

# Department for Work and Pensions Official Statistics Consultation:

## People and households claiming Universal Credit, Personal Independence Payment and other benefits

Plans for 2013-2017

January 2013



Department  
for Work &  
Pensions

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## 0 Introduction

In November 2010 the government announced plans to reform the welfare system by creating a new Universal Credit (<http://www.dwp.gov.uk/policy/welfare-reform/universal-credit/>). The new benefit will replace many of the current separate welfare benefits as well as subsuming in-work support currently administered through tax credits. Details can be found at the link above.

Other changes to the benefit system are taking place at around the same time, for example, the introduction of Personal Independence Payment and the Benefit Cap from 2013.

This document describes the proposed changes to some Department for Work and Pensions (DWP) Official Statistics over the period 2013 to 2017. This period covers the introduction of these new benefits and the migration of the existing stock of claimants. The scope of this document *includes* most DWP statistics produced from administrative data, i.e. data produced by the computer systems which are used for the administration of the benefits. It *excludes* changes to DWP statistics produced from surveys (such as the Family Resources Survey); Fraud and Error statistics, as well as the [Claimant Count](#) produced by the Office for National Statistics. Changes to these statistics have or will be covered by separate consultations where necessary.

## 1 Summary and recommendations

This document opens a user consultation on the future of DWP benefit (including Personal Independence Payment) and Universal Credit statistics. The document contains a series of proposals on which user views are requested. Once user views have been received and understood, DWP can produce and publish an indicative timetable for each change.

The main proposed changes are:

- DWP will gradually transfer statistics publication to a new dissemination tool called Stat-Xplore.
- Statistics on Universal Credit and Personal Independence Payment will be published, along with those on the other benefits available from DWP.
- The data source for Universal Credit will eventually allow a wide range of breakdowns to be published. These will be introduced gradually.
- The data source for Personal Independence Payment will also eventually allow a wide range of breakdowns to be published. These will be introduced gradually.
- Ahead of the migration of Housing Benefit to Universal Credit, new statistics will be published on individuals and households subject to the Benefit Cap.
- During the transition to Universal Credit, DWP will produce and publish statistics on the whole group of working age benefit, Housing Benefit, tax credit and Universal Credit claimants. Individual claimants will be classified in to statistical groups by the types of benefit/ credit received. Analysis will be available at assessment unit level as well as individual level across the full range of DWP benefits, Universal Credit, Housing Benefit and Tax Credits
- These statistics will be drawn from a new unified customer database.
- Similar changes will be applied to the group of claimants over State Pension age.
- Alongside statistics on the number of individuals claiming benefits and credits, DWP propose to begin publication of more detailed flows; including flows on/ off benefit and flows between statistical groups.
- Statistics on benefits/ credits will be integrated with statistics on, for example, sanctions, employment programmes, hardship, independent assessments for Personal Independence Payment and Work Capability Assessments for Employment and Support Allowance.

- DWP will produce monthly releases of statistics, with commentary routinely updated on a quarterly basis. Monthly edits to commentary will be made only when necessary to ensure user understanding of a new release.
- Due to improvements in the speed of data delivery, DWP will cease the early estimates series and bring forward the publication dates to be three and a half months after the reference date.
- DWP will investigate the possibility of making more DWP data available for further analysis.
- Statistical series not mentioned in this consultation will continue as they are currently published.

In short, these proposals overhaul and combine many of our existing series, aiming to bring benefits, tax credits, Housing Benefit, sanctions, hardship, employment programmes all together in to one unified customer database. This will then be used to produce a wide range of caseload, flow and transition statistics.

Comments on these proposals should be made by **24 April 2013**.

## 2 Existing benefit National Statistics

### 2.1 *The 2005 review of DWP National Statistics*

The last major review of DWP benefit statistics was in 2005 when regular releases of static tables from 5% sample datasets were replaced with an interactive Tabulation Tool and more powerful 100% coverage datasets. The main consultation document from that review can be found at:

[http://webarchive.nationalarchives.gov.uk/20130107093842/http://statistics.dwp.gov.uk/asd/asd1/stats\\_consultation/modstats.pdf](http://webarchive.nationalarchives.gov.uk/20130107093842/http://statistics.dwp.gov.uk/asd/asd1/stats_consultation/modstats.pdf).

Since this review, DWP have successfully published a wide range of statistics using the 100% data series. This new consultation looks at the changes made possible by the introduction of richer data from Universal Credit and Personal Independence Payment, a new dissemination tool, as well as improvements often requested by users.

### 2.2 *Current statistics on claimants of DWP benefits*

DWP Official Statistics about people claiming benefits are made available to users via the DWP website (<https://www.gov.uk/government/organisations/department-for-work-pensions/about/statistics>). A wide variety of statistics are available including detailed interactive tabulations via the Tabulation Tool (<https://www.gov.uk/government/organisations/department-for-work-pensions/series/dwp-statistics-tabulation-tool>), Excel based tables for some benefits (for example, Housing Benefit) and separate publications for some aspects of benefit processing and management (e.g. Work Capability Assessments as part of Employment and Support Allowance, <https://www.gov.uk/government/organisations/department-for-work-pensions/about/statistics>).

The National Statistics regarding the number of people claiming DWP benefits are published as part of the Statistical Summary (<https://www.gov.uk/government/organisations/department-for-work-pensions/series/dwp-statistical-summaries>). One major breakdown of benefit claimants is the statistical group breakdown which hierarchically classifies claimants into one of the following categories.

- Jobseekers
- Employment and Support Allowance and incapacity benefits
- Lone Parents
- Carers
- Others on Income Related Benefits
- Disabled
- Bereaved

- Receiving State Pension only

The Office for National Statistics (ONS) publishes monthly figures on the UK Claimant Count. The series measures the number of people claiming Jobseeker's Allowance benefits, drawn from DWP administrative systems. Although the DWP series for Jobseekers and the ONS Claimant Count both measure the number of people claiming Jobseeker's Allowance benefits, differences in timing, coverage and methodology lead to small differences in reported figures.

### **3 Major changes to the benefit system**

#### **3.1 Universal Credit**

Universal Credit is a new single payment for working age people who are out of work or in-work but on a low income.

Universal Credit will help claimants and their families to become more independent and will simplify the benefits system by bringing together a range of working-age benefits into a single streamlined payment. The new Universal Credit system aims to:

- improve work incentives;
- smooth the transitions into and out of work, supporting a dynamic labour market
- simplify the system, making it easier for people to understand, and easier and cheaper for staff to administer
- reduce in-work poverty
- cut back on fraud and error.

The monthly Universal Credit payment covers everyone in a household who qualifies for support. This may be:

- a person claiming for themselves alone
- a person claiming for themselves and their child or children
- a couple making a joint claim
- a couple making a joint claim for themselves and their child or children.

This definition of a household is hereafter referred to as an "assessment unit".

Children over 18 living with their parents or siblings can claim Universal Credit in their own right and therefore form a separate assessment unit.

The transformation to Universal Credit will start in 2013 and will, over a phased implementation, replace:

- income-based Jobseeker's Allowance
- income-related Employment and Support Allowance
- Income Support
- Child Tax Credits
- Working Tax Credits
- Housing Benefit.

The introduction of Universal Credit will have important implications for the presentation of benefit statistics, principally because claimants will gradually move from existing benefits to make a claim for Universal Credit. Once on Universal Credit, statistics will be produced using a much richer data source, ultimately enabling substantially more breakdowns.

Under Universal Credit, claimants will have to meet certain requirements that reflect the work-related activity they can be reasonably expected to undertake given their capabilities and circumstances.

In April 2013, Universal Credit will commence in a pathfinder area that will affect jobseekers in four Jobcentres in Greater Manchester. In October 2013, Universal Credit will start to be rolled out across Great Britain, later in Northern Ireland. Initially new claimants will move to Universal Credit instead of Jobseeker's Allowance, with a migration of the existing caseload following later. We are still considering how recipients of other welfare benefits will move onto Universal Credit.

The introduction of Universal Credit will allow individuals to be classified in a number of different ways. There will be a distinction between those out of work and those in work, i.e. those unemployed or economically inactive and those who are employed. Within these groups it will be possible to classify claimants by the level of requirements they need to fulfil to receive their full entitlement.

More information on Universal Credit can be found at:

<https://www.gov.uk/government/policies/simplifying-the-welfare-system-and-making-sure-work-pays/supporting-pages/introducing-universal-credit>.

### **3.2 Personal Independence Payment**

From 8 April 2013, the Government is introducing a new benefit called Personal Independence Payment to replace Disability Living Allowance for eligible working age people aged 16 to 64.

Disability Living Allowance has been in place for almost 20 years largely unchanged. The new benefit will better reflect today's understanding of disability which has changed a lot in two decades. It will help towards some of the extra costs arising from having a long term condition (this means ill-health or disability expected to last 12 months or longer). Personal Independence Payment is a non-means-tested and non-taxable cash benefit which people can spend in a way that best suits them.

The timetable for the rollout of Personal Independence Payment is:

#### *New claims*

- April 2013 – Personal Independence Payment will be introduced for new claims in Merseyside, North West England, Cumbria, Cheshire and North East England. During this period new claimants in all other parts of the country will continue to claim Disability Living Allowance as now.
- June 2013 – new claims for Personal Independence Payment will be taken from all parts of the country.

#### *Existing Disability Living Allowance claimants*

Existing Disability Living Allowance claimants who are aged 16 to 64 on 8 April 2013 will be affected by the introduction of Personal Independence Payment, even if they have an indefinite or lifetime award of Disability Living Allowance.

DWP will write to all existing Disability Living Allowance claimants in February and March 2013 with more information.

Personal Independence Payment is being introduced in stages over a number of years.

- October 2013 – if there is a change in how a health condition or disability affects an individual, or they reach the end of an existing award of Disability Living Allowance, then DWP will invite them to claim Personal Independence Payment.
- From 2015 – DWP will start to contact everyone else receiving Disability Living Allowance (unless they report a change in how their health condition or disability affects them, or if their award is due to end). DWP will write to individuals in plenty of time and they do not need to contact DWP now.

Disability Living Allowance claims for children, those aged 65 and over and those claimants of Attendance Allowance are not currently affected by Personal Independence Payment.

More information on Personal Independence Payment can be found at:

<https://www.gov.uk/government/policies/simplifying-the-welfare-system-and-making-sure-work-pays/supporting-pages/introducing-personal-independence-payment>

## 4 Other changes to the benefit system

There are also some other large changes ahead for the benefit system which will affect the production of official statistics.

### 4.1 *Benefit Cap*

From April 2013, the Government will introduce a cap on the total amount of benefit that working-age people can receive, so that households on out-of-work benefits will no longer receive more in welfare payments than the average weekly wage for working households. On its introduction in 2013, a cap will be set for weekly benefit paid to couple and single parent households and separately for single adult households without children.

