



Findings from Wave 27 of the Local Authority Insight Survey:

Housing Benefit Fraud & Error

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<u>Findings from Wave 27 of the Local Authority Insight Survey:</u> <u>Housing Benefit Fraud and Error</u>

Survey background and methodology

This summary has been prepared by Ipsos MORI, an independent research organisation operating under contract to DWP; it presents findings from wave 27 of the Local Authority (LA) Insight survey, which focuses on tackling fraud and error within Housing Benefit.

Background to the policy

Housing Benefit fraud and error is estimated to account for 6.0% (£1,450 million) of total benefit expenditure. The main contributor to this is claimant error, which accounts for 3.7% (£900m) of total benefit expenditure. Fraud was at 1.3% in 2012/13 but rose to 1.8% in 2013/14.

In order to reduce Housing Benefit fraud and error DWP wish to understand how LAs are approaching fraud and error prevention, and what support DWP can provide.

Background to the survey

Questionnaire areas included:

- Fraud and Error prevention activities
- HBMS referrals
- Reviews
- Interventions
- Reporting changes of circumstances
- Risk Scored Review tool

The full questionnaire can be found in the appendix 2 of this summary.

Fieldwork was conducted between 1 and 26 September 2014.

Methodology

Ipsos MORI conducted an online survey of benefit managers or those in a similar position at 380 local authorities (LAs) in England, Scotland and Wales who administered Housing Benefit. Email invitations containing unique links to the survey were sent to each organisation².

In total, Ipsos MORI received 135 responses to the survey. Of the 379 individual contacts, 11 respondents could not be contacted. Many LAs reported operating some form of shared services for benefits management – 48 authorities included in the survey were managed by 19 named individuals.

Adjusting for this, the survey received a response rate of **39**%³. As can be seen in Appendix 1, there was a good spread of respondents by type of authority and region. Nevertheless, the

¹ "Fraud and error in the benefit system: final 2013 to 2014 estimates (first release)", https://www.gov.uk/government/statistics/fraud-and-error-in-the-benefit-system-2013-to-2014-estimates.

² With the exception of one LA which requested not to be re-contacted for future waves of the Local Authority Insight Survey during wave 26.

³ Adjusted figure was calculated by amending the total to ensure that each shared service was only included once. I.e. 39% = 135/(379-(48-19)).

response rate varies somewhat between regions. This may affect the generalisability of the findings, especially as levels of Fraud and Error also vary between regions.

Summary of findings

LAs take a range of actions to prevent Housing Benefit fraud & error, of which some are more common than others: for example, 93% of LAs who responded performed verification checks on new claims, but only 44% did their own data-matching.

All LAs surveyed who receive Housing Benefit Matching Service (HBMS) referrals take action on them in some way. Responsibility for this is split between Housing Benefit and Fraud Investigation Teams. On balance LAs rate HBMS referrals as 'good', although there are some mentions of data quality issues.

41% of the LAs conduct reviews⁴ and 58% conduct interventions⁵. 26% conduct both. Some LAs see interventions as more productive than reviews when working with reduced resources. Perhaps related to this, there is more likely to be a dedicated interventions team (51%) than review team (29%).

96% said they wrote to claimants as part of a review, while 91% said they did this as part of an intervention. When claimants did not respond, LAs tended to send out a reminder two weeks to a month afterwards, suspend the claim a month later and close the claim a month after that.

Over half of LAs allow claimants to report change of circumstances by phone without requiring confirmation in writing. To encourage claimants to report changes in circumstances, LAs most commonly schedule reminders when claimant circumstances will change or are likely to change, include reminders as part of Notices of Determination letters and/or advise claimants when they make an initial claim.

One in five LAs use the Risk-Scored Review Tool provided by DWP to help inform which cases to investigate further.

⁴ A review is defined as local authorities regularly looking at all of their Housing Benefit claims and checking that the information given by claimants is accurate.

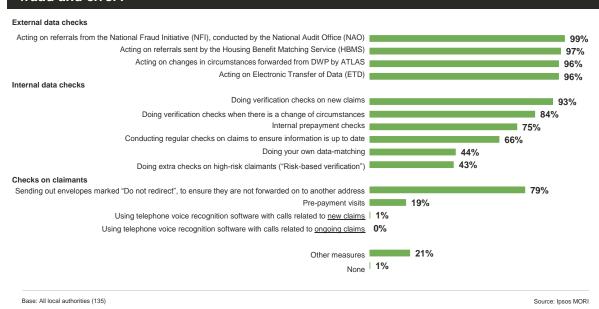
⁵ An intervention is defined as using a targeted, risk-based approach to identify potentially inaccurate claims and then examining each claim to make sure that it accurately reflects the claimant's circumstances. Interventions might involve looking at specific groups that are thought to be high risk, such as people who are self-employed.

