

Department for Work and Pensions

Research Report No 149

# The medium-term effects of voluntary participation in ONE

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A report of research carried out by the  
Office for National Statistics (ONS), the Policy Studies Institute (PSI) and  
the British Market Research Bureau (BMRB) on behalf of the Department  
for Work and Pensions, the Benefits Agency and the Employment Service

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## CONVENTIONS FOR TABLES

1. The following conventions have been used in tables:

0 No cases

\* Less than 0.5%.

[ ] Figures in square brackets denote the actual number of cases where the base is under 30 cases and therefore too small for percentages to be calculated.

2. The tables exclude respondents for whom information is missing for the item analysed. This means that the number of cases in the base may vary from table to table.



## SUMMARY

**Chapter 1 Introduction** This report presents the findings from the *second* wave of the evaluation of the ONE service during the voluntary phase, based on the quantitative survey of clients. The specific objectives of the evaluation which are addressed in this report are:

- To what extent does ONE ensure that more clients experience effective, efficient service that is tailored to their personal needs? (*Chapter 2*)
- To what extent does ONE put more benefit recipients in touch with the labour market? (*Chapters 3 and 4*)
- Does the information and advice provided by Personal Advisers help clients overcome the barriers to work? (*Chapter 5*)
- Do clients who have participated in ONE develop more positive attitudes to work or higher self-esteem than other clients? (*Chapter 6*)

*The ONE service* ONE is a new way of delivering social security benefits to people of working age. It brings together the Employment Service, Benefits Agency and Local Authorities at a single point of contact. ONE is designed to offer an integrated service, which is tailored to the needs of individuals. New and repeat clients are allocated a Personal Adviser who deals with their benefit claim and discusses with them their options for work, job readiness and any additional barriers that they may face, such as childcare responsibilities or disability. The ONE service was introduced between June and November 1999 in 12 pilot areas in Great Britain. Three different models are being trialled: a Basic Model, a Call Centre Model and a Private/Voluntary Sector Model. Up to April 2000, participation in ONE was voluntary for non-JSA clients. From 3 April 2000, these groups were required to attend the first meeting with the Personal Adviser as a condition of receiving benefit.

*1.1 Objectives of ONE* The objectives of ONE are to:

- put more benefit recipients in touch with the labour market through the intervention of their Personal Adviser;
- increase sustainable levels of employment by getting more benefit recipients into work;
- ensure that more clients experience effective, efficient service that is tailored to their personal needs;
- change the culture of the benefits system and the general public towards independence and work rather than payments and financial dependence.

*1.3 The evaluation* A project to evaluate ONE was set up by the Department of Social Security (DSS), the Department for Education and Employment (DfEE), the Benefits Agency (BA) and the Employment Service (ES). (DSS and the employment part of DfEE are now known as the Department for Work and Pensions (DWP)).

The aim of the evaluation is to assess:

- the feasibility of delivering ONE in the different models;
- the effectiveness of the different models in improving both the quality and quantity of labour market participation.

The overall evaluation exercise encompasses a variety of research methodologies, including: social research with clients, staff and employers; operational research; cost-benefit analyses; and a database of administrative records. This report is concerned with the *quantitative survey of clients*.

*1.4 The design of the survey* The quantitative survey of clients was carried out on behalf of the Department of Social Security (DSS), the Department for Education and Employment (DfEE), the Benefits Agency (BA) and the Employment Service (ES). (DSS and the employment part of DfEE are now known as the Department for Work and Pensions (DWP)). It was developed and carried out by a consortium of independent researchers at the Office for National Statistics (ONS), the Policy Studies Institute (PSI) and the British Market Research Bureau (BMRB).

In the first wave of the research (Cohort One, Wave 1), interviews were carried out with clients in four areas where ONE was being piloted and four control areas chosen so that, in aggregate, they were comparable to the pilot areas insofar as this was possible. This first interview took place about four to five months after the claim. The second wave of the research (Cohort One, Wave 2), which is the subject of this report, comprised a follow-up interview with the same clients carried out about six months after the first interview. The main purpose of the Wave 2 research was to provide information about the longer-term effectiveness of ONE by examining outcomes for clients and their experiences of the service approximately 10 to 11 months after their claim, during the period when ONE was voluntary for non-JSA clients.

Cohort Two has the same design as Cohort One but will be concerned with the compulsory phase of ONE and will examine the effectiveness of the Call Centre and Private/Voluntary Sector Models as well as the Basic Model.

The findings from the first phase of the research were published in November, 2000.<sup>1</sup>

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<sup>1</sup> Green *et al.* (2000) *The First Effects of ONE: Survey of Clients: Cohort One, Wave 1*, DSS Research Report No 126, CDS: Leeds.



*1.5 Sample design* The survey covered almost all people of working age claiming one of the benefits eligible for the ONE service. The client groups and the benefits they were seeking to claim, were:

- lone parents claiming Income Support (IS);
- sick or disabled clients claiming Incapacity Benefit (IB), Income Support (IS) or Severe Disablement Allowance (SDA);
- unemployed clients claiming Jobseeker's Allowance (JSA).

The sample was selected from clients making a new claim for one of the benefits listed above in September or October 1999. Analyses are presented separately for each of the client groups. It should be remembered that the classification is based on the type of benefit claimed which does not necessarily refer to the respondent's circumstances at interview.

*Fieldwork* Fieldwork for the Cohort One Wave 1 interviews was carried out in January to March 2000; Wave 2 interviews were carried out from July to September 2000.

*Chapter 2 Contacts with staff* The survey findings suggest that the ONE service was meeting some of its delivery objectives for non-JSA clients, particularly lone parents. Among those who had contacted an office during the later stages of their claim, both lone parent and sick or disabled clients gave more favourable assessments than non-participants of the service that they had received. Similarly, participants were more likely to have had contact for work-related purposes. It is likely that those clients who chose to participate in ONE were already more work-focused than those who did not and this will explain part of the difference between the two groups. As no study was undertaken to explore clients' attitudes *prior* to ONE, it is not possible to control for these differences. However, the similarity between the figures for the non-participants in the pilot areas and clients in the control areas suggests that prior variations in attitudes to working cannot entirely explain the different experiences of participants and non-participants. It can therefore be inferred that ONE is providing an improved and more work-focused service for non-JSA clients, although the differences are not as large as a simple comparison of the figures would suggest. As was the case with the early experience of ONE, the impact in the later stages of the claim seems to be greater for lone parent than for sick or disabled clients.

There was less evidence that ONE was having an effect on jobseekers' experiences, particularly in the later stages of their claim. All jobseekers are required to have regular contact with staff so ONE is not likely to have a substantial impact. Indeed, the qualitative research with clients reported that many JSA clients saw ONE as 'the same old process'.<sup>2</sup> Nevertheless, among JSA clients as with the other client groups, ONE

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<sup>2</sup> Davies *et al.* (2001) *Moving towards work: the short-term impact of ONE*, DSS Research Report No 140, CDS: Leeds.

clients were more likely than others to say that they had received some form of help or advice from staff. This accords with findings from the Case Study and Staff Research that clients commented favourably on the ONE service generally and specifically on the helpful staff.<sup>3</sup>

## Contact with offices

### 2.1 Lone parent clients

There were no statistically significant differences in the proportions of participants and non-participants who had had contact with an office in the four to 10 months after the original claim, but participants were more likely to have made a new claim for benefit. This difference stems from participants being the more likely to experience changes in their economic situations: starting and stopping work would often generate a claim for an in-work or out-of-work benefit. Among both participants and non-participants, the majority of new claims were for Income Support or Housing Benefit and less than one in 20 had claimed Jobseeker's Allowance.

There were some indications that ONE was succeeding in its aim of providing a more work-focused service. Lone parents who had participated in ONE were more likely than non-participants to have had contact with an office for work-related purposes. Among lone parent clients who had had contact with an office in the four to 10 months after their original claim (excluding new claims), participants were *more likely* than non-participants to:

- have had contact with a Jobcentre (55 per cent and 34 per cent);
- have contacted an office to look at job vacancies (34 per cent and 17 per cent);
- have discussed ways of finding work or training courses with staff (41 per cent and 18 per cent);
- have received a better-off calculation (32 per cent and 20 per cent).

There were also indications that ONE was providing a service that is tailored to clients' individual circumstances. Lone parent participants gave more favourable assessments of their treatment by staff and were more likely than non-participants to have discussed arrangements for looking after their children if they started working. Among lone parent clients who had had contact with an office four to 10 months after claiming (excluding new claims), participants were *more likely* than non-participants to:

- have discussed childcare arrangements with staff (26 per cent and 17 per cent);
- have received help or advice from staff (73 per cent and 49 per cent);
- consider that they had been treated *very well* in contacts with staff (33 per cent and 18 per cent).