The cap will apply to the combined income from benefits including: the main out-of-work benefits (Jobseeker's Allowance, Income Support, and Employment and Support Allowance except when the Support Component is in payment); Universal Credit (from October 2013); Housing Benefit; Child Benefit; Child Tax Credit; and other benefits such as Carer's Allowance.

In recognition of their additional needs, all households which include somebody who is receiving Disability Living Allowance (including those with a nil assessment due to a stay in a care home or hospital), Personal Independence Payment, Industrial Injuries Benefit (and those receiving the equivalent payments from the Armed Forces Compensation Payments Scheme), Attendance Allowance or receiving the support component of Employment Support Allowance will be exempt from the cap. In addition, war widows and widowers will also be exempt. Households with a member who is entitled to Working Tax Credit will also be excluded from the benefit cap. This will increase the incentive for people on out-of-work benefits to find jobs because once they are in receipt of Working Tax Credit their benefits will no longer be capped.

In the first instance the benefit cap will be delivered by local authorities through Housing Benefit payments. In the long term it will be administered as part of the new Universal Credit system.

### 4.2 *Sanctions*

The Welfare Reform Act 2012 sets out the Government's intentions for a stronger and clearer system of conditionality and sanctions. For Jobseeker's Allowance, regulations have been laid to make changes to the Jobseeker's Allowance sanctions rules. See:

[http://www.legislation.gov.uk/ukdsi/2012/9780111526149/pdfs/ukdsi\\_9780111526149\\_en.pdf](http://www.legislation.gov.uk/ukdsi/2012/9780111526149/pdfs/ukdsi_9780111526149_en.pdf).

These came in to force on 22 October 2012.

The new regulations introduce a regime of fixed period sanctions, which replace the existing sanction rules and move claimants closer to the sanction regime planned for Universal Credit in 2013. Under the new regime:

- Higher level sanctions (for example for leaving a job voluntarily) will lead to claimants losing all of their Jobseeker's Allowance for a fixed period of 13 weeks for a first failure, 26 weeks for a second failure and 156 weeks for a third and subsequent failure (within a 52 week period of their last failure).
- Intermediate level sanctions of four weeks for a first failure, rising to 13 weeks for a second or subsequent failures (within a 52 week period of their last failure) may be applied following a period of disallowance for not actively seeking employment or not being available for work.
- Lower level sanctions (for example for failing to attend an adviser interview) will lead to claimants losing all of their Jobseeker's Allowance for a fixed period of four weeks for the first failure, followed by 13 weeks for subsequent failures (within a 52 week period of their last failure)

Similar Employment and Support Allowance regulations have also been laid. See:

<http://www.legislation.gov.uk/uksi/2012/2756/made>



Universal Credit includes similar changes to the conditionality and sanctions rules for working age benefits. Some details can be found at: <http://www.dwp.gov.uk/docs/dla-reform-andover-and-district-mencap-appendix-7.pdf>

The Universal Credit white paper sets out the sanctions position at: <http://www.dwp.gov.uk/docs/dla-reform-andover-and-district-mencap-appendix-7.pdf>

### **4.3 Pension Credit: Housing Credit**

Customers over the qualifying age for Pension Credit will, as a result of the introduction of Universal Credit, get help with eligible rent through a new element of Pension Credit called Housing Credit, rather than claim Housing Benefit. On current plans this means that:

- new customers over Pension Credit qualifying age will have to claim Pension Credit to access Housing Credit to get help with eligible rent from October 2014
- existing Housing Benefit customers over Pension Credit qualifying age (with or without Pension Credit) will be transferred to modified Pension Credit, including Housing Credit, between October 2014 and October 2017
- new claims to Housing Benefit from people over Pension Credit qualifying age received up to October 2014 will be dealt with as now.

DWP are considering what support can be offered locally for Pension Credit customers claiming help with eligible rent.

DWP are currently working with local authorities to define and agree their role, both throughout the migration to the Universal Credit and over the longer term.

### **4.4 Localised Council Tax Support**

The Local Government Finance Bill introduced on 19 December 2011 paves the way for the implementation of localised council tax support schemes in England in April 2013. This will require local councils to design their own schemes to administer council tax support, working within a framework set out in legislation. The Government has been clear that vulnerable pensioners should be protected, and that the changes should support incentives for people to find and stay in work.

Similar schemes will be introduced in Scotland and Wales.

The responsibility for the production of the statistics will fall to the Department for Communities and Local Government in England and the devolved administrations in Scotland and Wales. The current Council Tax Benefit series will cease with the last publication of statistics, relating to February 2013, in May 2013.

More information can be found at:

<http://www.communities.gov.uk/localgovernment/localgovernmentfinance/counciltax/counciltaxsupport/>.

## **5 Proposals for benefit National Statistics**

### **5.1 Overview of statistical publication plans: 2013-2017**

With such far reaching changes to the benefit system, it is necessary and important to review DWP's statistical output. The reasons for publication remain largely the same and are:

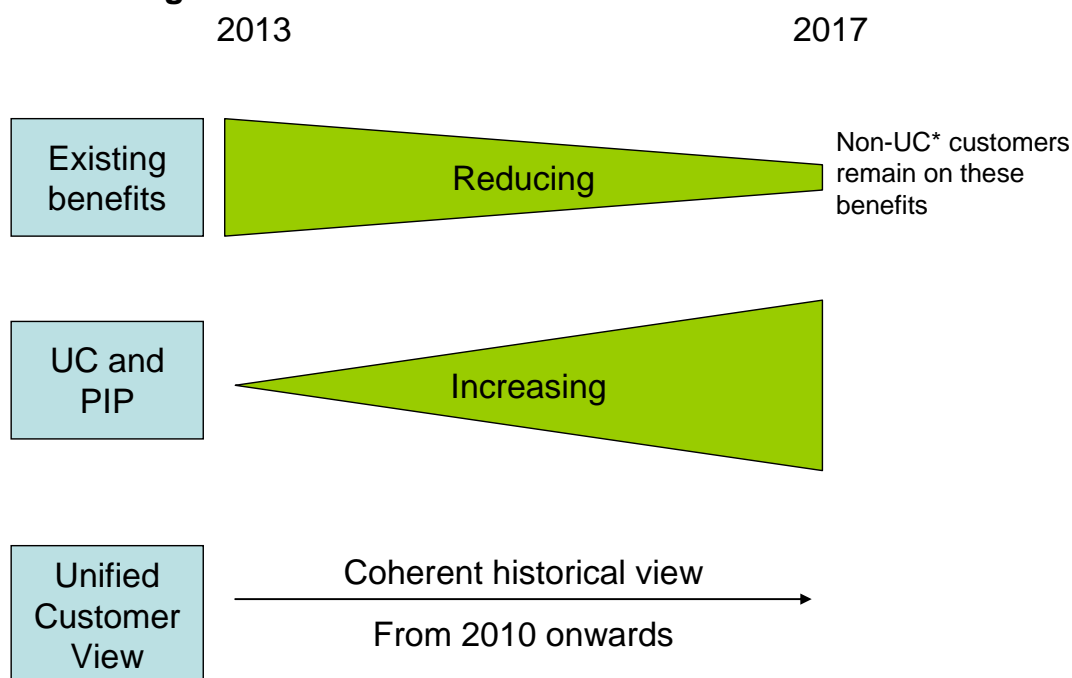
- By publishing statistics in accordance with the [Code of Practice for Official Statistics](#) to allow users inside and outside government to:
  - Understand who is getting what benefit, and how this changes over time;
  - Understand how different parts of the benefit/ credit system interact;
  - Allow consistent measures (as far as possible, whilst explaining limitations) through the change to Universal Credit, Personal Independence Payment and beyond;

- Measure Government targets relating to DWP (see <http://www.dwp.gov.uk/about%2Ddwp/vision%2Ddaims%2Dand%2Dvalues/>);
- Analyse the anonymised administrative data held by the Department in new ways;
- To enable the production of other statistical series in a consistent way. For example:
  - Producing indices of deprivation in England, Wales and Scotland
  - Local Authority performance indicators (e.g. NI173, NI116)
  - Improving population estimates, especially at a small area level

Figure 1, on the next page, shows the publication plan for the period until transition to Universal Credit and Personal Independence Payment is complete. In short:

- Publication of existing (i.e. 2012) benefits will continue as now. This will provide statistics on individual benefits such as Jobseeker's Allowance, Income Support and Disability Living Allowance during the Universal Credit and Personal Independence Payment transition. Some benefits (e.g. State Pension) will be unaffected by the transitions and will continue to be published as they are now. Some benefits will reduce under Universal Credit but not disappear completely (e.g. Employment and Support Allowance). Similarly, the number of Disability Living Allowance claimants will reduce as Personal Independence Payment is implemented. These too, will continue to be published as single benefits, with a reduced caseload. A new dissemination mechanism will be introduced ([Stat-Xplore](#)) and this will enable a greater number of breakdowns to be made available.
- Universal Credit statistics will be published as a single new series in the same way as other individual benefits. Similarly, Personal Independence Payment will be published separately. Due to phased implementations, both these series will build up gradually. Timescales for these releases will be announced separately.
- Alongside these individual benefit series, DWP will also publish a unified view of benefit receipt across DWP benefits, Universal Credit, Her Majesty's Revenue and Customs (HMRC) Tax Credits and Housing Benefit. This will be provided for reference dates from 2010 onwards (robust data to produce a consistent and reliable database do not exist prior to 2010). This is called the unified customer view, taken from the DWP unified customer database. This will allow the provision of a legacy series back to 2010. It is important to note that this will not produce a totally consistent series with Universal Credit; however, it should provide a helpful indication of the combination of DWP benefits, tax credits and Housing Benefit prior to, and during Universal Credit transition.

**Figure 1: Benefit National Statistics, customers below State Pension age**



*\* Adult Non-UC customers below State Pension age could be claiming: Widows Benefit, Bereavement Benefit, Personal Independence Payment, Maternity Allowance, Underlying entitlement or National Insurance credits only. Also includes some children claiming Disability Living Allowance.*

## 5.2 Individual Benefits

At the moment, individual benefit caseloads are published on a quarterly basis using two major sources:

- 5% sample data, which has been collected and published since 1995; and
- 100% data, which runs on a consistent basis from 2002 (some benefits back to 1999)

Alongside these a number of other series are published which show other aspects of the benefit system. [Annex C](#) shows all the existing statistical series produced from administrative data about DWP benefits and how they will change under Universal Credit. This wide ranging set of publications has grown up over time. The advent of Stat-Xplore and the unification within Universal Credit is an ideal opportunity to bring together these statistics to make a more coherent package. Hence, some series will be merged and re-built using the unified customer view. This may result in some planned revisions to existing series as more information is made available by joining different benefit series together. For example, joining Housing Benefit data with existing benefit data is likely to improve geographic information.