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Fraud and error prevention activities

The chart below shows the activities that LAs take to prevent fraud and error.

Q. Which, if any, of the following does your local authority currently do to prevent fraud and error?



Other checks mentioned included:

- A confidential fraud hotline
- Publicising fraud cases as a deterrent
- Nearly every claimant seen face-to-face before a claim is put into payment
- In process of implementing risk-based verification (RBV)
- Credit, land registry checks
- Targeted checks (seasonal earners, single parents, earnings not changed for 12 months/2 years, child benefit ceasing, self-employed, non-dependents)

HBMS referrals

All the LAs who receive HBMS referrals (99% of LAs⁶) take action on them. Responsibility for deciding what the first action should be usually sits with the team responsible for administering Housing Benefit (56%) or the team responsible for fraud investigations (51%).

49% of LAs said that, on average, they took action on HBMS referrals within two weeks. 27% take action between two weeks and one month after receiving the referral, 15% take action between one and three months afterwards and 4% take action more than three months after receiving the referral.

⁶ After being asked about what they did to prevent Fraud & Error (see results above), Local Authorities were asked specifically whether they acted on HBMS referrals. 99% of Local Authorities said, in one of these questions, that they did act on HBMS referrals. Only one LA replied that they did not act on HBMS referrals: this was because they did not receive them, because the population size of the area they covered was too low to do so.

On balance, LAs are far more likely to rate the quality of HBMS referrals as 'good' (62% rate them as good, 22% as neither good nor poor, 11% as poor, and 5% didn't know). Reasons for positive ratings tended to centre around high success rates of changes to benefits following referrals, while criticisms included out of date or inconsistent information, or lack of clarity around the reasons for the referral. Suggestions for improvements included more detail and a change of format so data is more similar to Automated Transfers to Local Authority Systems (ATLAS).

Reviews

Two in five LAs (41%) said they conduct reviews (i.e. regularly looking at all of their Housing Benefit claims and checking that the information given by claimants is accurate) on a regular basis and around three in ten (29%) of these LAs have a dedicated team or person to do this.⁷

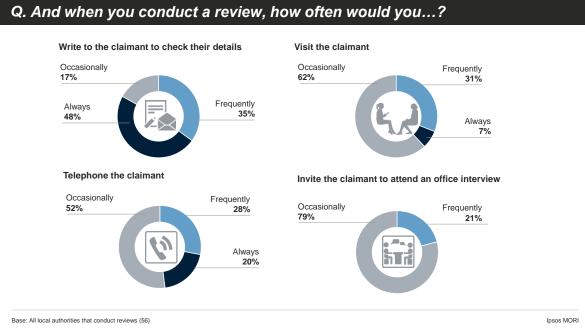
Those who said they do not conduct reviews regularly gave the following explanations:

- LA does lots of work prior to putting claims into payment
- Lack of resources
- LA conducts interventions instead
- Other targeted reviews, but not Housing Benefit
- Unproductive due to high volumes of change
- Conduct reviews but not regularly
- Use ATLAS instead

Taking action on Reviews

When LAs undertake reviews most (96%) write to claimants, about half (52%) visit the claimant, two in five (45%) telephone them and a quarter (25%) invite the claimant for an interview. One in five (20%) take other actions, such as targeted checks or checking Customer Information System (CIS) records.⁸

When asked how often they would take each of the above actions, LAs replied as follows.



⁷ Given that 41% of LAs conduct reviews, but only 29% have a dedicated team or person to conduct reviews, this suggests that, in some LAs, reviews are conducted by a non-dedicated team.

⁸ Participants could specify more than one action taken as part of a review.

Most (72%) LAs who wrote to claimants as part of a review gave claimants between two weeks and one month to respond. If there is no response, LAs normally send a reminder after two weeks, suspend after another month, and close the claim after a further month.

When a claim is closed because the claimant does not respond, 15% always refer the claim to their fraud investigation team, 33% frequently refer the claim to their fraud investigation team, 48% occasionally refer the claim to their fraud investigation team, 2% never refer the claim to their fraud investigation team and one LA said they do not have a fraud investigation team. This would suggest that LAs make a judgement on whether to refer each claim to their fraud investigation team.