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<sup>3</sup> Kelleher, J. *et al.* (2001) *ONE in Action: Interim Findings from the Case Studies and Staff Research*, DWP in-house report no. 84.

## 2.2 Sick or disabled clients

As with lone parent clients, there were no statistically significant differences in the proportions of participants and non-participants who had had contact with an office in the four to 10 months following the original claim, but participants were more likely to have made a new claim for benefit. As with the lone parent group, the new claim was often associated with starting or stopping work but could also result from a change from a sickness benefit to JSA. Among sick or disabled clients who had made a new claim, the benefit that had been claimed most often was Jobseeker's Allowance – two-fifths of participants and a similar proportion of non-participants had claimed this benefit.

Among sick or disabled clients who had contacted an office, those who participated in ONE were considerably more likely than non-participants to have had contact for job-related reasons but this was mainly attributable to prior differences in attitudes to work. However, participants were also more likely than non-participants to have discussed work or training with staff and this difference was probably not explained fully by prior attitudes.

Among sick or disabled clients who had had contact with an office in the four to 10 months since claiming (excluding new claims), participants were *more likely* than non-participants to have discussed ways of finding work or training courses (53 per cent and 20 per cent).

As with the lone parent clients, sick or disabled participants gave more favourable assessments of the service they had received. Among sick or disabled clients who had had contact with an office in connection with their original claim (excluding new claims), participants were *more likely* than non-participants to:

- have received help or advice from staff (58 per cent and 31 per cent);
- consider that they had been treated *very well* in contacts with staff (28 per cent and 14 per cent).

## 2.3 JSA clients

There were no statistically significant differences between JSA clients in the pilot and control areas either in the extent of contact with offices some four to 10 months after their claim or in their reasons for contact. Approximately half of those sampled as JSA clients in both pilot and control areas had had contact with an office and just under half of these had made a new benefit claim during that period. The majority of new claims were for Jobseeker's Allowance but one in five of those in the pilot areas and one in four in the control areas had claimed Income Support.

There were no indications that JSA clients who participated in ONE were more work-focused than those in the control areas. Among those who had contacted an office, the proportions whose contact was for work-related reasons were similar in both pilot and control areas. The

availability of Personal Advisers did not appear to have increased the proportion of jobseekers who discussed work or training issues with staff - these proportions were similar in both areas. Likewise there were no differences in the proportions who considered that they had been treated *very well* by staff. However, as with the other client groups, those in the pilot areas were more likely than control area clients to say that they had received some form of help or advice.

Among JSA clients who had had contact with an office in the four to 10 months after the claim (excluding new claims), those in the pilot areas were more likely than those in the control areas to report that they had received help or advice from staff (61 per cent and 43 per cent).

#### 2.4 *Contacts with ONE Personal Advisers*

Just over half (55 per cent) of all jobseekers in the pilot areas had had contact with an office in the four to 10 months since the original claim. Of these, less than half reported seeing a Personal Adviser in the same period.

Among those who had seen a Personal Adviser, three-fifths had done so in connection with a new claim for benefit. Of the remainder, that is, those who had only had contact in relation to their original claim, the majority had seen a Personal Adviser on more than one occasion and two-fifths had themselves initiated at least one of their meetings. In general, clients' assessments of the ONE service were positive – over two-thirds cited an aspect of service delivery which they particularly liked compared to one in four who cited something which they particularly disliked. Earlier evidence showed that the length of PA meetings was shorter than originally envisaged,<sup>4</sup> but this does not appear to have been a problem from the clients' point of view: the great majority reported that their meetings were of sufficient length to enable them to discuss the issues that were important to them.

Among those who had seen a Personal Adviser in the four to 10 months since the original claim (excluding new claims):

- three-fifths had had more than one meeting with a ONE Personal Adviser since the Wave 1 interview;
- two-fifths had themselves requested a meeting with a ONE Personal Adviser;
- over four-fifths said that the meetings afforded them sufficient time to discuss the issues which were important to them;
- two-thirds had seen the same Personal Adviser at all their contacts since the original claim;
- two-thirds particularly liked an aspect of the ONE service;
- about one-quarter cited an aspect of the ONE service that they particularly disliked.

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<sup>4</sup> Green *et al.* (2000) *The First Effects of ONE: Survey of Clients: Cohort One, Wave 1*, DSS Research Report No 126, CDS: Leeds (Chapter 4 of this report).

#### *2.4 Referrals to work and related activities in the early stages of the claim*

There was no evidence that clients who participated in ONE were any more likely than non-participants to have been referred by staff into supported employment or voluntary work - very few from any client group had participated in these activities. However, there was some evidence that the greater likelihood of lone parent participants to have obtained work in the first four months after the claim was partially attributable to the direct intervention of Personal Advisers. Lone parent participants were also more likely than non-participants to have undertaken an educational or work-related course during the early stages after the claim and were more likely than their non-participating counterparts to report that staff had suggested their course. These findings were not repeated for JSA or sick or disabled clients.

In the first four months after the claim:

- no more than three per cent of clients in any group had moved into voluntary work, supported employment, or therapeutic employment;
- 17 per cent of lone parent participants who had found work said that staff had referred them to the job, compared to three per cent of non-participants;
- 21 per cent of lone parent participants had undertaken an educational or work-related course, compared to 13 per cent of non-participants;
- 22 per cent of lone parent participants who had undertaken an educational or work-related course said that staff had suggested the course, compared to eight per cent of non-participants.

#### *Chapter 3 Contact with the labour market outcomes in pilot and control areas*

The effects of ONE on labour market participation are examined from two perspectives. The first (Chapter 3) looks at labour market activity among the three client groups in pilot and control areas. The second (Chapter 4) looks at the differences between ONE participants and non-participants among lone parents and sick or disabled clients in the pilot areas alone, attempting to control for the differences in the characteristics of those who volunteered for ONE and those who did not.

Chapter 3 examines labour market participation at two points in time. On average, these interviews took place four and a half months and then ten and a half months after respondents' entry to the benefit system and, in the pilot areas, their entry to ONE. The analysis was based on the majority who had gone on to claim benefit by the first interview.

##### *3.3.1 Lone parent clients*

At the first interview, a significantly greater proportion of lone parents in ONE pilot areas had entered work of 16 or more hours a week (16-vs-12 per cent), more of the remainder said they were looking for work, and were looking for more hours each week, compared with lone parents in control areas. By the second interview these differences had decreased to the extent that they were no longer statistically significant, with 23-vs-21 per cent in work of 16 or more hours a week. A significantly greater proportion of out-of-work lone parents in the pilot areas said

they expected to gain financially from work and more of them had taken up work-related education and training compared with those in control areas. On the other hand, they were slightly less inclined to accept part-time work and significantly less optimistic about their chances of finding preferred working conditions.

There may be a number of explanations for the change described in the previous paragraph. The result from the first interview certainly seemed to show that ONE had had some impact on lone parents. The three significant results suggested a consistent impact, both on their entry to work and on the vigour of job search among the remainder. This appeared true despite the low take-up in ONE pilot areas: less than one in three lone parent clients had had meetings with Personal Advisers. Why was this significant result absent five or six months later?

It may be possible to say first that this is simply how ONE works for lone parents – that it hastens into work those already inclined to enter work and raises interest in looking for work among those already inclined to look. This effect may then have been increased in strength by the coincidental introduction of Working Families' Tax Credit. It was introduced equally in pilot and control areas but it gave Personal Advisers in the ONE areas something new and encouraging to say about lone parents' entry to work and about the increased financial incentives to work created by the change from Family Credit to WFTC. Indeed, at the first interview far more lone parents in the pilot areas had received a 'better off' calculation than had received one in the control areas (20–vs–7 per cent). By the second interview, however, the encouragement provided by WFTC, together with the slow movement into work that would have occurred anyway, asserted itself equally in pilot and control areas, reducing the comparative outcome to non-significant levels. In addition, only small numbers of those who attended their first Personal Adviser meeting went on to attend more, so few clients experienced a full continuing service of the kind intended by ONE. This may have limited the extent to which ONE Personal Advisers were able to influence labour market outcomes.

