessment Providers:

- Centre for Health and Disability Assessments (CHDA)
- Capita
- Independent Assessment Services (IAS)

This release also includes statistics about the outcomes of mandatory reconsiderations and tribunals.

https://www.gov.uk/government/statistics/work-and-pensions-select-committee-pip-and-esa-assessments-inquiry-supporting-statistics/