



Department
for Work &
Pensions

Consultation on the PIP assessment *Moving around* activity

June 2013

Contents

1. Background	3
2. The <i>Moving around</i> activity	5
3. The consultation	7
4. Appendix A: How the assessment works	9
5. Appendix B: Likely Mobility component caseloads	16
6. Appendix C: About this consultation	19

1. Background

- 1.1 From April 2013 Disability Living Allowance (DLA) began to be replaced for new claimants with a new benefit, Personal Independence Payment (PIP). Like DLA, PIP is intended to provide a contribution to the extra costs faced by people with disabilities and long-term health conditions. Whether individuals receive the benefit, and how much they receive, will be determined by an assessment of their needs. The PIP assessment has been designed to ensure that support is targeted at those individuals who face the greatest barriers to independent living.
- 1.2 The criteria used in the assessment were developed in liaison with a group of independent experts in health, disability and social care and with extensive engagement with disabled people and their organisations. As part of this the Department carried out two lengthy consultations on the first two drafts of the assessment criteria, in 2011 and 2012. During the consultation on the second draft¹, individuals and organisations told us that the criteria for the *Moving around* activity, which assesses physical ability to get around, were not clear. We therefore amended this activity to make sure that it could be easily understood and applied consistently.
- 1.3 The assessment criteria were included in the Social Security (Personal Independence Payment) Regulations 2013. These were amended by the Social Security (Personal Independence Payment) (Amendment) Regulations 2013, so that the law clearly states that for each activity – including the *Moving around* activity – the assessment must consider whether an individual can carry out that activity safely, to an acceptable standard, repeatedly and in a reasonable time period.

1

- 1.4 We have received feedback from some disabled people and their organisations saying that they are unhappy with the changes that were made to the assessment criteria for the *Moving around* activity as a result of the consultation and want a further opportunity to have their views considered.
- 1.5 Against this background, we have decided to carry out an additional consultation, seeking further views on the *Moving around* activity.

2. The *Moving around* activity

2.1 The criteria for the *Moving around* activity set out in the current Regulations are as follows:

Current version of <i>Moving around</i> activity criteria	
a. Can stand and then move more than 200 metres, either aided or unaided.	0 pts
b. Can stand and then move more than 50 metres but no more than 200 metres, either aided or unaided.	4 pts
c. Can stand and then move unaided more than 20 metres but no more than 50 metres.	8 pts
d. Can stand and then move using an aid or appliance more than 20 metres but no more than 50 metres.	10 pts
e. Can stand and then move more than 1 metre but no more than 20 metres, either aided or unaided.	12 pts
f. Cannot, either aided or unaided, – (i) stand; or (ii) move more than 1 metre.	12 pts

2.2 This means that anyone who cannot stand and then walk 50 metres safely, to an acceptable standard, repeatedly and in a reasonable time period automatically receives at least the standard rate of the Mobility component of PIP. People who cannot stand and then walk more than 20 metres safely, to an acceptable standard, repeatedly and in a reasonable time period receive the enhanced rate. People can also receive the standard or enhanced rate by adding together points from the *Moving around* activity and the *Planning and following journeys* activity.

2.3 Our intention has always been to focus the enhanced rate on those with the greatest barriers to mobility. In early drafts of the assessment we considered both how far a person could move and whether they needed an aid, appliance or a wheelchair to

do so. However, the consultation responses we received indicated that this could be confusing if a person did not currently have and use an aid, appliance or wheelchair. The criteria set out in the current Regulations focus mainly on distance and 20 metres is used as a benchmark distance for determining whether someone is entitled to the enhanced or standard rate for people who do not also score points on the *Planning and following journeys* activity.

- 2.4 The benchmark of 20 metres was intended to allow us to distinguish between those who are effectively unable to get around due to reduced physical mobility – for example, people who are only able to move between rooms in their house but go no further – and those who have some, albeit limited, mobility. We thought that these criteria could be applied consistently and would make it easy to differentiate between people who should be receiving the enhanced and standard rate. We considered that if we used distances in the assessment criteria which are close together, practical differentiation might become harder, leading to more inconsistent outcomes.

3. The consultation

3.1 The consultation question we are asking is:

- **What are your views on the *Moving around* activity within the current PIP assessment criteria?**

3.2 We would like to know what you think about the *Moving around* activity assessment criteria set out in the current Regulations, including the current thresholds of 20 and 50 metres. As part of this we would like to know what you think the impact of the current criteria will be and whether you think we need to make any changes to them or assess physical mobility in a different way altogether.