Although this return to parity between pilot and control areas may be counted a disappointment from a policy point of view, it is still a gain if ONE causes some lone parents move into work faster than they might have done. The time spent on out-of-work benefit is shortened. It is too early to say conclusively that ONE does have such an impact, or that it will continue to do so once the novelty of WFTC has waned. If the Personal Advisers of the Basic Model of ONE can achieve this much by meeting only one in three lone parent clients, those in the next phase of ONE might achieve more by meeting them all. Those they meet, on the other hand, will not be solely a self-selected group of volunteers of the kind who participated in the voluntary stage. The majority will be those who would not have volunteered and will to varying degrees be there on sufferance. This study cannot tell us how they might respond.

The second phase of this evaluation programme will tell us more.

Otherwise, the factors encouraging and discouraging lone parents to work were ones familiar from other research. Entry to work among lone parents was increased by finding a partner or reconciling with a previous one, having educational qualifications and some experience of paid work during the preceding two years. It was discouraged by having a child under five, by problems with literacy and numeracy, and by poor health.

### *3.3.2 Sick or disabled clients*

Compared with lone parents, sick or disabled clients were more likely to find a job by the first interview, with a quarter finding work in pilot and control areas alike. This proportion rose only little by the second interview and there were no differences in labour market activity associated with ONE, except that, similar to the lone parents, fewer in pilot areas were willing to consider part-time work.

Their previous labour market record and their subsequent health strongly determined the chances of sick or disabled clients finding work. In addition, men who had partners were more likely to find work and women who had young children and lived in social accommodation were much less likely to enter paid jobs.

The strength of these accumulated differences illustrated the corresponding strength that any intervention has to have to make a significant additional difference to the chances of sick or disabled people entering work.

### *3.3.3 JSA clients*

Employment among JSA clients increased throughout the survey period and the majority of JSA clients were in paid work of 16 hours a week or more by their second interview: 58 per cent in pilot areas and 55 per cent in controls, a non-significant difference. Since entering the benefit system, 72 per cent in pilot areas and 70 per cent in control areas had a period in paid work of these hours.

The main factors keeping the remainder from work were familiar ones, including poor health and a lack of qualifications. But members of ethnic minorities were significantly less likely to find work compared with white JSA clients. Among those remaining unemployed, efforts to find work reduced in intensity between the first and second interviews, though this happened equally in pilot and control areas.

## *Chapter 4 Labour market outcomes among ONE participants and non-participants in the pilot areas*

This chapter looks at the differences between ONE participants and non-participants among lone parents and sick or disabled clients in the pilot areas, attempting to control for their different characteristics. The analysis assesses the impact of early participation in ONE on labour market activity at the second interview, which took place about 10 months after the sample claim. The four outcomes considered are:

- any paid work;
- paid work of 30 hours or more per week;

- paid work of 16 hours or more per week; and
- any economic activity, which includes paid work, being on a government scheme, or actively seeking paid work.

The basis for the estimate of ONE effects is a comparison of outcomes for participants relative to non-participants in the four pilot areas. One advantage of this approach is that, by focusing on differences in outcomes for participants and non-participants in the same areas, location can be discounted as a possible source of differences.

#### 4.3 *Lone parent clients*

It appears that early participation in ONE had no significant effect on the employment and economic activity rates of lone parents by the time of the Wave 2 survey interview, some 10 months after eligibility for the programme. Better labour market outcomes, apparent in the raw data, were no longer apparent once participants were compared with 'like' non-participants. Participants' better outcomes were attributable to comparative advantages that were independent of ONE:

- Those volunteering for ONE had a comparative advantage in the labour market relative to non-participants arising from their qualifications and labour market experience prior to participation.
- Factors significantly increasing the employment probabilities of lone parent clients included recent work experience, higher qualifications, a valid car or motorcycle licence, acquiring a partner, and having access to a telephone.
- ONE participation was not significant.

#### 4.4 *Sick or disabled clients*

Among sick or disabled clients, the analysis of matched data confirmed what was apparent in the raw data, namely no significant difference in the labour market outcomes of participants and non-participants. There were no significant differences in the proportions of participants and non-participants in paid work or economic activity in either the raw data or the matched data.

- The work probabilities of sick or disabled clients were higher among whites and those with older and fewer children.
- They were also higher where respondents' viewed their recent health as 'good', where they had no long-standing health problem, where they had a telephone, and where there were others working in the household.
- ONE participation was not significant.

### Chapter 5 *Barriers to work*

A prime objective of the ONE service is that it should help clients to overcome the barriers to working through the help and advice given by Personal Advisers. The objectives examined in this chapter are:

- Does ONE help the less employable clients find work?
- How effective is the advice given about overcoming barriers?



### 5.1 Lone parent clients

- Does ONE help the less employable clients find work?

There were indications that, among lone parent clients who reported a longstanding illness and those with caring responsibilities for young children, the pilot area respondents were more likely to be working or looking for work. In the pilot areas, 26 per cent of lone parent clients who reported a longstanding illness were working at Wave 2 (about 10 months after their claim) compared with 18 per cent in the control areas. The same variation occurred in the proportions working among those with a youngest child aged under five (26 per cent and 18 per cent).

- How effective is the advice given about overcoming barriers?

Lone parent clients in pilot areas who received a better-off calculation or advice about in-work benefits, or who discussed childcare arrangements with staff/advisers were more likely to be in work at the second interview than those who did not receive such information. Advice about jobs, however, was not in itself related to work status.

### 5.2 Sick or disabled clients

- Does ONE help the less employable clients find work?

Among sick or disabled clients whose background or circumstances might hinder entry to the labour market, there was no evidence that those in the pilot areas were more likely than the controls to be working or looking for work at Wave 2 (about 10 months after their claim). For example, among clients reporting a longstanding illness at Wave 2, the proportions working or looking for work were not significantly different in the two area types (20 per cent and 25 per cent were working and seven per cent and five per cent were looking for work).

- How effective is the advice given about overcoming barriers?

Among sick or disabled clients in the pilot areas, the different types of advice received from staff were not related to work status at the second interview.

### 5.3 JSA clients

- Does ONE help the less employable clients find work?

There was a consistent pattern across the groups examined for clients in the pilot areas to be more likely to be in the labour market (working or looking for work) at Wave 2 (about 10 months after their claim) than those in the control areas. However, as relatively few JSA clients qualified for the 'disadvantaged' groups, the base numbers were small and the differences were generally not large enough to be statistically significant.

- How effective is the advice given about overcoming barriers?

Among JSA clients in pilot areas, those who received information about in-work benefits or advice about jobs were less likely to be in work at the second interview than other clients. It may be that staff directed such information at clients who had a relatively low attachment to work or who had difficulty finding a job independently.

## Chapter 6 Attitudes to working and self-esteem

One of the functions of Personal Advisers is to develop more work-orientated attitudes and to raise clients' levels of self-esteem which, in turn, should help them to find work. There was some evidence that ONE had an impact on lone parents' attitudes to work but there was no corresponding effect for sick or disabled or JSA clients and no apparent impact on self-esteem for any client group.

### 6.1.1-6.1.3 Attitudes to work

Lone parents who took part in ONE tended to have more positive attitudes to working than those who did not. For example, at the first survey interview about four months after claiming, 22 per cent of participants agreed or strongly agreed that they would be better off in a low-paid job than on benefit compared with 17 per cent of non-participants. However, part of the difference is probably attributable to the more work-focused clients choosing to participate.

For sick or disabled clients, there were very few differences between the attitudes of participants and non-participants. Likewise there was little variation between JSA clients in the pilot areas (who are assumed to have taken part in ONE) and those in the control areas. Moreover, the differences that existed tended to indicate more pro-work attitudes among JSA clients in the control areas.

### 6.2 Self-esteem

Among lone parent and sick or disabled clients, there were no statistically significant differences between the levels of self-esteem of clients in the pilot and those in the control areas, nor between ONE participants and non-participants.

## 1 INTRODUCTION

This report presents the findings from the *second* wave of the evaluation of the ONE service during the voluntary phase, based on the quantitative survey of clients. The specific objectives of the evaluation which are addressed in this report are:

- To what extent does ONE ensure that more clients experience effective, efficient service that is tailored to their personal needs? (*Chapter 2*)
- To what extent does ONE put more benefit recipients in touch with the labour market?(*Chapters 3 and 4*)
- Does the information and advice provided by Personal Advisers help clients overcome the barriers to work? (*Chapter 5*)
- Do clients who have participated in ONE develop more positive attitudes to work or higher self-esteem than other clients? (*Chapter 6*)

ONE is a new way of delivering social security benefits to people of working age. It brings together the Employment Service, Benefits Agency and Local Authorities at a single point of contact. ONE is designed to offer an integrated service, which is tailored to the needs of individuals. New and repeat clients are allocated a Personal Adviser who deals with their benefit claim and discusses with them their options for work, job readiness and any additional barriers that they may face, such as childcare responsibilities or disability. ONE was launched between June and November 1999 in 12 areas in Great Britain. Three different models are being trialled: a Basic Model, a Call Centre Model and a Private/Voluntary Sector Model.