## 5.3 Universal Credit

Following the existing approach of publication of statistics on individual benefits, new statistics on Universal Credit will be published. As the data source for Universal Credit will be richer than current sources for other benefits, DWP expect it will be possible to provide statistics on:

- Individual characteristics (e.g. age, gender, ethnicity, relationships, asylum status, education level, geography (including small area geography such as LSOA and output area), children etc.)
- Some assessment unit level information where appropriate (e.g. number of adults, total payment etc.)

- Labour Market (e.g. employment status, work-related activity requirements, sanctions, employment details, Work Programme status, Provider details, other employment assistance, hours, self employment status etc.)
- Claim information (e.g. start dates, end dates, duration, claim processing statistics)
- Housing (e.g. rent, tenure, mortgage interest)
- Payments (e.g. frequency, method of payment, amount, benefit cap, transitional protection)
- Health (e.g. Work Capability Assessment details, condition, decision maker decisions)
- Entitlement (e.g. appeals, entitlement breakdowns, benefit cap status)
- Money (e.g. other income and disregards)
- Fraud and error (e.g. overpayments, underpayments etc.)
- Changes of Circumstances (e.g. reasons, number etc.)

These breakdowns will not all be released immediately, but will be released gradually as data become available. Of course, publication will be subject to assurance of satisfactory data quality.

It is inevitable, with huge changes to the benefit system, that development of robust official statistics will take some time. In the period before release of full official statistics, DWP will consider releasing interim statistics based on Management Information. The plans will be released in an evolving publication timetable for Personal Independence Payment and Universal Credit statistics. Further details are given [below](#).

#### **5.4 Personal Independence Payment**

Similarly, new statistics on Personal Independence Payment will be published. Again, the database is richer than that received for Disability Living Allowance, hence DWP expect to be able to provide statistics on:

- Personal characteristics (e.g. age, gender, geography)
- Claim Information (e.g. start date, end date, claim duration, claim type (i.e. Daily Living and/or Mobility) total score for Daily Living, Total score for Mobility)
- Payments (e.g. frequency, Daily Living Amount, Mobility Amount, method of payment, Payment start date)
- Money (e.g. other benefits, adjustments)
- Disputes (e.g. number of reconsiderations, number of appeals)
- Decisions (e.g. event type (e.g. reassessment), event type start date, impairment type)
- Health (e.g. disabling condition, information around independent assessment, hospital stays).

As with Universal Credit, these breakdowns will not all be released immediately, but will be released gradually as data become available to the required quality. In the period before release of full official statistics, DWP will consider releasing interim statistics based on Management Information. The plans will be published in an evolving publication timetable for Personal Independence Payment and Universal Credit. Further details are given [below](#).

#### **5.5 Unified customer view**

Since 1995, DWP have published statistics looking at a benefit unit level view of all DWP administered benefits. These are called “Client Group” statistics. These series exclude Housing Benefit and Tax Credits.

Following the introduction of Universal Credit in October 2013, the Client Group Analysis of the Working Age and the Client Group Analysis of the Pension Age will be replaced with a new set of statistics. The existing series will be frozen at August 2013 (the last quarterly release before Universal Credit begins). The new statistics will include Housing Benefit and Tax Credits and be available back to 2010. Suitably robust data are not available before this.

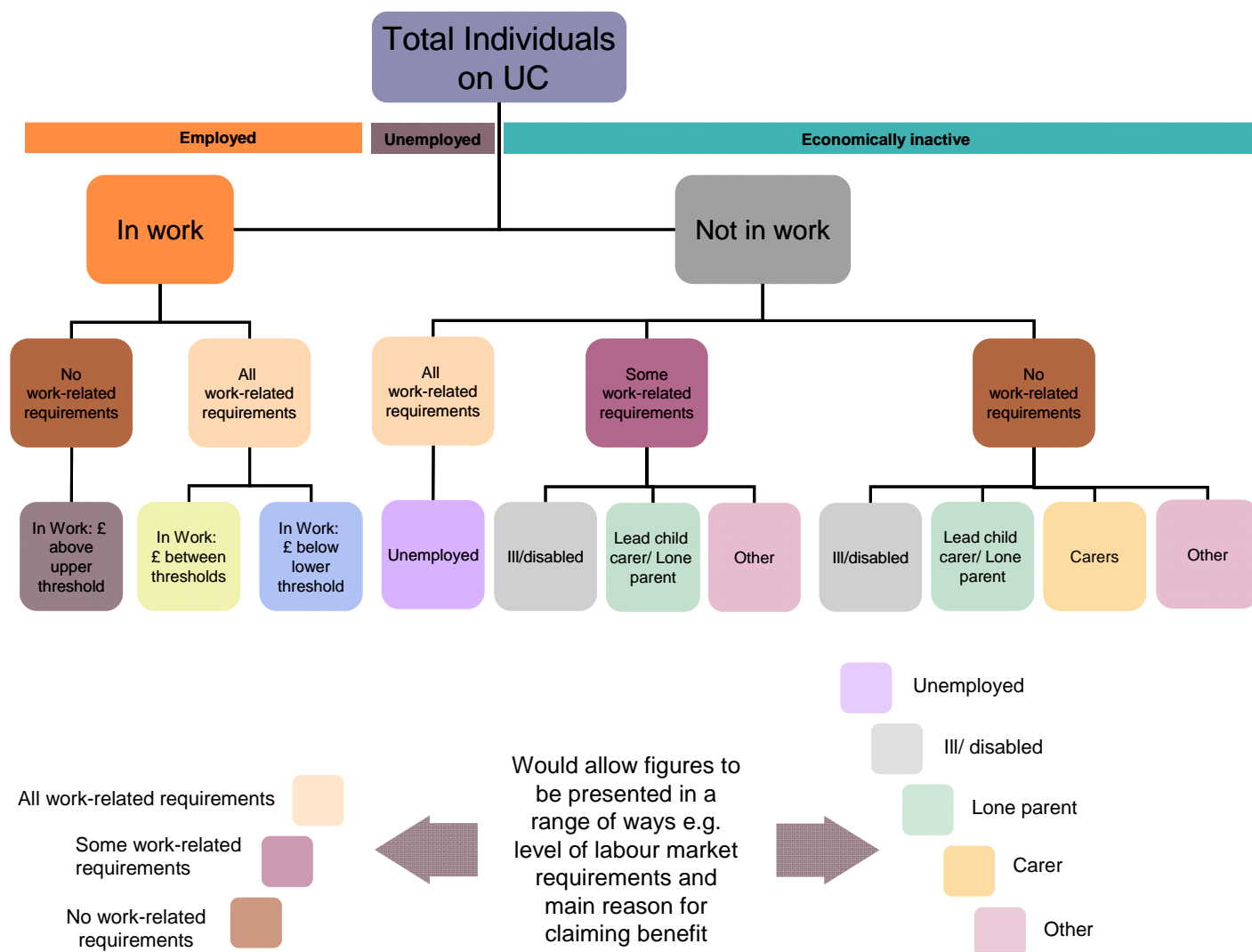
### 5.5.1 Universal Credit statistical groups

Within the *current* "Client Group" statistics, benefit units are divided up in to one of the key statistical groups. The following table describes how those groups are determined.

<b>Benefit being claimed (pre-April 2013, so before Universal Credit and Personal Independence Payment)</b>	<b>Title of current Statistical Group</b>
Jobseeker's Allowance	Jobseekers
Employment and Support Allowance, Incapacity Benefit or Severe Disablement Allowance	Employment and Support Allowance and incapacity benefits
Income Support with a child under 16 and no partner	Lone Parent
Carer's Allowance	Carer
Other Income Support (including IS Disability Premium) or Pension Credit	Others on Income Related Benefit
Disability Living Allowance, Attendance Allowance	Disabled
Widow's Benefit, Bereavement Benefit	Bereaved
State Pension and no other benefit	Receiving State Pension only

With the changes resulting from the introduction of Universal Credit, these exact definitions are no longer useful for describing benefit claimants. Hence the current definitions will be adapted to the new system in place under Universal Credit. This is described in Figure 2 on the next page.

**Figure 2: Universal Credit Statistical Groups**



Even though Universal Credit will be paid as one payment at household level, each adult is assigned a level of work-related requirements. As a result, DWP will classify each adult individual in to a statistical group which will depend on their individual circumstances. Using [Stat-Xplore](#), individuals could be analysed by any of the rows in Figure 2 above. For example, analysis of people on Universal Credit will be able to be broken down by:

- Employment status (In work/ Not in work)
- Work-related requirements (all, some or none)
- Universal Credit statistical group (the bottom row)
- Any combination (e.g. work-related requirements combined with the statistical group)

As the groups will be defined from left to right, a lead child carer/ lone parent with a child aged 3, who is in work, earning between the thresholds will fall in to the “In work: pay between threshold” group. Therefore, to fully understand each of the groups, the work status and work-related requirement status is needed.

[Annex B](#) contains a more detailed definition of these statistical groups. User views would be welcome on whether statistics using these breakdowns would also be helpful.

As payments are made at household or “assessment unit” level, DWP are investigating ways to helpfully classify assessment units for statistical analysis. Comments from users are welcome.

## 5.5.2 Non-Universal Credit working age claimants

Some existing benefits are not moving to be part of Universal Credit. These are:

- Disability Living Allowance/ Personal Independence Payment
- Carer's Allowance
- Bereavement Benefit/ Widows Benefit
- Pension Credit (for those under State Pension age, i.e. men between the female State Pension age and the male State Pension age)<sup>1</sup>
- Contributory benefits i.e. Jobseeker's Allowance contributory and Employment and Support Allowance contributory
- Industrial Injuries Disablement Benefit
- And a number of other benefits, dealt with in [Annex A](#).
- Benefits exclusively for those over State Pension age are also not transferring (e.g. State Pension, Attendance Allowance)

Whilst statistics on these benefits will be published separately, DWP plan to bring these benefits in to the hierarchy described above for Universal Credit customers. The wider categorisation is in Figure 3 below. Statistics will be broken down by each of the levels of hierarchy within Figure 3 in the same way as described above for Universal Credit.

Some people are only claiming benefits which will never be transferred to Universal Credit. These appear in a new section of the hierarchy. These claimants will be broken down according to the existing statistical group definition. In many cases, these are individual benefits and therefore partners and children have no effect on the amount of benefit received. Hence, there will be reduced information on these households as partner/children information is simply not collected.