Interventions

Nearly six in ten (58%) LAs said they conduct interventions (i.e. using a targeted, risk-based approach to identify potentially inaccurate claims and then examining each claim to make sure that it accurately reflects the claimant's circumstances). In half (51%) of these LAs, interventions are carried out by a dedicated team or person.

Taking action on interventions

Most LAs who conduct interventions write to claimants (91%), while 59% telephone, 58% visit and 31% invite the claimant to the office for an interview. Other actions taken during an invention included using risk-based verification software, referring to the fraud team, conducting a full accuracy check of high risk new claimants, checking CIS records or leaving a review form at unsuccessful visits.⁹

Similarly to reviews, most LAs who write to claimants as part of an intervention give between two weeks and one month to respond (68%). If there is no response, LAs often send a reminder after two weeks, suspend after another month, and close the claim after another month. When the claim is closed in this way 15% always refer the claim to their fraud investigation team, 30% frequently refer the claim to their fraud investigation team, 46% occasionally refer the claim to their fraud investigation team, 6% never refer the claim to their fraud investigation team and 1 LA said they do not have a fraud investigation team. Again, this would suggest that LAs make a judgement on whether to refer each claim to their fraud investigation team.

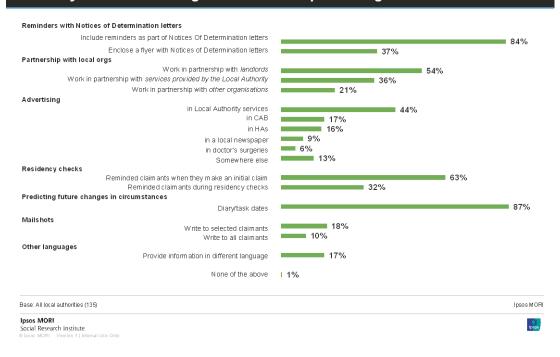
Reporting change of circumstances

Over half of LAs (56%) allow claimants to report change of circumstances by phone without requiring confirmation in writing.

The most common activities LAs undertake to encourage claimants to report changes of circumstances are diary or task dates (i.e. scheduling reminders when claimant circumstances change or are likely to change), including reminders as part of Notices of Determination letters (i.e. letters to explain the decision made on an award) and reminding claimants when they make an initial claim.

⁹ Participants could specify more than one action taken as part of an intervention.

Q. In the last twelve months, which, if any, of the following has your local authority done to encourage claimants to report changes of circumstances?



Risk Score Review Tool

One in five LAs (18%) use the Risk Score Review Tool to help inform which cases to investigate further. A further one in five (17%) LAs didn't know whether they used it or not.

Appendices

Appendix 1: Responses by region and type of LA

There is a good spread of respondents (those who completed the survey) by type of authority and region which mirrors that of non-responders (those who didn't complete the survey). Column totals may not equal 100%, due to rounding.

	Completed surve	y	Did not complete survey		
Type of authority	%	n	%	n	
English District	57	77	51	125	
London	10	13	8	20	
Metropolitan	7	10	10	24	
Scottish	10	14	7	18	
Unitary	13	17	16	40	
Welsh	3	4	7	18	

	Completed surve	y ·	Did not comple	te survey
Region	%	n	%	n
East Midlands	11	15	10	25
East of England	15	20	10	24
London	10	13	8	20
North East	2	3	4	9
North West	10	13	10	25
Scotland	10	14	7	18
South East	18	24	19	46
South West	9	12	10	25
Wales	3	4	8	19
West Midlands	10	13	7	18
Yorkshire and the Humber	3	4	7	16

Ipsos MORI conducted some informal telephone interviews with non-responders. The main reason cited for non-participation was lack of time or staff resource.

Appendix 2: Questionnaire

DWP LA Insight wave 27: Housing Benefit Fraud and Error

In this wave of the DWP LA Insight Survey we're focusing on Housing Benefit fraud and error.

Fraud and error within Housing Benefit is important both for DWP and for Local Authorities. It is estimated to account for 5.8% (£1.380 million) of total benefit expenditure. The main contributor to this is claimant error, which accounts for 3.8% (£900m) of total benefit expenditure.¹⁰

We want to understand how your local authority approaches Fraud and Error.

Your answers to this survey are completely confidential to the research team at Ipsos MORI. We will not use the answers to find out what specific Local Authorities are doing or not doing about Fraud and Error: instead, we simply want to get a picture of what Local Authorities are doing nationally.