The survey of clients was carried out on behalf of the Department of Social Security (DSS), the Department for Education and Employment (DFEE), the Benefits Agency (BA) and the Employment Service (ES). (DSS and the employment part of DfEE are now known as the Department for Work and Pensions (DWP)). It was developed and carried out by a consortium of independent researchers at the Office for National Statistics (ONS), the Policy Studies Institute (PSI) and the British Market Research Bureau (BMRB).

In the first wave of the research (Cohort One, Wave 1), interviews were carried out with clients in four areas where ONE was being piloted and four control areas chosen so that, in aggregate, they were comparable to the pilot areas. The first interview took place about four to five months after the claim. The second wave of the research (Cohort One, Wave 2), which is the subject of this report, comprised a follow-up interview with the same clients carried out about six months after the first interview. The main purpose of the Wave 2 research was to provide information

about the longer-term effectiveness of ONE by examining the outcomes and experiences of clients approximately 10 months after their claim, during the period when ONE was voluntary for non-JSA clients.

The findings from the first phase of the research were published in November, 2000.<sup>5</sup> The report included a detailed description of the ONE service which is reproduced below. The first report also included a discussion of the policy context in which the new service was developed and this is not repeated here.

### 1.1 Objectives of ONE

The objectives of ONE are to:

- put more benefit recipients in touch with the labour market through the intervention of their Personal Adviser;
- increase sustainable levels of employment by getting more benefit recipients into work;
- ensure that more clients experience effective, efficient service that is tailored to their personal needs;
- change the culture of the benefits system and the general public towards independence and work rather than payments and financial dependence.

### 1.2 The ONE Service

Until 1999, people who arrived in a Benefit Office or Jobcentre to claim Jobseeker's Allowance were treated differently from lone parents wishing to claim Income Support, and differently again from people arriving to claim a sickness or disability benefit. Now, the aim is to offer a unified service in the 12 areas where ONE is being tried out. First clients have a ONE Start-up meeting, when their details are taken and an initial assessment made of their circumstances. This introduction is the same in Benefit Offices, Jobcentres and even in Local Authority offices offering the ONE service, if that is the client's first port of call.

At their Start-up meeting, clients are allocated a Personal Adviser and an appointment is booked. The intention is that meetings should take place within three days of their Start-up meeting. Personal Advisers discuss their client's whole situation. The focus of the meeting is to help the client plan a move towards financial self-sufficiency. Usually this involves a discussion about work. In the case of clients with dependent children, especially lone parents, it may also involve mobilising other sources of income too, such as an application for Working Families' Tax Credit and allowances for childcare, or reference to the Child Support Agency. Sick or disabled clients will also discuss the wide range of additional financial and other help available to support them in work. For them, a reference to the Disability Employment Adviser is still available. Any client may also discuss training and education needs with their Personal Adviser as well as their prospects of an early return to paid work.

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<sup>5</sup> Green *et al.* (2000) *The First Effects of ONE: Survey of Clients: Cohort One, Wave 1*, DSS Research Report No 126, CDS: Leeds.

Thus, JSA, lone parent and sick or disabled clients still occupy their different and contrasting pathways through the benefits system, claiming different benefits under different rules. JSA clients still have to agree and then abide by their Jobseeker's Agreement and look for work, reporting back once a fortnight on their progress. For them, ONE offers more personalised help with finding work. Lone Parents still claim Income Support and after their initial interview they may choose to seek work, or not. For them, the ONE service will more closely resemble the help that has been available under the New Deal for Lone Parents. And sick or disabled people are still supported by the same range of insured, contingent and means-tested benefits and associated local authority-based help, voluntary organisations, and so on.

But they all have a common experience in that they are placed into the care and supervision of a Personal Adviser as soon as they apply for benefit. In addition, these clients will also be required to have further 'triggered' meetings with a Personal Adviser throughout the duration of their claim. The key trigger for lone parents is an annual requirement for a work-focussed interview. For sick or disabled people it will be receipt of their Capability Report following their Personal Capability Assessment.

From April 2000, all clients of working age making a claim for a ONE benefit must first participate in a meeting with a Personal Adviser before their claim is processed. Only the most severely or terminally ill clients or those with the heaviest caring responsibilities are excused completely from attending a meeting although meetings can be deferred if there is good reason - for example, a serious temporary illness or injury. Clients are given three chances to attend, and efforts are made to contact those who fail to keep appointments or say they are unable to make one soon. But clients eligible for a meeting who fail to attend will not receive benefit until they do.

This element of required participation in ONE is the key departure from previous practice. Benefit entitlement will be conditional on taking part in a meeting with a Personal Adviser, one way or another. This does not mean that lone parents and sick or disabled people will have to seek work to claim benefit, only to come into the office and have a discussion about work-related issues with their Personal Adviser. Existing conditions for JSA recipients will continue to apply.

The effect of this change, referred to as 'full-participation,' will be examined in the next phase of the research (Cohort Two). However, respondents sampled in the voluntary phase (Cohort One) who made a new claim for benefit after 3 April 2000 and who lived in a pilot area would have experienced the new procedure prior to their second survey interview. Since the aim of the Cohort One research is to evaluate the service in its voluntary phase, the introduction of full-participation prior to the Wave 2 interviews has implications for the analysis design. These are discussed in Section 1.11.

1.3 The evaluation of ONE A project to evaluate ONE was set up by the Department of Social Security (DSS), the Department for Education and Employment (DFEE), the Benefits Agency (BA) and the Employment Service (ES). (DSS and the employment part of DfEE are now known as the Department for Work and Pensions (DWP)).

The aim of the evaluation is to assess:

- the feasibility of delivering ONE in the different models;
- the effectiveness of the different models in improving both the quality and quantity of labour market participation.

The overall exercise encompasses a variety of research methodologies, including: social research with clients, staff and employers; operational research; cost-benefit analyses; and a database of administrative records. This report is concerned with the *quantitative survey of clients*.

#### 1.4 Design of the quantitative survey of clients

The quantitative survey of clients was designed primarily to address the policy issues of the evaluation although some questions were included about service delivery. The fieldwork is being conducted in four waves between January 2000 and July 2001. There are two cohorts of respondents and each cohort has two waves of interviews about six months apart.

##### **Cohort One**

The interviews for Cohort One Wave 1 took place from January to March 2000 in the four areas which are piloting the Basic Model of the ONE service and four 'control' areas. The interviews for Wave 2 took place about six months later, from July to September 2000. At the Cohort One stage, participation in ONE was voluntary for non-JSA clients. However, as noted above, the first Personal Adviser interview became compulsory from 3 April so that respondents making a new claim after this date would have claimed under this new 'full-participation' procedure.

##### **Cohort Two**

The Cohort Two analysis will examine the service when attendance at the first Personal Adviser meeting is compulsory. It will also evaluate the Call Centre and Private/Voluntary Sector Models as well as the Basic Model. The first wave interviews for Cohort Two took place in autumn 2000 in all 12 ONE areas and 12 control areas. These 24 areas include the eight areas covered in Cohort One but the interviews were with different people.

## 1.5 Sample design

### 1.5.1 Sample composition

The survey covered almost all people of working age beginning a claim for one of the benefits that is eligible for the ONE service. The three client groups covered by the survey and the benefits they were seeking to claim, were:

- lone parents claiming Income Support (IS);
- sick or disabled clients claiming Incapacity Benefit (IB), Income Support (IS) or Severe Disablement Allowance (SDA);
- unemployed clients claiming Jobseeker's Allowance (JSA).

The sample for Cohort One Wave 1 was selected from clients making a new claim for one of the benefits listed above in September or October 1999.<sup>6</sup> Samples of new claims are referred to as 'flow' samples rather than the more familiar 'stock' samples drawn from clients who have been in receipt of benefit for some time. Flow samples include higher proportions of people who will receive benefit for a short time. On the other hand, many 'new clients' will have claimed benefit in the past and the sampled claim would not always have followed a substantive change in a client's circumstances. For example, someone who claimed JSA and then had a spell abroad would need to make a new claim on return if they were still unemployed. An employed person who was sick for a long period would normally have to claim Incapacity Benefit after 28 weeks or when their Statutory Sick Pay ended.