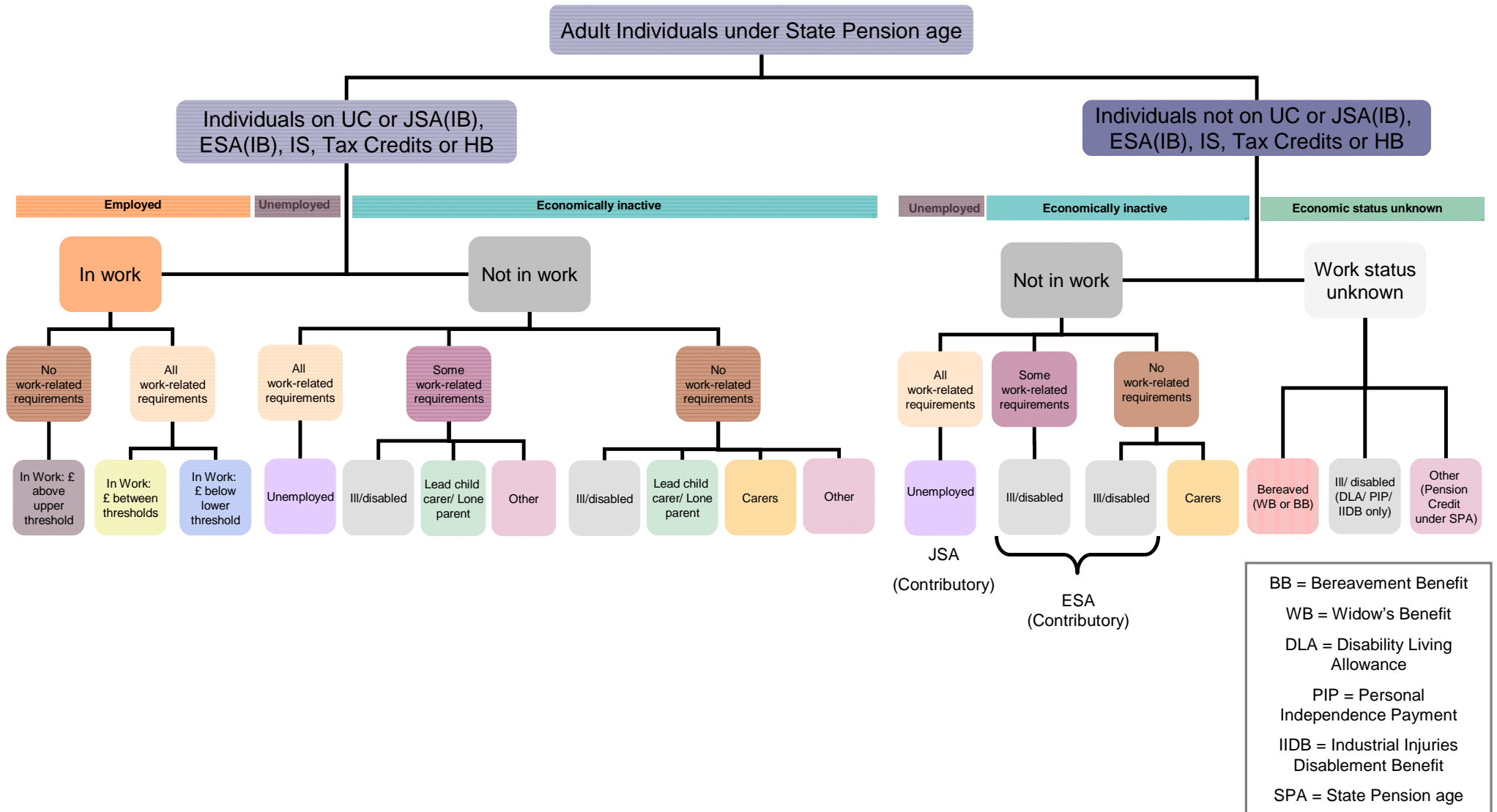
During the transition to Universal Credit, some people will be claiming an existing income related benefit or tax credit. Partners of non-Jobseeker's Allowance claimants have no work-related requirements under the existing rules. Hence, they will appear in tables as having no work-related requirements. As that assessment unit transitions to Universal Credit, they will move into their appropriate Universal Credit category, perhaps with work-related requirements.

As described above, DWP are investigating ways to helpfully classify assessment units for statistical analysis. Comments from users are welcome.

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<sup>1</sup> Note, under Universal Credit, where one member of a couple is over the qualifying age for Pension Credit, but their partner is below the qualifying age for claiming Pension Credit, benefit support will be available through Universal Credit and not Pension Credit.

**Figure 3: Statistical Groups for adults of working age**





### 5.5.3 Treatment of Disability Living Allowance and Personal Independence Payment in the statistical group breakdown

Disability Living Allowance or Personal Independence Payment can be received by people in any of the groups specified above. For example, some one working full time and receiving Personal Independence Payment will appear in one of the “In work” groups. Similarly, someone claiming Personal Independence Payment with Jobseeker’s Allowance will appear in the “Unemployed” statistical group.

As a result, Disability Living Allowance/Personal Independence Payment receipt will not be used to define any specific statistical group. Instead, Disability Living Allowance/Personal Independence Payment receipt will be a cross classification of the statistical group breakdown, used to classify those on other benefits. This will enable users to answer questions like: “What percentage of Universal Credit claimants are also receiving Disability Living Allowance/ Personal Independence Payment?” or “How many Disability Living Allowance/ Personal Independence Payment recipients are not receiving another benefit or Universal Credit?”.

These statistics will be available alongside the number of people claiming Disability Living Allowance or Personal Independence Payment (see [above](#)).

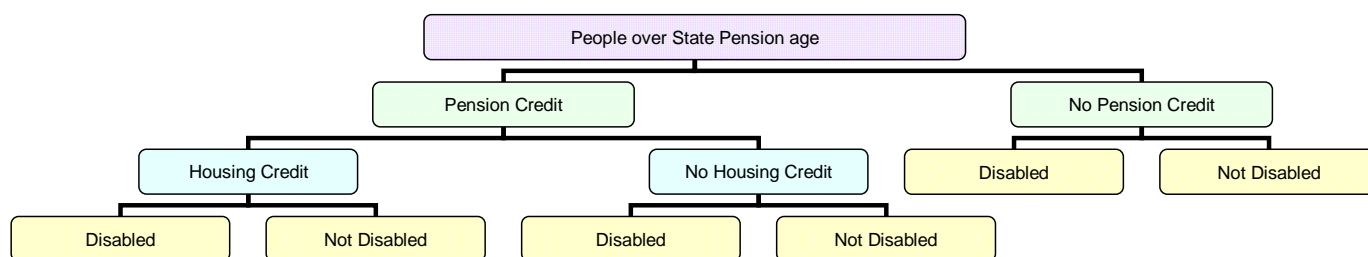
### 5.5.4 All adults over State Pension age

Under the existing system, people over the qualifying age for Pension Credit can also receive Housing Benefit and Tax Credits but from around a year after the launch of Universal Credit, they will no longer be able to apply for these benefits. At this point, Pension Credit will be changed to include:

- a new element called Housing Credit, for pensioners who are eligible for support with rent;
- an additional amount for dependent children in the Guarantee Credit element.

This will allow new breakdowns to be added to the “over State Pension age” statistics. As detailed below, these new elements will be estimated back to 2010 using Housing Benefit and Tax Credit data. Consequently, people over State Pension age will be able to be classified as follows:

**Figure 4: Statistical groups for people over State Pension age**



The Disabled/ Not Disabled breakdown will be based on receipt of Disability Living Allowance, Personal Independence Payment or Attendance Allowance.

Additional breakdowns will be possible by

- other benefits being received;
- children (for Pension Credit recipients);
- State Pension receipt;
- Geography; and
- Age.

### 5.5.5 Unified approach

This approach to publication allows analysis of the individual benefits and also a view across the benefit system. Whilst the individual benefit series allow access to the statistics around each benefit, a great deal can be learned by using a combined approach across all benefits. This series will, for the first time, bring together Housing Benefit, Tax Credits and existing DWP benefits to create a legacy benefit unit (including individuals within those benefits units) series back to April 2010 (the earliest date for which reliable and robust data are available across all the required benefits and tax credits). This will include all benefit and Tax Credit claimants, including children (i.e. receiving Disability Living Allowance) and people over State Pension age. The underlying database will be created using the National Insurance number, address, other “fuzzy links” and some statistical modelling to bring all relevant claimant records, across multiple benefits, into a single record. Consequently, there will be some uncertainty about the statistics calculated on this basis. As different types of households migrate to Universal Credit, DWP will be able to assess the accuracy of these pre-Universal Credit links. Clearly, once Universal Credit and Housing Credit are fully rolled out, these linkages will be possible using National Insurance number alone.

This database should allow publication of statistics such as:

- Benefits in receipt, linked with...
  - Aggregate summary of benefit history
  - Characteristics of individuals (including gender, age, number of children, ethnicity, statistical group)
  - Characteristics of assessment unit (e.g. single/ couple (i.e. number of adults), geography, statistical groups included within the assessment unit)
  - Work-related activity status
  - Work Programme (and other employment programme) status
  - Jobcentre Plus Sanctions history
  - Housing (through Housing Benefit data)
  - Health (Work Capability Assessment / Independent Assessment outcomes, disability status (using Personal Independence Payment, Disability Living Allowance, Attendance Allowance as a proxy measure))

This is a large undertaking and may need to be rolled out over time, but the wide scope of the database offers many advantages. DWP intend to lead the benefit and Universal Credit statistical publication with this unified customer database. Publication will be via [Stat-Xplore](#) giving wide functionality to customers. The timetable for these releases will be notified separately.

## 5.6 Publication approach

In general, publication of statistics will be on a monthly snapshot basis. This means that the number of claimants, their status and situation will be calculated on a particular date each month. Information will be combined from many DWP/ Local Authority and HMRC systems to produce a wide range of information for each individual and assessment unit at that point in time.

These statistics will be produced from monthly “snapshot” datasets. These will be stored securely within DWP and used to produce ad hoc analysis, replies to Freedom of Information requests and Parliamentary Question answers. These analyses will, therefore, match exactly with published official statistics.

These intentions are outlined further in the following sections:

### 5.6.1 Count date

At the moment, the headline benefit statistics use a count date of the end of the month (i.e. the very last day). Whereas, the ONS Claimant Count (published as part of the monthly Labour Market Statistics by the Office for National Statistics) uses a count of Jobseeker’s Allowance customers (direct from the administrative computer system) as at the second Thursday of the month.

Under Universal Credit, for consistency with previous DWP statistics, DWP propose to continue to use an “end of month” count date. However, comments on this proposal are welcome.