3.3 We are not consulting on the *Planning and following journeys* activity or any other aspect of the assessment.

3.4 At present, for the reasons set out in paragraph 2.4 above, our preferred option is to retain the version of the assessment criteria for the *Moving around* activity set out in the current Regulations. However, we are carrying out this consultation in a fully open-minded manner and will carefully examine all the evidence provided. If we consider that we need to make changes to the *Moving around* activity once we have analysed all the representations received, we will do so.

3.5 In reaching our decision we will consider how any potential changes might affect individuals and the numbers of people likely to receive the benefit. We will also consider the potential impact of any changes on PIP and overall welfare expenditure and whether this is affordable and sustainable. We will publish a report summarising the responses received and how we reached our conclusions, once we have completed the consultation.

3.6 The consultation will run for six weeks, from Monday 24 June until the end of Monday 5 August. Given the significant consultation that has already been carried out and the focus of

the consultation on a single activity within the assessment, we consider that six weeks is a reasonable and proportionate time period for a consultation and in line with Cabinet Office consultation principles².

- 3.7 We intend to meet with a wide range of disabled people and disability organisations during the consultation period.
- 3.8 Until we have completed the consultation and made a decision on whether any changes need to be made to the *Moving around* activity, we will continue with the operation of Personal Independence Payment using the current Regulations and assessment criteria. The new benefit is fairer, more consistent and more sustainable than DLA, reflecting a modern understanding of disability – for example, ensuring that fairer account is taken of mental, intellectual and cognitive impairments.
- 3.9 The appendices to this document provide information on:
- how the PIP assessment and *Moving around* criteria work, including examples;
 - the likely impact of the assessment criteria on benefit caseload; and
 - practical information on the consultation, such as how to request alternative formats.

² <https://www.gov.uk/government/publications/consultation-principles-guidance>

4. Appendix A: How the assessment works

- 4.1 PIP, like DLA, provides a contribution to the additional costs faced by people with disabilities and long-term health conditions. Whether individuals receive the benefit, and how much they receive, will be determined by an assessment of their needs. The assessment has been designed to ensure that support is targeted at those individuals who face the greatest barriers to independent living. It looks at their ability to carry out a series of 12 key everyday activities and the barriers they face in doing so. Priority in the benefit is given to individuals who face the greatest barriers to carrying out these activities.
- 4.2 We believe this is a fair and effective method of determining entitlement to the benefit, enabling us to target PIP on those who face the greatest barriers to living an independent life. In selecting the activities we sought to ensure that the assessment takes a holistic view of the impact of disability, fairly taking into account the full range of impairments, including physical, sensory, mental, intellectual and cognitive impairments.
- 4.3 Each activity in the assessment is underpinned by ‘descriptors’ which set out varying degrees of ability to carry out the activity. Generally the first descriptor in each activity describes an individual being able to complete an activity unaided, which means without the need of an aid or appliance or help from another person. The remaining descriptors consider other ways in which an individual might be able to complete the activity – for example, with the use of aids and appliances or with supervision, prompting or assistance from another person etc. The further down the scale a descriptor is within an activity, the greater the level of need it relates to. The final descriptor is generally where an individual cannot complete the

activity at all and/or needs to have someone else to complete the activity for them.

- 4.4 Each descriptor in the assessment has a point score allocated to it. The scores have been selected to relate to the level of need described within the descriptor, with the higher scores indicative of higher levels of need.
- 4.5 Entitlement is determined by selecting, for each activity, the descriptor which best applies to the individual. Only one descriptor can be selected for each activity. Individuals' total scores in relation to each component will be added up and, if they reach or exceed the set thresholds, they will receive entitlement to the component at either the standard or enhanced rate. The thresholds for each component are:
- Standard rate – 8 points
 - Enhanced rate – 12 points

The Mobility activities

- 4.6 Two of the activities in the assessment are used to assess mobility:
- *Planning and following journeys* – which focuses on individuals' mental, intellectual, cognitive and sensory ability to get around; and
 - *Moving around* – which focuses on their physical ability to move around.
- 4.7 The scores from both activities are added together to determine whether someone will receive the Mobility component of PIP. An individual whose combined score is between 8 and 11 points will receive the standard rate of the Mobility component, whilst an individual whose score is 12 points or more will receive the enhanced rate.
- 4.8 The current assessment criteria as set out in Regulations for the two activities are as follows:

<i>Planning and following journeys</i>	
a. Can plan and follow the route of a journey unaided.	0 pts
b. Needs prompting to be able to undertake any journey to avoid overwhelming psychological distress to the claimant.	4 pts
c. Cannot plan the route of a journey.	8 pts
d. Cannot follow the route of an unfamiliar journey without another person, assistance dog or orientation aid.	10 pts
e. Cannot undertake any journey because it would cause overwhelming psychological distress to the claimant.	10 pts
f. Cannot follow the route of a familiar journey without another person, an assistance dog or an orientation aid.	12 pts