A small number of respondents (about three per cent) selected in the lone parent sample subsequently claimed a sickness benefit. They have been included in the lone parent sample in both pilot and control areas. Ideally they would have been included in the sick or disabled sample but the information about the sickness benefit claim only became available after the lone parent sample was selected.

In the ONE pilot areas, clients were included in the sample if they *enquired* about one of the eligible benefits and their details were recorded; they may not have actually gone on to claim. This was also the case for JSA clients in the control areas. These groups were all selected from the Employment Service Labour Market System (LMS) database. The LMS did not contain records for lone parents and sick or disabled clients in the control areas. These were selected from the Generalised Matching Service (GMS) which contains records of clients who have made a claim.<sup>7</sup>

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<sup>6</sup> JSA clients were sampled from September claims only; the lone parent and the sick/disabled samples were selected from claims in September and October because one month did not yield sufficient numbers.

<sup>7</sup> In the interview, a small number of these clients said that they had not made a claim. It is possible that they were mistaken but they were able to explain why they had not claimed, which suggests that they were correct.

Clients who did not go on to claim have been excluded from the analyses of labour market outcomes in Chapter 3 to increase the accuracy of the comparison between pilot and control samples.

The sample design and selection procedures were specified by ONS and DWP staff drew the samples.

#### *1.5.2 Pilot and control areas*

Interviews were carried out in the four pilot areas operating the Basic Model of the ONE service, and in four control areas:

##### **Pilot areas**

Essex SE

Warwickshire

Clyde Coast

Lea Roding (N.E. London)

##### **Control areas**

Surrey

Wiltshire

Tayside

Greater Manchester

No single ONE area is comparable directly with a single control area and so there are no analyses broken down by these eight individual areas. The intention was that the four ONE areas were together comparable to the four control areas, and these in turn were each comparable to the national average local labour market conditions. A comparison of the labour market conditions in the pilot and control areas showed that they were similar in terms of their ratios of inflow to, and outflow from, unemployment which provides an indication that the local employment conditions were similar.<sup>8</sup>

#### *1.5.3 Stratification at Wave 1*

Within each target group, clients were listed by area, sex and age to ensure that the sample was representative of new claimants with respect to these characteristics. A systematic sample was then selected.

#### *1.5.4 The Wave 2 sample*

The Wave 2 sample comprised all the Wave 1 respondents who agreed to a recall interview (97 per cent), excluding those classed as terminally ill or permanently unable to work (four per cent).

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<sup>8</sup> Green *et al.* (2000) *The First Effects of ONE: Survey of Clients: Cohort One, Wave 1*, Appendix B, DSS Research Report No 126, CDS: Leeds.



1.6 'Keep in touch' exercise Specialist interviewers telephoned respondents midway between the Wave 1 and Wave 2 interviews. The purpose of the call was to remind them about the survey and to update their address information.

1.7 The Wave 2 interviews Fieldwork was carried out from July to September 2000. ONS carried out about two-thirds of the interviews and the British Market Research Bureau (BMRB) carried out the remainder. The interviews were carried out face-to-face in the respondent's home. The survey used Computer Assisted Personal Interviewing (CAPI), that is, questions were displayed on a laptop computer and the respondent's answers were keyed in by the interviewer. Interviews lasted about 35 minutes, on average. They included a work history covering the period between the Wave 1 and Wave 2 interviews, questions about attitudes to work and a self-esteem scale which respondents were invited to complete by themselves using the laptop.

Within the questionnaire, the general strategy adopted was to route respondents to questions appropriate to their circumstances, irrespective of the benefit claimed. For example, all persons with children were asked about childcare arrangements and all respondents were asked about their health. As far as possible, questions from Wave 1 were repeated unchanged so that comparisons could be made between waves.

Prior to the interview, sampled clients were sent a letter from ONS or BMRB reminding them about the survey and telling them that an interviewer would call.

1.8 Response Clients were counted as eligible for the survey if they were living in the sampled area at the time of interview and were within the eligible age range. Table 1.1 shows the response rate achieved within each client group. Overall, based on the population within the scope of fieldwork, 81 per cent of clients participated, 11 per cent refused and eight per cent were not contacted, despite at least four calls being made at the address. The differences in response rates between client groups were smaller than at Wave 1 but showed the same pattern. Response was highest among lone parents, 83 per cent, while sick or disabled and JSA clients had similar response rates, 80 per cent and 79 per cent. In surveys which involve more than one round of interviews, there is a danger that samples become unrepresentative because of attrition between rounds. In this case, the response rate was high and comparisons of the characteristics of respondents at the first and second wave interviews showed no evidence of bias (see Appendix A).

1.9 Weighting A description of the weighting at Waves 1 and 2 is given in Appendix A.

1.10 Sampling errors Data collected through surveys are subject to both sampling and non-sampling error. The standard errors of estimates from surveys which

have no weighting, clustering or stratification (i.e. a simple random sample) is given by the formula below where  $p$  is the percentage and  $n$  is the subsample size:

$$Se(p) = \sqrt{[p(100-p)/n-1]}$$

There was no clustering in this sample and stratification usually reduces standard errors though weighting increases them. Complex sampling errors were run on selected Wave 1 estimates to take account of the stratification and weighting. The results confirmed that these features had no significant effect on the sampling error. The above formula can therefore be used for the calculation of the errors.

Unless otherwise stated, differences mentioned in the text are statistically significant at the 95 per cent confidence level.

## 1.11 Data presentation

### 1.11.1 Form of analysis

When the survey was conceived, it was intended that ONE would be evaluated by comparing the experiences and labour market outcomes of separate samples of jobseekers, lone parent and sick or disabled clients in the pilot areas (both those who participated in ONE and those who did not participate) with those of similar groups of clients in the control areas. This design was based on the expectation that a high proportion of lone parent and sick or disabled clients in pilot areas would agree to try the ONE service. (ONE has always been compulsory for JSA clients in the pilot areas). In the event, however, relatively few of these clients chose to participate. It was therefore decided that, for most Wave 1 analyses, comparisons would be made between ONE participants and non-participants as well as between pilot and control area clients. It was acknowledged that the former groups would not be comparable because those volunteering for ONE were likely to be more labour-market orientated than those who did not. However, this was considered preferable to continuing solely with the pilot/control comparisons where any impact ONE might have would be much diluted by the preponderance of non-participants in the pilot sample.

The introduction of full-participation between the two waves of interview (see Section 1.2) further complicates the analysis design since some of those classified as 'non-participants' at Wave 1 had experienced the service by the second interview. It was decided, therefore, to revert to the original plan so that analyses which used the Wave 2 data would generally compare pilot and control areas. There are two exceptions. In Chapter 2, which examines clients' contacts with the office between the two survey interviews, the interest is in clients' experiences in the later stages of their claim. The focus here, therefore, is on respondents who have contacted the office about their original claim. Clients who have made a subsequent claim are excluded and valid comparisons can therefore be

made between participants and non-participants. The second exception is the analysis in Chapter 4 which employs a new approach to assessing the impact of ONE on labour market outcomes. The definitions and assumptions used are described in the chapter.

#### *1.11.2 Client group*

In all tables the data are analysed by client group. Sample members were selected as members of one of three groups, as set out in Section 1.6. These are 'lone parents claiming Income Support', 'sick or disabled clients claiming Incapacity Benefit, Income Support or Severe Disablement Allowance' and 'JSA clients claiming Jobseeker's Allowance'. The definition of the group refers to the benefit being claimed rather than the client's circumstances. At the second interview, typically about 10 months after sampling, some sample members were claiming different benefits from the one for which they were sampled. Significant numbers of 'sick or disabled people' had apparently recovered their health and were either working or were seeking work as JSA recipients, not receiving Incapacity Benefit. Likewise, significant numbers of people sampled as JSA claimants had already got to the point where they acknowledged that health problems were forming a major barrier to their return to work and had started a claim for a sickness benefit. For these reasons, the text refers, for example, to 'sick or disabled clients' rather than sick or disabled people, many of whom had recovered.

#### *1.11.3 Participants and non-participants*

For the lone parent and sick or disabled samples, participants were defined as clients who reported in the first survey interview that they had attended at least one meeting with a Personal Adviser. An alternative definition would have been to base the classification on administrative records. However, even if it had been considered that DWP records of claimants being booked for PA meetings were better evidence than the respondents' memories, interviewers would still have been unable to ask questions about respondents' participation in an event they could not remember.