### 5.6.2 Nature of monthly releases

At the moment, full statistics on benefit claimants are published quarterly, via a landing page, statistical First Release and links to Excel tables or the Tabulation Tool. It is proposed that the publication mechanism will change to:

- Releases of data via the new [Stat-Xplore](#) dissemination tool on a monthly basis;
- Routine updates of commentary and explanatory text via Stat-Xplore on a quarterly basis. When a change has occurred in the monthly statistics which requires explanation, an out-of-cycle edit will be made to the commentary.
- Landing pages will provide basic information about the series. Detailed commentary and statistics will be available via Stat-Xplore.

DWP statistics are based on claimants residing in Great Britain, or living aboard but processed through benefit offices in Great Britain. As social security is devolved to the Northern Ireland Assembly, the intention is that DWP statistics will continue to present Great Britain based numbers. However, user comments are welcome on whether there is a need for UK based statistics.

### 5.6.3 Claimants and beneficiaries

*Current* DWP statistics mostly produce numbers of live claims by people who receive benefit. For some benefits (i.e. Incapacity Benefit, Jobseeker’s Allowance and Employment and Support Allowance) it is possible to be a “claimant” but not receive monetary payments. Such claimants receive National Insurance credits only which count towards a State Pension. For other benefits (i.e. Carer’s Allowance, Attendance Allowance and Disability Living Allowance) it is possible to be a successful claimant but to have “entitlement only” and not receive any payment. In this instance, such entitlement can be useful to provide a “passport” to other state assistance. So, whilst there is no direct cost to the tax payer from having “underlying entitlement” it may open up other support to the (entitled) person.

Current DWP statistics distinguish between those with payments and those with underlying entitlement/ credits only. As such underlying entitlement doesn’t form part of Universal Credit policy, all families receiving Universal Credit will be receiving actual monetary payments. For those benefits which remain following the introduction of Universal Credit, and during transition, it will be possible to split analysis by whether someone is receiving benefit or has “entitlement only”.

### 5.6.4 Flows on and off benefit/ Universal Credit

Under the current benefit system, information on new claims is published in summary form and is not available for every benefit. Information on transitions (i.e. movements between benefits) is not published at all. Also, flows are generally presented as flows on and off particular benefits. This can present problems with interpretation, as people often make claims for more than one benefit at once (e.g. a person may claim Jobseeker’s Allowance, followed closely by a claim for Housing Benefit. They may also have a concurrent Tax Credit claim).

For some benefits, short claims (e.g. a few days) are more common (e.g. Jobseeker’s Allowance and Employment and Support Allowance). These claims can sometimes be totally excluded from the statistics due to the methodology used in their production and the underlying source data. See [Annex A](#) for more details. This is not the case for the ONS Claimant Count, where all flows are captured.

Under Universal Credit and the “unified customer approach”, both these problems are hugely reduced:

- A single Universal Credit claim will cover the payments which would have been made via Jobseeker’s Allowance, Housing Benefit and Tax Credits. Hence, one new claim for Universal Credit will replace three claims under the old system.

- A single Universal Credit claim will often persist between multiple statuses for a single claimant/ assessment unit. For example, a person moving frequently from work to unemployment will keep one Universal Credit claim throughout, merely changing the amounts paid to match the changes in status.

As a result, whilst DWP will continue to present flows on and off benefit (including Personal Independence Payment)/ Universal Credit, these will be combined with statistics on flows between statistical groups (see below). In practice, this will mean that the existing flows Tabulation Tools will be retained, but no longer updated. Stat-Xplore will house the new flows series as described below.

### 5.6.5 Flows between statistical groups

As flows on and off benefit/ Universal Credit reduce, so the number of transitions within the system will increase. As a result, DWP will begin to publish statistics on the flows between various statistical groups.

All such flows and transitions will be based on comparisons between successive monthly snapshots of individuals. This means:

- Simpler and more intuitive flow statistics
- Fits with Universal Credit rules where amounts in payment are calculated on a monthly basis
- Greater scope to look at transitions in status (e.g. those flowing in to work; those changing work-related activity requirements; changes in assessment unit make-up)
- Far greater opportunity to publish (via Stat-Xplore) statistics on such transitions
- Clear links between claimant statistics and flow/ transition statistics (i.e. claimant numbers in month 2 = claimants in month 1 + inflow – outflow)

However, information on short claims, multiple claims in a month and multiple transitions in a month will not be captured in the proposed new series. For example, a person making a claim for Employment and Support Allowance of 3 weeks duration, *between* monthly snapshots would be included in the current on-flow and off-flow statistics, but will be excluded from the proposed new series. On the other hand, snapshot based analyses leaves open the possibility of easily analysing current claims by their customer group last month, three months ago, a year ago etc.

Comments on this change are welcome.

### 5.6.6 Employment programmes

Current statistics on employment programmes are published in a variety of different ways; some via the Tabulation Tool (New Deals, Work Programme) and some via Excel spreadsheets or PDF documents (e.g. Flexible New Deal, Pre-Work Programme).

DWP propose to:

- Keep many of these individual publications in their current form, but
- Move publication of Work Programme to Stat-Xplore (timetables to be determined)
- Where possible include employment programme markers on the benefit/ Universal Credit statistics.

For example, the unified customer database will allow breakdowns by employment programme status, including whether opportunities or training have been offered and taken.

### 5.6.7 Work-related activity, Sanctions and Hardship

In a similar way to employment programmes, statistics on sanctions will continue to be published in their current form, eventually via Stat-Xplore. However, statistics on work-related activity and sanctions will be included on the unified customer database. This will allow statistics to be broken down by sanctions served in the last 6 months; current levels of work-related activity; transitions in work-related activity requirements between monthly snapshots.

Hardship statistics are not currently available for benefits at the individual level. Therefore, such breakdowns will only be possible for claimants of Universal Credit.

### **5.6.8 Work Capability Assessments for Employment and Support Allowance**

Employment and Support Allowance requires a Work Capability Assessment in order to continue to receive benefit. Information on the status of the Assessment will be available on the unified customer database. Hence, breakdowns will show aggregate statistics from latest assessments and whether an assessment is awaited.

At the moment, details of open appeals of assessment results are not available; however, DWP will investigate whether this information can be added to the unified customer database.

### **5.6.9 Independent assessments for Personal Independence Payment**

Personal Independence Payment requires an independent assessment as a condition of receiving (or continuing to receive) benefit. Information on the status of the independent assessment will be available on the DWP unified customer database. Hence, some statistical analysis of the latest assessment will be available.

### **5.6.10 Employment linkages**

Universal Credit and Tax Credit data include information on employment status, including type of employer, hours worked, earnings etc. These will be available on the unified customer database and hence via the published statistics. However, users should note that employment links for people not receiving Tax Credits or Universal Credit will be missing. More information around these usage caveats will be provided as the statistics are released.

## **5.7 Timing and access**

### **5.7.1 Initial release dates and plans**

This document outlines the broad plans for delivery of statistics under Universal Credit, Personal Independence Payment and other changes. It deliberately does not contain deadlines or timetables because the underlying systems are still being designed and built. Hence, it is not yet possible to commit to publication timetables.

Clearly as Personal Independence Payment and Universal Credit are introduced, there will be early user demand for statistics. Consequently, DWP may choose to release interim estimates whilst the National Statistics databases are being developed.

Timetables for release of statistics on the new basis, Universal Credit statistics and Personal Independence Payment statistics will be announced in advance at:

- DWP Statistics, News and Announcements - <https://www.gov.uk/government/organisations/department-for-work-pensions/about/statistics>
- And, in the Notes section of the Statistical Summary (<https://www.gov.uk/government/organisations/department-for-work-pensions/series/dwp-statistical-summaries>) for series currently released via the Summary.

These documents will evolve as publication plans become more detailed and certain.

### **5.7.2 Tax Credit**

HMRC currently publish Tax Credit statistics. They publish two distinct series: “Provisional Statistics” and “Finalised Award Statistics”. The provisional numbers relate to the caseload position at a snapshot point in time, based on the assessment unit circumstances which have been notified by each assessment unit prior to that particular time. The finalised awards relate to the complete retrospective picture for the year, based on a finalised view of assessment unit incomes and circumstances. The caseload populations are different between the two publications as a result of HMRC knowing the complete finalised picture of the award. It is important to recognise that the finalised awards statistics are not a revision of the provisional statistics.

At the start of the year, the tax credit award will be a provisional award reflecting the reported circumstances as at April 6th (the start of the tax year). Over the course of the year, an assessment unit's circumstances may or may not change. As and when an assessment unit's circumstances change, the provisional award is updated each time with the latest set of circumstances and a new provisional award re-calculated. It is only at finalisation (usually four to nine months after the end of the tax year) that the assessment unit's circumstances for the whole year are known and a finalised award can be calculated. As a result, the finalised award statistics are not available until around 12 months after the end of the entitlement year in question. Given this lag in availability of data, there is some value in looking at a snapshot of families' circumstances at any given time to give some indication of the level of support one might expect to see subsequently at finalisation.

More details on this publication approach can be found at: <http://www.hmrc.gov.uk/stats/personal-tax-credits/menu.htm>, in particular within the main publication document.

DWP propose to:

- Publish, from the unified customer database, point in time Universal Credit/ Tax Credit information on the same basis as the provisional series described above. This will be linked with benefit and Universal Credit statistics and published with the aim of providing a coherent view across the whole system.
- Publish links to the HMRC Provisional and Finalised Award statistics.

DWP will not, therefore, attempt to replicate a set of finalised award statistics from the combination of Tax Credit and Universal Credit data. This will essentially leave us with snapshot statistics; although they will be different to the provisional Tax Credits published by HMRC so cannot be directly compared as:

- DWP will be using a different data feed to HMRC. HMRC use 10% sample scans that come directly from the live NTC core system, whereas DWP will build a dataset from various tables coming from a separate 100% data feed.
- DWP will provide more regular updates than HMRC, who only provide published numbers each April and December. Users must be aware that other months involve more uncertainty due to the effect of the Tax Credits renewal cycle on caseload.

### **5.7.3 National Statistics**

The DWP benefit National Statistics have a gap of around five and a half months between the publication and reference dates. Other statistics, such as sanctions and Work Programme, also have a small lag. The main reason for this lag is that DWP have decided to wait three months for a small but significant number of late claims to be processed. This ensures the statistics have good coverage of recent claims.

In the years since the initial publication of 100% benefit data in 2005, customers have often requested more timely statistics. Rarely (if at all) have customers requested better coverage of new or recent claims. In 2005, one of the main contributors to the lag in new claims was Incapacity Benefit. These were provided to DWP via a six-weekly snapshot scan. The three-month wait was derived from the need to receive at least two such scans before DWP could be confident of receiving a high enough proportion of these new claims to avoid a saw-tooth effect in the time series. In 2013, there are no new claims to Incapacity Benefit; hence there is a reduced need for retrospection.