<i>Moving around activity criteria</i>	
a. Can stand and then move more than 200 metres, either aided or unaided.	0 pts
b. Can stand and then move more than 50 metres but no more than 200 metres, either aided or unaided.	4 pts
c. Can stand and then move unaided more than 20 metres but no more than 50 metres.	8 pts
d. Can stand and then move using an aid or appliance more than 20 metres but no more than 50 metres.	10 pts
e. Can stand and then move more than 1 metre but no more than 20 metres, either aided or unaided.	12 pts
f. Cannot, either aided or unaided, – (i) stand; or (ii) move more than 1 metre.	12 pts

4.9 This consultation is focused on the *Moving around* activity only.

How the *Moving around* assessment criteria are being applied

- 4.10 The *Moving around* activity considers a claimant's physical ability to get around without severe discomfort such as breathlessness, pain or fatigue. The activity considers the claimant's ability to stand and then move up to 20 metres, up to 50 metres, up to 200 metres and over 200 metres.
- 4.11 Stand is defined as standing upright, with a least one biological foot on the ground, with or without suitable aids and appliances. A prosthesis is considered an appliance, so this means that a claimant with a unilateral prosthetic leg may be considered able to stand, whereas a bilateral lower-limb amputee would be considered unable to do so.
- 4.12 In order to be considered able to stand and then move, the individual must be able to stand and then move independently while remaining standing. This means that individuals who stand but then must transfer into a wheelchair or similar device to move will not be considered able to move the distance.
- 4.13 The activity also considers the use of aids and appliances to support the individual's physical mobility – for example, walking sticks, crutches and prostheses.
- 4.14 This activity looks at ability to move around on the type of surface normally expected out of doors on the flat, such as pavements and kerbs. The activity does not explicitly consider indoor mobility as we consider the sort of surface expected out of doors to be generally more difficult to move around on than indoor surfaces. In doing so we recognise that individuals who face barriers to mobility in their own homes are likely to face even greater barriers when outside.
- 4.15 Consideration must be given to whether a claimant can carry out the activity, as described in the descriptor:
- Safely – in a manner unlikely to cause harm to the individual or another person, either during or after completion of the activity;

- Repeatedly – as often as the activity being assessed is reasonably required to be completed;
- In a reasonable time period – no more than twice as long as the maximum period that a person without a physical or mental condition which limits that person’s ability to carry out the activity would normally take to complete that activity; and
- To an acceptable standard.

4.16 Factors which will be particularly relevant here are, but are not limited to, the individual’s gait; their speed; the risk of falls; and symptoms such as pain, breathlessness and fatigue. However, this activity only looks at the physical act of moving, factors such as danger awareness are considered by the *Planning and following journeys* activity.

***Moving around* activity examples**

4.17 The following examples illustrate how the criteria for the *Moving around* activity are applied, including consideration of whether individuals can carry out the activities safely, to an acceptable standard, repeatedly and in a reasonable time period.

4.18 In all the examples we assume the individuals do not receive any points for the *Planning and following journeys* activity.

Example 1 – George

4.19 George is able to stand and move unaided. He can comfortably walk 150 metres at a normal pace. After 150 metres he starts to become breathless and to experience some mild pain. He can continue to walk but his pace slows. The pain and breathlessness gradually increases and after 250 metres he needs to stop and rest for a few minutes before starting to walk again. He can repeatedly walk 250 metres, with short rests in between. After an hour of walking, he needs a longer rest of about an hour before walking again. He walks at a reasonable pace.

- 4.20 Although he experiences some mild pain and breathlessness, George knows when to stop and rest and there is no indication that this causes him any harm. While he does have to stop and rest for a few minutes every 250 metres, he can repeat the activity for up to an hour and can do it multiple times in a day. He can also do so in a reasonable time period.
- 4.21 George can therefore reliably walk over 200 metres and descriptor A would be the most appropriate. As such he would not have entitlement to the PIP Mobility component.

Example 2 – Sabeen

- 4.22 Sabeen is able to stand and move short distances unaided, usually between 30 and 40 metres. On a good day she can move as far as 50 metres but she can rarely ever go further than this because of severe breathlessness. She can, however, repeat shorter distances with a short break in between.
- 4.23 She can repeatedly walk distances of more than 20 metres but less than 50 metres. Aids or appliances do not help her to walk further in a reliable way, so the most appropriate descriptor is C. Based on this Sabeen would receive entitlement to the standard rate of the PIP Mobility component.