**Table 1.1 Response by client group**

	Lone parent clients		Sick or disabled clients		JSA clients		Total	
	No	%	No	%	No	%	No	%
Number interviewed at Wave 1	1581		1387		1332		4300	
In scope of study	1581	100	1387	100	1332	100	4300	100
<b>Not issued to interviewers</b>								
Opt outs to letter	22	1	23	2	24	2	69	2
Reported terminal illness at Wave 1	17	1	129	9	11	1	157	4
Refused recall at Wave 1	43	3	42	3	53	4	138	3
All not issued	82	5	194	14	88	7	364	8
<b>Ineligible cases</b>								
Moved from area	28	2	27	2	55	4	110	3
Moved no trace	87	6	39	3	54	4	180	4
Other ineligible	5	0	8	1	5	0	18	0
All ineligible	120	8	74	5	114	9	308	7
In scope of fieldwork	1379	100	1119	100	1130	100	3628	100
<b>Non-contact of anyone</b>								
at address	44	3	48	4	44	4	136	4
Non-contact of respondent	47	3	46	4	46	4	139	4
All non-contacts	91	7	94	8	90	8	275	8
<b>Refusal in field</b>								
Institution refused permission	0	0	1	0	0	0	1	0
All refusals	130	9	114	10	139	12	383	11
Interviews achieved	1143	83	897	80	895	79	2935	81
<b>Response rate (Wave 2)</b>								
Based on population in scope of study		72		65		67		68
Based on population in scope of fieldwork		83		80		79		81
<b>Response rate (Wave 1)</b>								
Based on population in scope of fieldwork		77		72		71		73
<b>Composite response rate (Waves 1 and 2)</b>								
Based on population in scope of fieldwork		64		58		56		59

## 2 CONTACTS WITH STAFF

The operational design for ONE made provision for participants to have ongoing contact with their Personal Adviser during the course of their claim. It was envisaged that the Personal Adviser and the client would review progress and discuss movement towards work. The frequency of contact would be determined by the Personal Adviser although clients could initiate the contact if they wished. This chapter examines clients' contacts with Jobcentres, Benefits Agency and Local Authority offices in the later stages of their claim. Contacts could include contact by post or telephone but most of those who reported contact had made at least one personal visit to an office, although this may only have involved looking at a vacancy board or collecting a form, for example.

The first part of the chapter compares the extent and nature of contacts with an office by ONE participants and non-participants between the Wave 1 interview, some four months after the original claim and the Wave 2 interview, six months later. The second section examines the experiences and attitudes of those clients who had had contact with an office during this period. The final part of the chapter investigates the extent to which staff were instrumental in moving clients into specific jobs or work-related activities, for example, educational courses, training programmes or voluntary work or, for sick or disabled clients, the Supported Employment Programme.

At the start of the research ONE was voluntary for lone parent and sick or disabled clients and the participation rate was relatively low. At the first interview, 30 per cent of lone parent clients and 21 per cent of sick or disabled clients said that they had attended at least one meeting with a Personal Adviser. These respondents constitute the 'participants' in the analyses. As at Wave 1, the Wave 2 analysis for these clients compares participants and non-participants in the pilot areas. All JSA clients are assumed to have participated in ONE (although not all were aware that they had done so). For the JSA clients, therefore, the analyses compare pilot and control areas.

As the voluntary participants (lone parents and sick or disabled clients) are a self-selected group it is likely that they differ from the non-participant group with regard to their motivation and attitudes to employment. This proposition is strengthened by the analysis of labour market outcomes for participants and non-participants (Chapter 4). The analyses show that those volunteering for ONE had a number of labour market advantages compared to the non-participant group, including higher qualifications and more recent work experience. These differences are likely to affect their interaction with services and their experiences. If the differences

between participants and non-participants were simply reflecting such differences, it would be expected that clients in the control areas would fall somewhere between the two<sup>9</sup> since the control areas would include all types of clients. The tables show that, on a number of measures, ONE participants displayed more positive behaviour or opinions about the service while the pilot area clients who were non-participants were very similar to the control area clients. This suggests that the differences between participants and non-participants in the service received and their assessments of it were not entirely attributable to prior variations in attitudes to working and that there were some real differences in their perceptions of the service received.

## 2.1 Experience of contacting the office four to 10 months after the claim

Qualitative research with clients suggested that relatively few were aware that they could get further advice from the Personal Adviser after their initial meeting.<sup>10</sup> This finding is supported by evidence from the quantitative survey, which found that a low proportion of clients had had contact with an Adviser in the later stages of their claim.

### 2.1.2 Sick or disabled clients

Similar proportions of lone parent participants and non-participants had had contact with an office since the Wave 1 interview (53 per cent and 49 per cent respectively). These were divided into two groups – those who had had contact *only* in relation to their original claim (29 per cent of participants and 32 per cent of non-participants) and those who had made a new claim for benefit. Among lone parent clients, participants were more likely than non-participants to have made a new claim, 24 per cent and 17 per cent (Table 2.1). There are probably several reasons for this difference which stem from the factors which led some clients to choose to participate in ONE and others to decline. As discussed above, participants were more likely to be work-ready than non-participants and hence they were potentially more likely to experience changes in their economic situations. Moving into work could involve a change in benefit entitlement and so give rise to a new claim (for example, there may have been a claim for an in-work benefit, a change in Housing Benefit entitlement or, for those working less than 16 hours a week, a reduction in their Income Support<sup>11</sup>). Some clients subsequently stopped working and therefore had to make a new claim. The impact of ONE on labour market activity is discussed in detail in Chapters 3 and 4.

Table 2.2 shows, for clients in the pilot areas, the pattern of contact with Personal Advisers before and after the survey interviews. Some clients

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<sup>9</sup> The 'average' would be closer to the non-participant figure because they are the larger group.

<sup>10</sup> Green *et al.* (2000) *The First Effects of ONE: Survey of Clients: Cohort One, Wave 1*, DSS Research Report No 126, CDS: Leeds.

<sup>11</sup> A reduction in Income Support for clients moving into work of less than 16 hours a week would not actually constitute a new claim but respondents may have perceived it as such.

would have started work and/or stopped claiming benefit and would therefore not be expected to see a Personal Adviser. The bottom row of the table shows the extent of follow-up contact between clients and their Personal Adviser. This shows that just under half (46 per cent) had had at least one such contact (this figure is based on the proportion of clients who had not made a new claim for benefit, had not worked at all since claiming and who, at the second survey interview, were claiming the same benefit for which they were sampled). There may have been others who had had contact with a Personal Adviser but who subsequently left benefit and therefore could not be included in this analysis.

The upper part of the table shows the extent of contact over the whole period between the claim date and the second survey interview. Among those who had participated in ONE at the beginning of the claim, 28 per cent had seen a Personal Adviser since the Wave 1 interview. This group included those who had seen an adviser in connection with a new claim for benefit (16 per cent) and those who had seen an adviser in connection with their original claim (12 per cent). Among lone parent clients who had not chosen to participate in ONE under the voluntary scheme, seven per cent had seen a Personal Adviser in connection with a new claim for benefit, following the introduction of full-participation in April 2000. This increases the proportion of lone parent clients in the pilot areas who had had some ONE experience from 31 per cent to 36 per cent (Table 2.2).

Among lone parent clients who had made a new claim between the Wave 1 and Wave 2 interviews, the majority of new claims were for Income Support and Housing Benefit. The main focus of interest in this study is in movement between Income Support and Jobseeker's Allowance since this indicates a change in readiness for work. Among lone parent participants only two per cent made a claim for Jobseeker's Allowance while six per cent made a claim for Incapacity Benefit. The proportions among lone parent non-participants were not significantly different. Hence, on this measure, there is no evidence to suggest that participation in ONE made any difference to the readiness for work of lone parent clients (Table 2.3).

### *2.1.2 Sick or disabled clients*

Among sick or disabled clients, 60 per cent of participants and 50 per cent of non-participants had had contact with an office since the Wave 1 interview. Similar proportions of these two groups had had contact *only* in relation to their original claim (31 per cent of participants and 32 per cent of non-participants) but, as was the case among lone parent clients, sick or disabled participants were more likely than non-participants to have made a new claim for benefit, 29 per cent and 18 per cent (Table 2.1). Again, the greater variability in the participants' economic circumstances is likely to be the main explanation. In addition to new claims resulting from clients starting or stopping work as discussed above, a number of clients had started to look for work and therefore had changed

from a sickness benefit to Jobseeker's Allowance. It is important to recognise that the sick or disabled client group includes those with short-term illness or disability and that their recovery would necessitate a return to work or job-seeking status. Among sick or disabled participants who made a new claim between survey waves, 39 per cent claimed Jobseeker's Allowance. The comparable proportion among non-participants was 30 per cent but the difference was not statistically significant. Sick or disabled non-participants were three times more likely than participants to have made a new claim for another benefit for disabled people (29 per cent and eight per cent respectively). The number of clients who had had a Personal Capability Assessment was very small and did not allow for further analysis (Table 2.3).