Initial analysis seems to indicate that DWP could produce reliable estimates of benefit (including Universal Credit and Personal Independence Payment) claimants at around 3 and a half months after the count date. Statistics will be published monthly via Stat-Xplore. Whilst DWP intend to do further investigation on this timeliness improvement, comments are welcome from users on this proposal.

Furthermore, if there is demand from users, DWP will attempt to produce a set of provisional statistics, perhaps at around two and a half months after the count date. These would then be revised with final statistics the following month. Comments are welcome from users on this proposal.

## 5.7.4 Early estimates

DWP currently publish early estimates of benefit caseload for Income Support Lone Parents and claimants of Employment and Support Allowance and incapacity benefits. The early estimates are published monthly to give indicative, timely information ahead of the publication of full National Statistics. The Office for National Statistics publishes the Jobseeker's Allowance claimant count every month, one month in arrears. The Early Estimates focus on the economically inactive groups of "incapacity benefits and Employment and Support Allowance" and "Income Support lone parents" and are roughly six weeks in arrears.

As mentioned above, the DWP benefit National Statistics have a gap of around five and a half months between the publication and reference dates to cover the processing of a small but significant number of late claims. Waiting for these late claims makes the National Statistics figures more accurate than the early estimates, where we simply predict the number of late claims based on historical levels.

Once Universal Credit is introduced, DWP propose to end the early estimate series in favour of more timely National Statistics (see [above](#)). Partly because more timely National Statistics should be possible, but also because during the transition to Universal Credit, it is likely that making accurate predictions of the late claims adjustment will become considerably more difficult. At best, this will require a substantial investment in methodological development; at worst the first early estimate releases could be misleading.

On the whole, DWP feel that investment in full National Statistics, as described in this paper, on a timelier and more frequent basis would be the best investment of limited resources.

Comments on this change are welcome.

## 5.8 Stat-Xplore

To improve the accessibility to its data, DWP currently provides an on-line "[Tabulation Tool](#)" which allows users to download National Statistics to their own requirements. This facility is available for National Statistics on:

- DWP Benefit Caseloads
- DWP Benefit on and off flows
- Employment Programmes
- National Insurance Contributions & Qualifying Years and Second Tier Pension Provision (taken from the Lifetime Labour Market Database (LLMDB) or L2)
- National Insurance Number Allocations to Adult Overseas Nationals entering the UK

[Key Out-of-Work benefit statistics](#) and statistics on the [Work Programme](#) have recently also been published via Google Public Data Explorer which includes user friendly visualisation and mapping of the statistics. The replacement (called Stat-Xplore, based on SuperWEB (<http://www.spacetimeresearch.com/superweb.html>)) will build in more flexibility than the current Tabulation Tool and allow users to obtain more detailed data than is currently available. Data will be more easily re-used and built-in visualisation of the data will provide a more user friendly experience. The privacy of individual claimants will be protected by the application of complex disclosure control methods applied when users request specific data breakdowns.

DWP have already released the first phase of Stat-Xplore at <https://stat-xplore.dwp.gov.uk/>. The first phase of Stat-Xplore contains data on Housing Benefit claimants, and is designed to complement the existing National Statistics on Housing Benefit claimants. This tool is an experimental release. Changes and enhancements to the tool will be made in future releases, however the statistics within the tool should be considered robust.

## **5.9 Open Data**

The Open Data White Paper ([http://data.gov.uk/sites/default/files/Open\\_data\\_White\\_Paper.pdf](http://data.gov.uk/sites/default/files/Open_data_White_Paper.pdf)) (June 2012) states that Departments will “get more data in to the public domain and make sure that data is trustworthy and easy to use”. The DWP Open Data strategy (<http://data.gov.uk/sites/default/files/DWP%20Open%20Data%20Strategy.pdf>) mentions Stat-Xplore as a key tool to modernise the statistical output of the Department. However, these new frozen datasets, particularly the unified customer database, offer new opportunities to allow greater access to safe datasets alongside the flexible Stat-Xplore tool. The exact methodology for allowing access to these databases is still to be developed, but it remains the intention of DWP to allow some access to more detailed data including actively engaging in dissemination and access solution from developments arising following the report of the administrative data taskforce. Further consultation will follow, however initial views are welcome.

## **5.10 Existing services**

### **5.10.1 Tabulation Tool**

Many of the statistics available via the existing Tabulation Tool (<https://www.gov.uk/government/organisations/department-for-work-pensions/series/dwp-statistics-tabulation-tool>) will gradually be migrated to Stat-Xplore. Some tools (mainly Flows) will not be migrated, but will be retained in their current state. A full list of existing Tools and associated plans is at [Annex C](#).

### **5.10.2 Excel tables**

Similarly, Excel tables relating to benefits, employment programmes, sanctions and other related topics are detailed at [Annex C](#) together with the plans for migration to Stat-Xplore. Excel tables not mentioned in [Annex C](#) will continue as they are.

### **5.10.3 Nomis**

Nomis (<http://www.nomisweb.co.uk/>) currently re-publish DWP benefit statistics alongside a wide range of other labour market information, including the ONS claimant count, which is the preferred source for data on unemployment-related benefits. DWP plan to continue to make data available to Nomis for re-publication either in the current manner or via Stat-Xplore.

## **6 Consultation with users**

### **6.1 Claimant count consultation**

The Office for National Statistics have released a consultation document to ask user views on how the Jobseeker's Allowance Claimant Count should fit alongside the Universal Credit changes. This is available at: <http://www.ons.gov.uk/ons/about-ons/user-engagement/consultations-and-surveys/open-consultations/the-production-and-dissemination-of-claimant-count-statistics-following-the-introduction-of-universal-credit/index.html> and referenced here on DWP's website: <http://www.dwp.gov.uk/consultations/2012/universal-credit-statistics.shtml>.

The consultation suggestions are compatible with those presented in this document. DWP have reviewed the outcomes of the Claimant Count consultation to ensure ongoing consistency.

### **6.2 Customer engagement strategy**

Following feedback from the UK Statistics Authority, DWP are reviewing how we engage with statistical customers. This review should encompass best practise from across the statistics producer community and define new ways of communicating with and positively engaging with our customers. This strategy will be published in spring 2013, with recommendations being implemented during 2013. This will include user interaction via Stat-Xplore and other internet-based engagement.



As the timescales for implementation of this strategy become clearer, DWP will release an evolving publication timetable for Personal Independence Payment; and, later, Universal Credit. This will describe what information will be available and roughly when DWP expect to be able to release it. DWP will revise the timetable as data acquisition and analysis progress to provide more specific dates. Once publication dates are definite, they will also be announced on the [UK National Statistics Publication Hub](#).

## 7 Conclusion

### 7.1 Comments on this strategy

Comments are very welcome on this proposed strategy for provision of data for analysts and the National Statistics themselves. In particular, comments are welcome on:

- Plans to develop and publish new statistics on individuals and assessment units who are subject to the benefit cap. ([Link](#))
- The scope of variables and analyses available post-Universal Credit and Personal Independence Payment: Are there other breakdowns which might be important? How would you prioritise those breakdowns against those listed here? [Link](#).
- The Statistical Groups: In your view, do the proposed statistical groups capture the important aspects of the changed system? Do you have views on the definition of assessment unit classifications? [Link](#).
- The unified customer database: Do you support the production of a database from 2010 onwards, bringing together data from Universal Credit, Housing Benefit, tax credits and DWP benefits? Is it important to be able to provide a view of the DWP customer base, across all benefits? Are you content with the necessary approximations inherent in such estimates? [Link](#).
- The preferred count date: Would you prefer to continue with the end of the month, or are there good reasons for aligning with the claimant count? [Link](#).
- Do you have a requirement for United Kingdom statistics, or are you happy with the current Great Britain basis of DWP statistics? [Link](#)
- Proposed snapshot based methodology for flow and transitions: Are you content with the plans to provide more detailed flow information, but on a “snapshot” basis? As to provide “true flows” including short and recurrent claims will both complicate development and the analytical tool, could you please give reasons for any request and some indication of priority? [Link](#)
- Intentions to produce Tax Credit “provisional statistics” only from the unified customer database: Are you content that DWP will focus on the provisional estimates and leave HMRC to publish finalised statistics? [Link](#).
- Changes to timeliness and the Early Estimate series: Are you a user of the Early Estimates? Are you content with the balance proposed of detail against timeliness? Are you content with the proposed cessation of the early estimates series? [Link](#)
- Open Data: Are you content with the approach to releasing identical data via datasets and more detailed tabulations via Stat-Xplore? Would you like to see more availability of data? If so, in what way? How do you propose that DWP should maintain customer privacy when releasing such data? [Link](#)

### 7.2 Contact details

Comments are very welcome on the whole strategy and particularly the [questions](#) outlined at above. Please forward comments to [stats-consultation@dpw.gsi.gov.uk](mailto:stats-consultation@dpw.gsi.gov.uk)

Or via post to:

Mr Stuart Grant  
Room BP5201  
Benton Park View  
Benton Park Road  
NEWCASTLE UPON TYNE  
NE98 1YX

Comments can also be made and shared with other users via [StatsUserNet in the Welfare and Benefits statistics community](#). Free registration is required to participate in discussions.

Comments on these proposals should be made by **24 April 2013**.

Those comments will be collated and published together with a DWP response. In broad terms, the response will either accept the comment/ suggestion and give details on when it will be implemented (recognising that there will be prioritisation and some items will take some time before they can be delivered); OR, the request will be declined, with reasons given.

## **8 Annex A: Issues and Detail**

### **8.1 Disclosure control**

New technologies such as Stat-Xplore and the ability to release anonymised individual records, bring new challenges to ensure that DWP customer data can be used for a wide variety of purposes, whilst ensuring that the statistics will never reveal information about specific identifiable individuals. The aim of disclosure control is to make the statistics as useful as possible *and* maintain privacy.

To this end, DWP will be introducing a new approach to disclosure control. The methodology itself will not be shared, to help protect from the risk of reverse engineering, but outputs from Stat-Xplore will provide protected rounded tables.

Whilst we are confident that the proposed scheme cannot allow individuals to be identified, users should not attempt to crack the disclosure methodology.

### **8.2 Missing customers (Council Tax Benefit (Council Tax Benefit)) and Maternity Allowance (MA))**

Some current DWP/ LA benefit customers are not covered by the statistics described in this document. These are:

- Council Tax Benefit: This benefit will no longer exist from April 2013 onwards, when responsibility for providing support with Council Tax moves to Local Authorities. This localised provision could be different in each Local Authority depending on local conditions. As a result DWP will not be producing Council Tax Benefit statistics. This series will cease and the existing Excel tables will remain on the DWP website.
- Maternity Allowance: This benefit is continuing and the statistics will continue to be published as Excel tables. There are currently no plans to migrate to Stat-Xplore.