Please feel free to consult colleagues when answering this survey. Please note that you can close the survey and reopen it at the most recent point should you need to do so.

Finally, if you would like to see all of the survey questions in advance to prepare your answers, you can access a PDF copy of the questionnaire by clicking **here**.

¹⁰ These figures were correct at the time of the fieldwork. Updated figures appear at the start of the report.

GENERAL ATTITUDES TO HOUSING BENEFIT FRAUD AND ERROR

PLEASE ANSWER

Firstly, we are interested in understanding how different local authorities approach fraud and error.

Q1. How does fraud and error fit in with your role on a day-to-day basis?

[Open ended]			

FRAUD AND ERROR PREVENTION

There are a number of ways that local authorities try to reduce or prevent housing benefit fraud and error. We're interested in what your local authority does.

PLEASE ANSWER. MULTIPLE ANSWERS ACCEPTED.

Q2. Which, if any, of the following does your local authority currently do to prevent fraud and error? Please select all that apply.

MULTICODE OK (NONE OF THE ABOVE SINGLE CODE)

USING EXTERNAL DATA CHECKS

Acting on changes in circumstances forwarded from DWP by the Automatic	
Transfer to Local Authority System (ATLAS)	
Acting on Electronic Transfer of Data (ETD)	
Acting on referrals sent by the Housing Benefit Matching Service (HBMS)	
Acting on referrals from the National Fraud Initiative (NFI), conducted by the	
National Audit Office (NAO) or previously the Audit Commission.	

CONDUCTING INTERNAL DATA CHECKS

Doing your own data-matching (do not count data-matching done outside	
your Local Authority, such as that conducted by DWP or the National Fraud	
Initiative)	
Conducting regular checks of claims to ensure information is up to date.	
Doing verification checks on new claims	
Doing verification checks when there is a change of circumstances	
Doing extra checks on high-risk claimants ("Risk-based verification")	
Quality assuring a percentage of claims, before they are paid, to ensure	
details are correct ("Internal prepayment checks")	

CONDUCTING CHECKS ON CLAIMANTS

Visiting claimants, before a payment is made, to ensure the claimant is living at the correct address ("Pre-payment visits").	
Using telephone voice recognition software, which indicates when there is a risk that the claimant is giving incorrect information, with calls related to new claims.	
Using telephone voice recognition software, which indicates when there is a risk that the claimant is giving incorrect information, with calls related to ongoing claims.	
Sending out envelopes marked with "Do not redirect", to ensure they are not forwarded on to another address.	

Other measures (please specify)	
None of the above	

HBMS REFERRALS

We'd like to find out a bit more about how your local authority uses Housing Benefit Matching Service (HBMS) referrals. HBMS referrals are sent to someone in your local authority in encrypted format (e.g. by PGP) by the Department of Work and Pensions every four weeks.

ONLY ANSWER IF YOU DID NOT SPECIFY AT Q2.

Q3. Just to check, do you currently take action on HBMS referrals?

- 1. Yes
- 2. No
- 3. Don't know

ONLY ANSWER IS YOU DO NOT TAKE ACTION ON HBMS REFERRALS

Q3a. You say you don't take action on HBMS referrals. Why is that?

[Open ended]			

ONLY ANSWER IF YOU ACT ON HBMS REFERRALS TO HELP PREVENT FRAUD AND ERROR

Q4. Which team within your local authority is currently responsible for deciding what the first action should be on a HBMS referral? Please select all that apply.

- 1. The team responsible for administering Housing Benefit.
- 2. The team responsible for fraud investigations.
- 3. Other (please specify)
- 4. Don't know

ONLY ANSWER IF YOU ACT ON HBMS REFERRALS TO HELP PREVENT FRAUD AND ERROR.

Q5. Thinking about HBMS referrals which you have received in the last six months, what would you say has been the AVERAGE time between receiving the referral and taking a first action?

- 1. Two weeks or less
- 2. More than two weeks but less than one month
- 3. One month or more, but less than three months
- 4. More than three months
- 5. Other (please specify)
- 6. Don't know

PLEASE ANSWER.

Q6. Thinking about referrals you have received from HBMS in the last six months, how would you rate the quality of these referrals?

- 1. Very good
- 2. Fairly good
- 3. Neither good nor poor
- 4. Fairly poor
- 5. Very poor
- 6. Don't know

PLEASE ANSWER. UNLESS YOU SELECTED 'DON'T KNOW' AT Q6.

Q6a. Why do you say that?