The lower part of Table 2.2 shows the pattern of contact among those who had not made a new claim for benefit, had not worked at all since claiming and who, at the second survey interview, were claiming the same benefit for which they sampled. Of this group, about one-half (49 per cent) had had at least one further meeting with their Personal Adviser, a similar proportion to the figure for lone parent participants. As with the lone parent clients, there may have been others who had had contact with a Personal Adviser but who subsequently left benefit and therefore could not be included in this analysis.

Looking at all those who had participated in ONE at the beginning of the claim, 30 per cent had seen a Personal Adviser subsequently: 16 per cent had seen an adviser in connection with a new claim for benefit and 14 per cent had seen an adviser in connection with their original claim. Among sick or disabled non-participants, eight per cent had seen a Personal Adviser in connection with a new claim for benefit under full-participation. This increases the proportion of sick or disabled clients in the pilot areas who had had some ONE experience from 21 per cent to 27 per cent (Table 2.2).

### 2.1.3 JSA clients

Over half of the JSA clients in the pilot and control areas had had contact with an office at some point between the Wave 1 interview and the Wave 2 interview: about a third had had contact *only* in relation to their original claim, 33 per cent in the pilot areas and 29 per cent in the control areas, and about one-quarter had made a new claim for benefit (21 per cent and 24 per cent) (Table 2.1).

Among JSA clients who might be expected to have had a follow-up meeting with a Personal Adviser (that is, those who had not made a new claim for benefit, had not worked at all since claiming and who, at the second survey interview, were still claiming Jobseeker's Allowance), 70 per cent reported such a meeting. This is higher than the corresponding proportion among lone parent and sick or disabled participants because jobseekers are required to meet with their Personal Adviser at least once every three months (Table 2.2).



In most analyses all JSA clients in the ONE areas are assumed to have taken part in ONE. However, not all such clients actually reported having seen a Personal Adviser. The upper part of Table 2.2 shows the proportions actually reporting a Personal Adviser meeting before and after the first survey interview. Overall, 58 per cent had seen a Personal Adviser at some point between claiming and the second survey interview. This group included 33 per cent who had seen a Personal Adviser before the first survey interview only, i.e. only in the first four months following their claim; seven per cent who had met with a Personal Adviser only after the first survey interview; and 18 per cent who had met with their Personal Adviser both before and after the first survey interview. Those who had met with a Personal Adviser both before and after the first survey interview were divided into those who had seen an adviser in connection with a new claim for benefit (eight per cent) and those who had seen an adviser in connection with their original claim (10 per cent).

In both areas, approximately two-thirds of JSA clients who had made a new claim since the first survey interview had claimed Jobseeker's Allowance. Of those in the pilot areas who had made a new claim, approximately one in five (19 per cent) had claimed Income Support and eight per cent had claimed either Incapacity Benefit or another benefit for disabled people. There was no statistically significant difference between these figures and the corresponding results for the control areas (Table 2.3).

Among JSA clients in the pilot areas who had made a new claim for benefit between waves, only two in five (39 per cent) reported having seen the same Personal Adviser at all contacts since the original claim (Table 2.4).<sup>12</sup>

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<sup>12</sup> The number of lone parent and sick or disabled clients who had seen a Personal Adviser since the Wave 1 interview was too few to repeat this analysis for these groups.

**Table 2.1 Experience of contacting office & claiming since Wave 1 by client group, area type and participant status**

Experience of contacting the office and claiming since Wave 1	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Participant	Non-participant	Control	Participant	Non-participant	Control	Pilot	Control
Contacted office: no new claim	29	32	34	31	32	32	33	29
Contacted office: one new claim	20	14	15	24	14	21	16	17
more than one new claim	4	3	4	6	4	3	5	7
No contact	47	51	47	40	50	44	45	47
Total	100	100	100	100	100	100	100	100
<i>Unweighted base</i>	170	372	588	138	307	437	427	453

Base: All Wave 2 respondents.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 2.2 Contacts with Personal Advisers by client group and participant status**

Contacts with Personal Advisers	Client group and participant status				
	Lone parent clients		Sick or disabled clients		JSA clients
	Participant	Non-participant	Participant	Non-participant	Pilot
PA seen before Wave 1 and since:					
re. original claim only	12		14		10
re. new claim/both	16		16		8
all	28	.	30	.	18
PA seen before Wave 1 only	72	.	70	.	33
PA seen since Wave 1 only (re. new claim)	.	7	.	8	7
No contact with Personal Advisers	.	93	.	92	42
Total	100	100	100	100	100
<i>Unweighted base<sup>1</sup></i>	171	379	139	314	435
Proportion of non-working ONE participants who had attended a follow-up meeting with a Personal Adviser	46		49		70
<i>Unweighted base<sup>2</sup></i>	66		49		30

Base<sup>1</sup>: All Wave 2 respondents in pilot areas.

Base<sup>2</sup>: Wave 2 respondents who had participated in ONE at Wave 1 were claiming their sampled ONE benefit at Wave 2 had not made a new claim and had not worked at any point since the claim date.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim

**Table 2.3 Type of benefits claimed by client group, area type and participant status**

Type of benefits claimed	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Participant %	Non- participant %	Control %	Participant %	Non- participant %	Control %	Pilot %	Control %
Income Support Jobseeker's Allowance	51	39	39	24	27	25	19	25
Incapacity Benefit	2	5	6	39	30	32	67	65
Another benefit for disabled people	6	7	5	19	20	27	6	9
Housing Benefit	0	8	6	8	29	14	2	1
Council Tax Benefit	36	50	39	16	19	18	16	19
Another benefit	41	35	34	10	20	18	16	24
<i>Unweighted base</i>	39	32	44	13	15	10	14	13
	41	65	115	33	58	101	92	102

Base: All Wave 2 respondents.

Notes: Percentages add to more than 100 because some clients claimed more than one benefit.

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 2.4 Whether saw the same Personal Adviser at all contacts for all claims: JSA clients in the pilot areas**

Whether saw same PA at all contacts	Pilot JSA clients %
Yes	39
No	55
Don't know	6
Total	100
<i>Unweighted base</i>	33

Base: Wave 2 JSA clients who had seen a Personal Adviser before Wave 1 and since and who had made a new claim since Wave 1.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

## 2.2 Contacts about the sampled claim: Purpose and mode of contact

This section examines clients' reasons for contacting an office, the type of office contacted and the mode of contact. Clients who did not have any contact with an office during the six months following the Wave 1 interview are excluded from these analyses.

The purpose of this section is to explore the extent and nature of contact in relation to the claim for which the client was sampled. The research interest lies in the nature of the contact which clients' experience approximately four to 10 months after the original claim has been

processed. Clients who made new claims as part of their contact have been excluded from these analyses as it was not possible for them to distinguish contacts in relation to the original claim from those relating to their new claim.

### *2.2.1 Lone parent clients*

There were some marked differences between participants' and non-participants' reasons for contacting an office between waves. Lone parent clients who had participated in ONE were twice as likely as non-participants to report that they had contacted an office to look at job vacancies (34 per cent and 17 per cent). There was a slightly smaller difference between the proportions wanting advice on looking for work or training (29 per cent and 17 per cent) which was not quite statistically significant. In both cases, the corresponding proportions for control area clients were almost identical to those for non-participants. Thus, whilst the differences most certainly reflect the more work-focused attitudes of participants prior to ONE, this may not provide the full explanation (Table 2.5).

This pattern of variation was reflected in the type of office with which lone parent clients had contact. Lone parent participants were more likely than their non-participating counterparts to have contacted a Jobcentre. More than half (55 per cent) of the lone parent participants who had had contact since the Wave 1 interview had contacted a Jobcentre compared with about one-third (34 per cent) of non-participants (Table 2.6).

Differences in the methods used to contact the office also reflected the different reasons for contact. Lone parent participants were more likely than non-participants to have made a personal visit to an office, rather than to have had contact by telephone or post. Among lone parent clients who had had contact between waves, 67 per cent of participants visited an office compared to 51 per cent of non-participants (Table 2.7).