### **8.3 Customers receiving National Insurance Credits only**

For some benefits (i.e. Incapacity Benefit, Jobseeker's Allowance and Employment and Support Allowance) it is possible to be a "claimant" but not receive monetary payments. Such claimants receive National Insurance credits only which count towards a State Pension. These families will be included in the claimant analysis because their claimant status can give them a passport to other support. However, it will be possible to filter these cases out.

### **8.4 Social Fund**

Social Fund statistics will continue as currently, with some changes following the 2012 Welfare Reform Bill (<http://webarchive.nationalarchives.gov.uk/20130107093842/http://www.dwp.gov.uk/>). DWP will examine whether Social Fund applications could be included in the unified customer database and therefore published on Stat-Explore.

### **8.5 Winter Fuel Payments**

As the Winter Fuel Payment is paid to nearly everyone who is over female State Pension age, it will not be included in the unified customer dataset. However, the annual statistics on payments and recipients will be migrated to Stat-Xplore, but there is no firm timetable yet.

### **8.6 Short claims**

Many of DWP's benefit statistics are currently based on a series of snapshots of the benefit system. This means that some short term claims are missing from the statistics.

**Figure 5: Short claims for benefit**

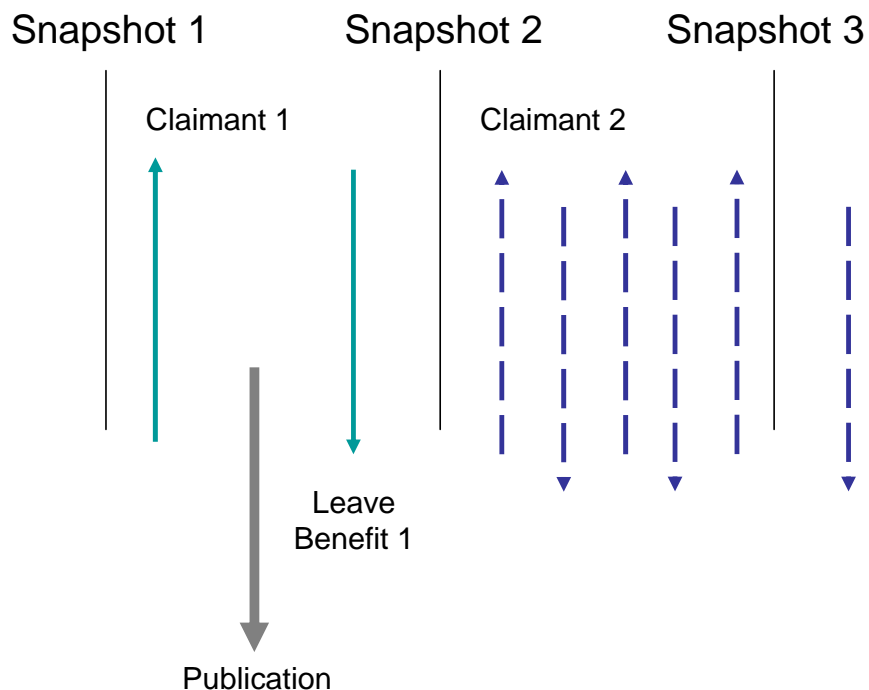


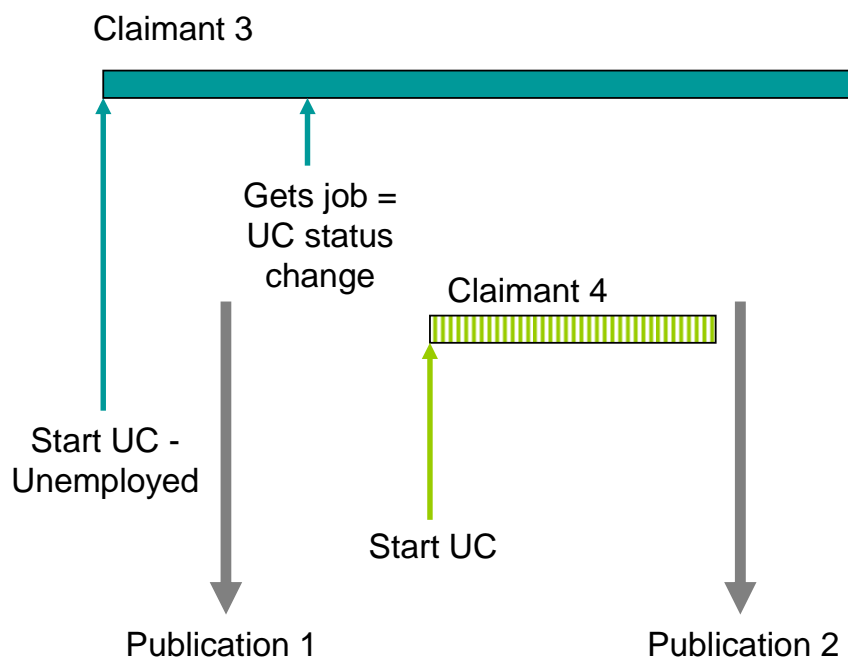
Figure 5 above shows various snapshot dates and the benefit claiming pattern for two individuals. The DWP benefit data is made up of a series of snapshots of current live claims on the benefit computer system. The statistics publication dates do not necessarily align with the snapshot dates.

As claimant 1 has never had a live claim at the point of a snapshot, they never appear in DWP snapshots taken from the benefit systems. Hence, even though their claim was live at the time of publication, claimant 1 will not appear in the benefit statistics.

Similarly, whilst claimant 2 appears in snapshot 3, information on the rapid on and off flow between snapshot 2 and 3 is lost. Hence, in the on and off flow statistics, they appear as one on-flow and one off-flow.

After the introduction of Universal Credit and Personal Independence Payment statistical data will be received on all claimants, regardless of the length of claim. Also, as Universal Credit claims are likely to last longer, some current transitions on and off benefit will, under Universal Credit, simply appear as changes in status.

**Figure 6: Changes in UC status**



So, claimant 3 in Figure 6 above will appear in publication 1 as “Unemployed” and in publication 2 as “In work”. When comparing the two publication dates, this claimant will appear as a transition between “Unemployment and In-work”. However, whilst claimant 4 will appear in the DWP statistical database, they will not appear in either statistical publication, nor will they appear as a transition.

These changes will appear gradually as different types of case migrate to Universal Credit, this will form a gradual discontinuity in caseload and the on and off flow series. DWP believe that the Universal Credit model outlined above, gives the best compromise between clarity and completeness.

Claims for Disability Living Allowance or Personal Independence Payment are rarely short, so the same issues do not affect that series to the same degree.

### **8.7 Clerical cases**

Clerical cases are not included. Early indications suggest that these will be small in number for Universal Credit and Personal Independence Payment. However, there may be an increased number during the initial roll-out.

### **8.8 Revisions**

DWP do not plan to make regular scheduled revisions to this series. However, there are two circumstances when revisions may be necessary:

- As migration to Universal Credit progresses, it may become clear that the methodology for building the historic unified customer view needs some adjustment. In this instance, DWP will announce the change in advance to users and then make the revision as planned.
- Whilst stringent processes are in place to avoid mistakes in the compilation of DWP statistics, occasionally errors do occur. In this instance, DWP will follow the revisions policy set out at <https://www.gov.uk/government/organisations/department-for-work-pensions/series/dwp-statistics-policies-and-procedures>

### **8.9 Seasonal Adjustment**

DWP benefit statistics are not currently seasonally adjusted. This is because the largest seasonal element relates to Jobseekers and the Claimant Count (produced by ONS) produces seasonally adjusted estimates. There are no plans to change this approach under Universal Credit or Personal Independence Payment.

## **8.10 *Benefit expenditure and forecasts***

DWP regularly publish tables of historical benefit expenditure and forecasts for future expenditure. These will continue and will include appropriate changes to accurately represent the introduction of Universal Credit and Personal Independence Payment.

## 9 Annex B: Statistical Group sub-types

The separation of claimants into different statistical groups partly categorises the main reason why a person is receiving Universal Credit/ benefit, but partly signals that DWP have different expectations of these claimant groups. Within these groups, the sub-types aim to identify each group of claimants by a more detailed definition.

Statistical Group	Sub Type	Conditionality Group	Regime Intensity
Not in work: No work-related requirements: Other	Other (over State Pension Age, in full-time education, adopters in first year, pregnant within 11 wks of due date OR gave birth less than 15 weeks ago).	No work-related requirements	Low
Not in work: No work related requirements: Carer	Regular/substantive caring responsibilities of at least 35 hours a week	No work-related requirements	Low
Not in work: No work related requirements: Lead child carer/ Lone parent	Is a lead carer/lone parent with child under one.	No work-related requirements	Low
Not in work: No work related requirements: ill/ disabled	Limited Capacity for Work Related Activity	No work-related requirements	Low
	ESA (C) support group		
Not in work: Some work related requirements: Other	Kinship carer (family & friends) – first year	Work Focussed Interviews	Medium
	Responsible foster carer for child under 16		
Not in work: Some work related requirements: Lead child carer/ Lone parent	Lead carer/lone parent with child aged 1 – 2	Work Focussed Interviews	Medium
	Lead carer/lone parent with child aged 3 – 4	Work Preparation	Medium
Not in work: Some work-related requirements: ill/ disabled	Limited Capacity for Work	Work Preparation	Medium
	Employment and Support Allowance (Contributory) assessment phase		
	Employment and Support Allowance (Contributory) assessment phase		
Not in work: All work-related requirements: Unemployed	Individual with no earnings and in a household with earnings beneath the lower household cut off/admin threshold	All work related requirements	High
	Jobseeker's Allowance		

	(Contributory)		
	Individual with no earnings and in a household with earnings above the lower household cut off/admin threshold	All work related requirements	Light touch
In work: All work-related requirements: £ below lower threshold	Individual with earnings below the individual lower cut off/admin threshold and in a household with earnings below the household lower cut off.	All work related requirements	High
	Individual in the self-employed start-up group.	All work related requirements	Medium
In work: All work-related requirements: £ between thresholds	Individual with earnings above the individual lower cut off/admin threshold but below the conditionality earnings threshold.	All work related requirements	Light touch
	Individual with earnings below the individual lower cut off/admin threshold but in a household with earnings above the household lower cut off.	All work related requirements	Light touch
In Work: No work-requirements: £ above upper threshold	Individual with earnings over their individual earnings conditionality threshold.	No work-related requirements	Low
	Individual in a household with earnings over the household threshold.		
	Self-employed where Minimum Income Floor applies		