Example 3 – Juliet

- 4.24 Juliet is able to stand and move with a walking stick but suffers from hip pain when she walks. She can walk about 100 metres, but her level of discomfort increases as she walks and her pace slows down until she has to stop and rest.
- 4.25 Juliet also finds that walking even very short distances takes a lot out of her. If she walks more than about 10 metres, for the next few hours she is unable to walk more than a few steps without experiencing severe hip pain.
- 4.26 Although Juliet can walk more than 50 metres, she cannot do so as often as would be reasonably expected because of the pain it causes when she walks again. As such she is not considered able to walk reliably. The furthest she can walk in a

way that is repeatable is a few steps using her stick. Therefore descriptor E best describes how she is able to move around.

4.27 Juliet therefore receives entitlement to the enhanced rate of the PIP Mobility component.

Example 4 – Patrick

4.28 Patrick can stand and walk a few steps using two walking sticks. He sometimes uses his sticks to move between rooms in his flat – for example, between the bedroom and living room – but it causes him a lot of pain and he cannot repeat it more than a few times a day. When he is indoors he generally stays in one room as much as possible. He has a manual wheelchair which he uses when outdoors. When he needs to go out, Patrick uses his sticks to stand and transfer into his wheelchair. He is unable to self-propel his wheelchair very far and his wife usually pushes him.

4.29 Patrick is therefore only able to stand and then move more than 1 metre but less than 20 metres and descriptor E is the most appropriate descriptor. This gives him entitlement to the enhanced rate of the PIP Mobility component.

5. Appendix B: Likely Mobility component caseloads

- 5.1 The Government response to the consultation on the second draft of the assessment criteria³ included estimates of likely future benefit caseloads, both without reform to DLA and with the introduction of PIP. When considering the impact of PIP, figures were published reflecting both the second draft of the assessment criteria and the version included in the current Regulations. These figures were produced for both October 2015 (prior to the start of managed reassessment of existing DLA recipients) and May 2018 (when reassessment has completed and the benefit is in its steady state).
- 5.2 Our analysis shows that, using the criteria set out in the current Regulations, 602,000 individuals will be in receipt of the enhanced rate of the PIP mobility component by May 2018, with a further 634,000 receiving the standard rate. We estimate that without the introduction of PIP, under the previous legislative regime, 1,030,000 people would have received the higher rate of the DLA mobility component by that date and 929,000 the lower rate.
- 5.3 The key caseload figures for the Mobility component under the full range of scenarios are set out in Table 1.

³ <https://www.gov.uk/government/consultations/personal-independence-payment-assessment-thresholds>

Table 1: Mobility component caseloads summary

Scenario	Highest rate Mobility component caseload (PIP and/or DLA)	Lowest rate Mobility component caseload (PIP and/or DLA)
No reform - October 2015	1,029,000 (DLA only)	879,000 (DLA only)
With reform, second draft PIP assessment - October 2015	837,000 (274,000 PIP & 563,000 DLA)	747,000 (256,000 PIP & 491,000 DLA)
With reform, final PIP Assessment - October 2015	817,000 (254,000 PIP & 563,000 DLA)	763,000 (273,000 PIP & 491,000 DLA)
No reform - May 2018	1,030,000 (DLA only)	929,000 (DLA only)
With reform, second draft PIP Assessment - May 2018	652,000 (PIP only)	590,000 (PIP only)
With reform, final PIP Assessment - May 2018	602,000 (PIP only)	634,000 (PIP only)

Note: figures have been rounded to the nearest 1,000.

5.4 These figures are forecasts which could be subject to change as a result of operational experience, including as a result of any changes introduced from the two planned independent reviews of the PIP assessment. We intend that the first of these reviews will be complete by the end of 2014, to allow us to consider its findings and make any necessary changes before the majority of existing DLA recipients begin to be reassessed from October 2015. This will ensure that we can learn from our early experiences.

Enhanced Mobility component caseload from the *Moving around* activity

5.5 Table 1 illustrates that the number of individuals receiving the enhanced rate Mobility component under PIP falls by 50,000 under the current version of the assessment criteria, when compared to the second draft. However, our estimates are that the number who would receive a score of 12 or more from the *Moving around* activity would be broadly the same under both the second and current drafts of the criteria. These are set out in the table below.

Table 2: Enhanced Mobility component caseload from the *Moving around* activity

	Final assessment	2nd draft assessment
October 2015	120,000	121,000
May 2018	289,000	284,000

Note: figures have been rounded to the nearest 1,000, percentages to the nearest 1%.