[Open ended]			

REVIEWS

We're interested in reviews that your local authority might conduct in relation to fraud and error. By this we mean local authorities regularly looking at all of their Housing Benefit claims and checking that the information given by claimants is accurate.

When answering these questions, please do not count anything else that might be called a 'review', such as checking information with claimants when they report changes in circumstances.

Also, please do not count interventions (which use a targeted, risk-based approach to identify potentially inaccurate claims before examining each claim) – we will be asking about these separately later in the questionnaire.

PLEASE ANSWER

Q7. Does your local authority conduct reviews?

- 1. Yes, our local authority conducts reviews on a regular basis (for example every one or two years)
- 2. No, our local authority does not conduct reviews on a regular basis

PLEASE ANSWER ONLY IF YOU DO NOT CONDUCT	I REVIEWS
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Q7a: You say you do not conduct reviews. Why is that?

[Open ended]			

PLEASE ANSWER ONLY IF YOU CONDUCT REVIEWS

Q8. Do you have a dedicated team or person that carries out reviews? That is to say their main function is to carry out reviews.

- 1. Yes, the reviews are carried out by a dedicated team or person
- 2. No, there is not a dedicated team or person that carries out reviews
- 3. Don't know

TAKING ACTION ON REVIEWS

PLEASE ANSWER ONLY IF YOU CONDUCT REVIEWS. MULTIPLE RESPONSES ACCEPTED.

Q9. When you undertake a review, which, if any, of the following things would you typically do as part of the review? Please select all that apply.

- 1. Write to the claimant to check their details
- 2. Telephone the claimant
- 3. Visit the claimant
- 4. Invite the claimant to attend an office interview
- 5. Something else (please specify)
- 6. Don't know

PLEASE ANSWER IN RELATION TO EACH RESPONSE SELECTED AT Q9

Q10A-E: And when you conduct a review, how often would you...?

		Always	Frequently	Occasionally	Never	Don't know
A.	Write to the claimant to check their details					
B.	Telephone the claimant					
C.	Visit the claimant					
D.	Invite the claimant to attend an office interview					
E.	Something else (please specify) [Substitute text]					

PLEASE ANSWER ONLY IF YOU WRITE TO CLAIMANTS TO CHECK THEIR DETAILS AS PART OF A REVIEW

Q11. When you write to the claimant to check their details as part of a review, how long do you typically give them to respond?

- 1. Two weeks or less
- 2. More than two weeks but less than one month
- 3. More than one month (please specify)
- 4. We don't impose a specific timeframe to respond
- 5. Don't know

PLEASE ANSWER ONLY IF YOU WRITE TO CLAIMANTS TO CHECK THEIR DETAILS AS PART OF A REVIEW

Q12A-C. Could you tell us a bit more about when and why you might do any of the following if the claimant hasn't responded as part of a review?

- A. Contacting the claimant again, to remind them to respond
- B. Suspending their claim
- C. Closing the claim

[Open ended textbox for each]

PLEASE ANSWER ONLY IF YOU WRITE TO CLAIMANTS TO CHECK THEIR DETAILS AS PART OF A REVIEW

Q13. If you close a claim because the claimant does not respond, how often would you refer the claim to your Fraud Investigation Team?

- 1. Always
- 2. Frequently
- 3. Occasionally
- 4. Never
- 5. We do not have a Fraud Investigation Team
- 6. Don't know

TAKING ACTION ON INTERVENTIONS

We are interested in interventions. By this we mean using a targeted, risk-based approach to identify potentially inaccurate claims and then examining each claim to make sure that it accurately reflects the claimant's circumstances. Interventions might involve looking at specific groups that are thought to be high risk, such as people who are self-employed.

For the purposes of this question, please do not count anything else that might be called an intervention: for example, taking action on HBMS referrals.

PLEASE ANSWER

Q14. Does your local authority conduct interventions?

- 1. Yes, we identify claims, using a risk-based approach, and examine each claim to ensure it accurately reflects the claimant's circumstances
- 2. No, we do not do this

PLEASE ANSWER ONLY IF YOU CONDUCT INTERVENTIONS

Q15. Do you have a dedicated team or person that carries out interventions? That is, is their main function to carry out interventions?

- 1. Yes, interventions are carried out by a dedicated team or person
- 2. No, there is not a dedicated team or person that carries out interventions

PLEASE ANSWER ONLY IF YOU CONDUCT INTERVENTIONS. MULTIPLE RESPONSES ACCEPTED.

Q16. When you undertake an intervention, which, if any, of the following things would you typically do as part of the intervention?