## 10 Annex C: Existing DWP Series

### Changes to benefits and tax credits between 2013 and 2017

Existing Benefit	Expected changes
Attendance Allowance	No change
Bereavement/ Widows benefits	No change
Carer's Allowance	No change
Child Benefit	The High Income Child Benefit charge will be introduced from 7 January 2013. Claimants may be liable to this new tax charge if they, or their partner, have an individual income of more than £50,000. <a href="http://www.hmrc.gov.uk/childbenefitcharge/index.htm">http://www.hmrc.gov.uk/childbenefitcharge/index.htm</a>
Disability Living Allowance	Disability Living Allowance will end for everyone of working age even if they have an indefinite period award. By working age we mean everyone who is aged 16 to 64 on the date Personal Independence Payment is introduced.  There are no current plans to replace Disability Living Allowance for children under 16 and people aged 65 and over who are already receiving Disability Living Allowance.
Employment and Support Allowance	Income based benefit will be phased out and paid via Universal Credit. Contributory payments will remain (where applicable) as will those claiming National Insurance credits only.
Incapacity Benefit	Will be phased out as claimants are re-assessed for Employment and Support Allowance.
Income Support	Will be phased out as claimants transfer to Universal Credit.
Industrial Injuries Disablement Benefit	No change
Jobseeker's Allowance	Income based benefit will be phased out and paid via Universal Credit. Contributory payments will remain (where applicable) as will those claiming National Insurance credits only.
Maternity Allowance	No change
Personal Independence Payment	Will be phased in for new claimants and for existing claimants of Disability Living Allowance from 2013.
Pension Credit	No change, except customers over the qualifying age for Pension Credit will, as a result of the introduction of Universal Credit, get help with eligible rent through a new element of Pension Credit called Housing Credit, rather than claim Housing Benefit
Severe Disablement Allowance	Working age claimants will be re-assessed for Employment and Support Allowance. The benefit will continue for the remaining cases.

Social Fund	Certain elements of the discretionary Social Fund scheme will be replaced by new locally based provision delivered by local authorities in England and devolved to the Governments of Scotland and Wales. See: <a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/138029/2012-annual-report-social-fund.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/138029/2012-annual-report-social-fund.pdf</a>
State Pension	No change
Tax Credit	Will be phased out as claimants transfer to Universal Credit.
Universal Credit	Will be phased in for new and existing income related benefit/ tax credit claimants from 2013.
Winter Fuel Payments	No change

### Changes to existing official statistics series

Existing Series	Future Plans
<b>100% sample</b>	
Attendance Allowance - cases in payment	Continue, migrate to Stat-Xplore
Attendance Allowance - all entitled cases	Continue, migrate to Stat-Xplore
Bereavement Allowance	Continue, migrate to Stat-Xplore
Carer's Allowance - cases in payment	Continue, migrate to Stat-Xplore
Carer's Allowance - all entitled cases	Continue, migrate to Stat-Xplore
Disability Living Allowance - cases in payment	Continue, migrate to Stat-Xplore
Disability Living Allowance - all entitled cases	Continue, migrate to Stat-Xplore
Employment and Support Allowance	Continue, migrate to Stat-Xplore
Incapacity Benefit	Continue until ceases, migrate to Stat-Xplore
Incapacity Benefit/ Severe Disablement Allowance - combined information	Continue until ceases, migrate to Stat-Xplore
Income Support	Continue until ceases, migrate to Stat-Xplore
Jobseeker's Allowance	Continue, migrate to Stat-Xplore
Pension Credit	Continue, migrate to Stat-Xplore
State Pension	Continue, migrate to Stat-Xplore
Widow's Allowance	Continue, migrate to Stat-Xplore
Client Group Analysis of claimants of all ages	Ceases at October 2013 count date. Replaced by unified customer view. History migrated to Stat-Xplore.
Client Group Analysis of the Working Age	Ceases at October 2013 count date. Replaced by unified customer view. History migrated to Stat-Xplore.
Client Group Analysis of the Working Age – percentage of population (LA only)	Already ceased. Will not be migrated to Stat-Xplore. Tabulation Tool tables to be retained.
Client Group Analysis of the Working Age - percentage of population	Already ceased. Will not be migrated to Stat-Xplore. Tabulation Tool tables to be retained.
Client Group Analysis of the Pension Age	Continue, migrate to Stat-Xplore.

<b>Housing Benefit and Council Tax Benefit</b>	
Housing Benefit Caseload	Continue until ceases, migrate to Stat-Xplore
Council Tax Benefit Caseload	Ceases at February 2013 count date. Retain Excel tables. Do not migrate to Stat-Xplore.
Housing Benefit/Council Tax Benefit Flows (on and off)	Continue Housing Benefit element until ceases, migrate to Stat-Xplore. Council Tax Benefit element ceases at February 2013 count date.
Housing Benefit/Council Tax Benefit Speed of Processing	Continue LA-based Housing Benefit element until ceases as Excel spreadsheets. Council Tax Benefit element ceases at February 2013 count date. New claims information to be included in “unified customer view” within Stat-Xplore
Housing Benefit Recoveries and Fraud	Continue until Housing Benefit ceases as Excel tables, migrate to Stat-Xplore. Include within DWP’s other fraud and error statistical publications.
<b>Other Products</b>	
Employment and Support Allowance Work Capabilities Assessments (New Claims)	Continue as Excel tables until replaced with new Work Capability Assessment statistics within Stat-Xplore.
Employment and Support Allowance - Incapacity Benefits Reassessments: Work Capability Assessments	Continue as Excel tables until replaced with new Work Capability Assessment statistics within Stat-Xplore.
Children in Out-of-work Benefit Households	Continue as Excel tables until; replaced with “unified customer view” within Stat-Xplore
Industrial Injuries Disablement Benefit Statistics	Continue, migrate to Stat-Xplore Also include in new unified customer database.
Jobcentre Plus vacancies	Delivered via Universal Job Match. See vacancies <a href="#">landing page</a> .
Lone Parents receiving Jobseeker’s Allowance	Continue as Excel tables until; replaced with “unified customer view” within Stat-Xplore
Maternity Allowance Quarterly Statistics	Continue as Excel tables
Winter Fuel Payments	Continue, migrate to Stat-Xplore
Work Programme	Continue, migrate to Stat-Xplore
<b>5% sample</b>	
Attendance Allowance - Cases in payment (5% sample)	Continue, migrate to Stat-Xplore
Bereavement Benefit (5% sample)	Continue, migrate to Stat-Xplore
Disability Living Allowance - Cases in payment (5% sample)	Continue, migrate to Stat-Xplore

Incapacity Benefit (5% sample)	Continue, migrate to Stat-Xplore Cease series once all cases migrated to Employment and Support Allowance.
Incapacity Benefit - Working Age claimants (5% sample)	At that point, there will be a full 13 week period for users to comment on the proposed strategy. Those comments will be collated and published together with a DWP response. In broad terms, each response will either accept the comment/ suggestion and give details on when it will be implemented (recognising that there will be prioritisation and some items will take some time before they can be delivered); OR, the request will be declined, with reasons given.  Cease series once all cases migrated to Employment and Support Allowance.
Incapacity Benefit/Severe Disablement Allowance combined Information (5% sample)	Continue, migrate to Stat-Xplore Cease series once all cases migrated to Employment and Support Allowance.
Incapacity Benefit/Severe Disablement Allowance - Combined - Working Age Claimants(5% sample)	Continue, migrate to Stat-Xplore Cease series once all cases migrated to Employment and Support Allowance.
Income Support Claimant Information (5% sample)	Continue, migrate to Stat-Xplore Cease series once all cases migrated Universal Credit
Jobseeker's Allowance Claimant Information (5% sample)	Continue, migrate to Stat-Xplore
Pension Credit Claimant Information (5% sample)	Continue, migrate to Stat-Xplore
Severe Disablement Allowance (5% sample)	Continue, migrate to Stat-Xplore
Severe Disablement Allowance - Working Age Claimants (5% sample)	Continue, migrate to Stat-Xplore Cease series once all cases migrated Universal Credit
State Pension (5% sample)	Continue, migrate to Stat-Xplore
Widow's Benefit (5% sample)	Continue, migrate to Stat-Xplore
Client Group Analysis of Children in Working Age families on benefit (5% sample)	Already ceased. Retain published tables via existing Tabulation Tool.
Client Group Analysis of Children in Working Age families on benefit (5% sample) - percentage of population	Already ceased. Retain published tables via existing Tabulation Tool.
Client Group Analysis of Children in Working Age families on benefit (5% sample) - percentage of population (LA only)	Already ceased. Retain published tables via existing Tabulation Tool.
Client Group Analysis of Working Age families with Children (5% sample)	Already ceased. Retain published tables via existing Tabulation Tool.
Client Group Analysis of the Working Age (5% sample)	Already ceased. Retain published tables via existing Tabulation Tool.

Client Group Analysis of the Working Age (5% sample) - percentage of population	Already ceased. Retain published tables via existing Tabulation Tool.
Client Group Analysis of the Working Age (5% sample) - percentage of population (LA only)	Already ceased. Retain published tables via existing Tabulation Tool.
Client Group Analysis of the Pension Age (5% sample)	Already ceased. Retain published tables via existing Tabulation Tool.
<b>Early Estimates</b>	
Income Support Lone Parents	Cease series when earlier breakdowns can be produced via Stat-Xplore or when Universal Credit transitions begin to make estimation unreliable.
Employment and Support Allowance and incapacity benefits	Cease series when earlier breakdowns can be produced via Stat-Xplore or when Universal Credit transitions begin to make estimation unreliable.
Credits only breakdown of Employment and Support Allowance and incapacity benefits	Cease series when earlier breakdowns can be produced via Stat-Xplore or when Universal Credit transitions begin to make estimation unreliable.
<b>Flows</b>	
Bereavement Benefit and Widows Benefit - combined information	Replace with a mixture of monthly snapshot flows and “unified customer view” within Stat-Xplore. <a href="#">Link</a>
Incapacity Benefit/ Severe Disablement Allowance - combined information	Replace with a mixture of monthly snapshot flows and “unified customer view” within Stat-Xplore. <a href="#">Link</a>
Income Support	Replace with a mixture of monthly snapshot flows and “unified customer view” within Stat-Xplore. <a href="#">Link</a>
Pension Credit	Replace with a mixture of monthly snapshot flows and “unified customer view” within Stat-Xplore. <a href="#">Link</a>
State Pension	Replace with a mixture of monthly snapshot flows and “unified customer view” within Stat-Xplore. <a href="#">Link</a>
Employment and Support Allowance	Replace with a mixture of monthly snapshot flows and “unified customer view” within Stat-Xplore. <a href="#">Link</a>
<b>Sanctions</b>	
Jobseeker’s Allowance Sanctions	Continue, and augment with “unified customer view” within Stat-Xplore.
Employment and Support Allowance Sanctions	Continue, and augment with “unified customer view” within Stat-Xplore