6. Appendix C: About this consultation

Purpose of the consultation

6.1 This consultation is intended to ask for views on the *Moving around* activity within the assessment criteria for PIP set out in the current Regulations. This will help us determine whether we need to make further changes to the criteria.

6.2 The consultation question is:

What are your views on the Moving around activity within the current PIP assessment criteria?

6.3 We would like to know what people think about the current *Moving around* criteria, including the current thresholds of 20 and 50 metres; what they think the impact of the criteria will be; and whether they think we need to make any changes to them or assess physical mobility in a different way altogether.

6.4 We are not consulting on the *Planning and following journeys* activity or any other aspect of the assessment.

Who the consultation is aimed at

6.5 The Department is keen to hear views from all interested parties, especially disabled people and disability organisations.

Scope of the consultation

6.6 This consultation applies to England, Wales and Scotland, due to the devolved nature of social security in Northern Ireland. However, we are working closely with colleagues in Northern Ireland and would welcome comments from individuals and organisations in Northern Ireland.

Duration of the consultation

6.7 The consultation period begins on 24 June 2013 and runs until the end of 5 August 2013.

How to respond to this consultation

6.8 Please send your consultation responses to:

PIP Assessment Development Team
Department for Work and Pensions
2nd floor, Caxton House
Tothill Street
London
SW1H 9NA

Email: pip.assessment@dwp.gsi.gov.uk

6.9 Please ensure your response reaches us by the end of 5 August 2013.

6.10 When responding, please state whether you are doing so as an individual or representing the views of an organisation. If you are responding on behalf of an organisation, please make it clear who the organisation represents and, where applicable, how the views of members were assembled. We will acknowledge your response.

Other ways of getting involved

6.11 We want to get views from as broad a range of people as possible. We intend to meet with disabled people and disability organisations throughout the consultation period.

6.12 This document is available in a range of formats, including large print, Braille, audio, BSL video/DVD and Easy Read either from our website (www.gov.uk/government/consultations) or on request from the PIP Assessment Development Team (contact details above)

6.13 We have sent this consultation document to organisations who responded to the consultation on second draft of the PIP assessment criteria. Please do share this document with, or tell us about, anyone you think will want to be involved in this consultation.

Queries on this document

- 6.14 Please direct any queries about the subject matter of this consultation to the PIP Assessment Development Team (contact details above).
- 6.15 The information you send us may need to be passed to colleagues within the Department for Work and Pensions, published in a summary of responses received or in its entirety and referred to in the published consultation report.
- 6.16 All information contained in your response, including personal information, may be subject to publication or disclosure if requested under the Freedom of Information Act 2000. By providing personal information for the purposes of the public consultation exercise, it is understood that you consent to its disclosure and publication. If this is not the case, you should limit any personal information provided, or remove it completely. If you want the information in your response to the consultation to be kept confidential, you should explain why as part of your response, although we cannot guarantee to do this.
- 6.17 To find out more about the general principles of Freedom of Information and how it is applied within DWP, please contact:
- Central Freedom of Information Team
4th Floor, Caxton House
Tothill Street
London
SW1H 9NA
- Email: Freedom-of-information-request@dwp.gsi.gov.uk
- 6.18 The Central Fol team cannot advise on specific consultation exercises, only on Freedom of Information issues. More information about the Freedom of Information Act can be found at: www.gov.uk/make-a-freedom-of-information-request.

The consultation criteria

- 6.19 The consultation is being conducted in line with the new Cabinet Office consultation principles

(<https://www.gov.uk/government/publications/consultation-principles-guidance>). The key principles are:

- departments will follow a range of timescales rather than defaulting to a 12-week period, particularly where extensive engagement has occurred before;
- departments will need to give more thought to how they engage with and consult with those who are affected;
- consultation should be ‘digital by default’, but other forms should be used where these are needed to reach the groups affected by a policy; and
- the principles of the Compact between government and the voluntary and community sector will continue to be respected.

Feedback on the consultation process

6.20 We value your feedback on how well we consult. If you have any comments on the process of this consultation (as opposed to the issues raised) please contact our Consultation Coordinator:

Elias Koufou
Department for Work and Pensions
2nd Floor, Caxton House
Tothill Street
London
SW1A 9NA

Phone: 020 7449 7439

Email: elias.koufou@dwp.gsi.gov.uk

6.21 In particular, please tell us if you feel that the consultation does not satisfy the consultation criteria. Please also make any suggestions as to how the process of consultation could be improved further.

6.22 If you have any requirements that we need to meet to enable you to comment, please let us know.