- 1. Write to the claimant to check their details
- 2. Telephone the claimant
- 3. Visit the claimant
- 4. Invite the claimant to attend an office interview
- 5. Something else (please specify) [Substitute text]

PLEASE ANSWER IN RELATION TO EACH RESPONSE SELECTED AT Q9

Q17A-E. And when you conduct an intervention, how often would you...?

	Always	Frequently	Occasionally	Never	Don't know
A. Write to the claimant to check their details					
B. Telephone the claimant					
C. Visit the claimant					
D. Invite the claimant to attend an office interview					
E. Something else (please specify) [Substitute text]					

PLEASE ANSWER ONLY OF YOU WRITE TO CLAIMANTS TO CHECK THEIR DETAILS

Q18. When you write to the claimant to check their details as part of an intervention, how long do you typically give the claimant to respond?

- 1. Two weeks or less
- 2. More than two weeks but less than one month
- 3. More than one month (please specify)
- 4. We don't impose a specific timeframe to respond

5. Don't know

PLEASE ANSWER ONLY OF YOU WRITE TO CLAIMANTS TO CHECK THEIR

DETAILS Q19. Could you tell us a bit more about when and why you might do any of the following if the claimant hasn't responded as part of an intervention?

- A. Contacting the claimant again, to remind them to respond
- B. Suspending their claim
- C. Closing the claim

[Open ended textbox for each]

PLEASE ANSWER ONLY OF YOU WRITE TO CLAIMANTS TO CHECK THEIR

DETAILS Q20. If you close a claim because the claimant does not respond, how often would you refer the claim to your Fraud Investigation Team?

- 1. Always
- 2. Frequently
- 3. Occasionally
- 4. Never
- 5. We do not have a Fraud Investigation Team
- 6. Don't know

REPORTING CHANGES OF CIRCUMSTANCES

We'd like to know what local authorities are doing in terms of changes of circumstances.

PLEASE ANSWER

Q21. Do you currently allow claimants to report changes of circumstances by telephone, without requiring confirmation in writing, or not?

- 1. Yes
- 2. No
- 3. Don't know

PLEASE ANSWER

Q22. In the last twelve months, which, if any, of the following has your local authority done to encourage claimants to report changes of circumstances? Please select all that apply.

MULTICODE OK

Reminders with Notices of Determination letters

Include reminders as part of Notices Of Determination letters	
Enclose a flyer with Notices of Determination letters	

Reminding claimants by post ("Mailshots")

Write to all claimants to remind them to report changes in circumstances	
Write to selected claimants to remind them to report changes in circumstances	

Advertising

Place advertisements (such as posters, leaflets or cards) about changes of	
circumstances in Local Authority services (e.g. One stop shops)	
Place advertisements (such as posters, leaflets or cards) in Housing	
Associations	
Place advertisements (such as posters, leaflets or cards) in the Citizen's	
Advice Bureau	
Place advertisements (such as posters, leaflets or cards) in doctors' surgeries	
Place advertisements (such as posters, leaflets or cards) somewhere else	
(please specify)	
Place advertisements about changes of circumstances in a local newspaper	

Working in partnership with local organisations to remind claimants to report changes of circumstances

Work in partnership with services provided by the Local Authority, such as	
Housing or Library services, specifically to remind claimants to report changes	
in circumstances.	
Work in partnership with <i>landlords</i> , including Housing Associations, ALMOs	
and Private Landlords, specifically to remind claimants to report changes in	
circumstances.	
Work in partnership with other organisations, specifically to remind claimants	
to report changes in circumstances [please specify]	

Other languages

Provide information about reporting changes of circumstances in different	
languages	

Predicting future changes in circumstances

Schedule reminders when claimant circumstances will change or are likely to	
change ("Diary/task dates")	

Residency checks

Reminding claimants to report changes of circumstances when they make an	
initial claim for Housing Benefit.	
Reminding claimant to report change of circumstances as part of residency	
checks.	

None of the above Don't know

RISK SCORED REVIEW

Finally we'd like to know about your use of the DWP's Risk Scored Review tool.

PLEASE ANSWER

Q23. Do you use the DWP's Risk Scored Review tool to help inform which cases to investigate further, or not? This is a list sent to you monthly by encrypted email.

SINGLE CODE ONLY.

- 1. Yes
- 2. No
- 3. Don't Know

PLEASE ANSWER

Q24. To finish, is there anything else that your Local Authority does to prevent Fraud and Error, which you think we should know about?

[Open ended]		

Thank you for your time