### *2.2.2 Sick or disabled clients*

As with the lone parent clients, there were marked differences in the reasons given for contacting an office by the sick or disabled participants and non-participants. Among sick or disabled clients who had had contact with an office between waves, those who had participated in ONE were four times more likely than non-participants to have contacted an office to get advice on work or training (26 per cent and six per cent) and more than twice as likely as non-participants to have contacted an office to look at job vacancies (29 per cent and 12 per cent). Similarly, participants were four times more likely than non-participants to have contacted an office to sign on for JSA or National Insurance Credits (17 per cent and four per cent). If these differences were attributable to ONE, we would expect the figures for the non-participants to be similar to those of clients in the control areas. However, the control area figures tended to be about the average for participants and non-participants combined. This suggests that, unlike the results among the lone parent clients, the

differences between the sick or disabled participants and non-participants are mainly reflecting prior variations in attachment to work (Table 2.5).

As with lone parent clients, the different reasons for contacting the office were reflected in the types of office contacted by sick or disabled clients. Participants were approximately four times more likely than their non-participating counterparts to have had contact with a Jobcentre (71 per cent compared with 18 per cent). Conversely, participants were less likely than non-participants to have had contact with a Benefits Agency office (53 per cent and 80 per cent respectively). (Table 2.6)

Likewise, participants were more likely than non-participants to have visited an office: more than three-quarters (76 per cent) of the participant group had done so, compared with 39 per cent of the non-participants. Conversely, less than a third (30 per cent) of the sick or disabled participants had had contact by post, compared to about a half (53 per cent) of the non-participants. (Table 2.7)

### *2.2.3 JSA clients*

There were no noteworthy differences between JSA clients in the pilot and those in the control areas with regard to purpose and mode of contact with offices. Approximately half (48 per cent and 52 per cent) of all JSA clients in both areas had had contact with an office to look at job vacancies and a similar proportion (45 per cent and 48 per cent) had had contact in order to sign on for JSA or National Insurance Credits (Table 2.5).

As is to be expected, the majority of JSA clients' contacts in both pilot and control areas were with Jobcentres. Among JSA clients in the pilot areas who had had contact since the Wave 1 interview, 86 per cent had had contact with a Jobcentre, as had 90 per cent in the control areas. Similar proportions of JSA clients in the pilot and control areas (22 per cent and 18 per cent respectively) had had contact with a Benefits Agency office (Table 2.6).

The reasons that JSA clients gave for contacting an office – to look at job vacancies or sign on – would normally necessitate a personal visit. Thus, large proportions of JSA clients in both types of area had had contact by visiting an office (usually a Jobcentre) – 88 per cent in the pilot areas and 87 per cent in the control areas (Table 2.7).

**Table 2.5 Reasons for contacting the office by client group, area type and participant status**

*Multiple responses*

Reasons for contacting the office	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Participant	Non-participant	Control	Participant	Non-participant	Control	Pilot	Control
To get advice on claiming in-work benefits	8	9	10	8	5	1	2	4
To get advice on claiming other benefits/eligibility	2	5	8	10	4	7	3	5
To get advice on looking for work or training	29	17	17	26	6	12	26	29
To discuss a query on a claim	8	11	16	11	8	18	8	3
To be told about the outcome of a claim	0	1	3	9	9	3	3	1
To sign on for JSA or National Insurance Credits	2	1	2	17	4	11	45	48
To look at job vacancies	34	17	19	29	12	19	48	52
Some other reason	39	55	54	31	64	59	27	25
<i>Unweighted base</i>	<i>51</i>	<i>117</i>	<i>197</i>	<i>49</i>	<i>102</i>	<i>140</i>	<i>140</i>	<i>130</i>

Base: All wave 2 respondents who had contacted an office since Wave 1 (excluding new claims).

Notes: Percentages add to more than 100 because some clients mentioned more than one reason.

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 2.6 Type of office contacted by client group, area type and participant status**

<i>Multiple responses</i>								
Type of office contacted	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Non-		Control	Non-		Control	Pilot	Control
	Participant	participant		Participant	participant			
%	%	%	%	%	%	%	%	
Job centre	55	34	36	71	18	32	86	90
Benefits Agency	51	64	68	53	80	72	22	18
Local Authority Office	12	15	16	5	6	9	3	7
<i>Unweighted base</i>	<i>51</i>	<i>117</i>	<i>197</i>	<i>49</i>	<i>102</i>	<i>140</i>	<i>140</i>	<i>130</i>

Base: All wave 2 respondents who had contacted an office since Wave 1 (excluding new claims).

Notes: Percentages add to more than 100 because some clients contacted more than one office.

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 2.7 Mode of contact with office by client group, area type and participant status**

<i>Multiple responses</i>								
Mode of contact with office	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Non-		Control	Non-		Control	Pilot	Control
	Participant	participant		Participant	participant			
%	%	%	%	%	%	%	%	
Visited the office	67	51	53	76	39	46	88	87
Contacted by post	39	45	39	30	53	55	28	21
Contacted by telephone	31	31	39	27	31	29	19	25
Home visit	4	5	6	1	1	3	1	1
<i>Unweighted base</i>	<i>51</i>	<i>117</i>	<i>197</i>	<i>49</i>	<i>102</i>	<i>140</i>	<i>140</i>	<i>130</i>

Base: All wave 2 respondents who had contacted an office since Wave 1 (excluding new claims).

Notes: Percentages add to more than 100 because some clients contacted more than one office.

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

### 2.3 Issues discussed with staff

Respondents who had had contact in the six months or so since the Wave 1 interview were asked about the issues discussed at those contacts. The questions generally referred to contacts with *all* types of staff, which would include ONE Personal Advisers (in the pilot areas), employment review officers, specialist and other staff in the offices. There were, however, some questions that were asked specifically of clients in the pilot areas who reported having contact with a ONE Personal Adviser. The number of lone parent and sick or disabled clients who had seen a Personal Adviser since the Wave 1 interview is too small to permit reliable analysis for these groups. The number of JSA clients who had had contact with a Personal Adviser since the Wave 1 interview was larger and some

limited analysis has been included. In general, the attitudes and patterns of behaviour of participants and non-participants in the period five to 10 months after claiming were similar to those found during the earlier period. Hence, among lone parent clients and sick or disabled clients, those who had participated in ONE gave more favourable assessments of their contacts than their non-participating counterparts whereas, among JSA clients, there were few such differences.

As discussed previously, clients who had made new claims since the Wave 1 interview are excluded from these analyses.

### 2.3.1 Lone parent clients

*Help and advice:* Respondents were asked whether they had received *any* help or advice from *any* of the staff that they had contacted. Clearly this is an opinion question and, as such, is not a definitive measure of the help or advice actually given by staff. However, it provides a useful insight into clients' perceptions of their contacts with staff. Lone parent participants were more likely than non-participants to report that they had received help or advice - 73 per cent compared with 49 per cent of non-participants.

Among lone parent clients who said that they had received help or advice, there were some differences between participants and non-participants regarding their feelings about the help or advice they had received. These differences were not statistically significant but the generally consistent pattern suggests a more favourable assessment by participants. So, for example, 47 per cent of participants and 26 per cent of non-participants said that the advice had been *very helpful*; 87 per cent of participants and 74 per cent of non-participants said that they had been *treated as an individual*; 43 per cent of participants and 33 per cent of non-participants said that the advice made them feel *more hopeful about the future*; and 83 per cent of participants and 74 per cent of non-participants said that they felt able to return at anytime for more advice. The majority of lone parent participants and non-participants reported that their contacts had provided them with all the information they required. However, just under a quarter of participants and non-participants reported that there was something that they needed that was not covered by their meetings (22 per cent and 24 per cent). Although the number of respondents who reported this deficiency from their meetings is too small for percentages to be shown, the main deficiency cited by both participants and non-participants was that they would have liked more assistance with benefits. Participants also wanted help with childcare, although, as discussed above, they were more likely than non-participants to have discussed such issues. (Table 2.8).

*Discussion of childcare arrangements:* As was found at Wave 1, among lone parent clients with children, participants were more likely than non-participants to have discussed childcare arrangements with staff. Among lone parent clients who had had contact with staff four to 10 months



after the original claim, 26 per cent of participants and 17 per cent of non-participants had discussed childcare arrangements. However, the difference between participants and non-participants was less marked than it had been during the first four months after the claim (50 per cent and 13 per cent respectively). Looking at *all contacts during the ten months since the claim*, 55 per cent of lone parent participants had discussed childcare arrangements. The corresponding figure for non-participants was 20 per cent (Table 2.9).

*Better-off calculation:* Staff in benefit offices and Jobcentres are encouraged to undertake 'better-off calculations' for clients, in order to illustrate how much they would receive from earnings and in-work benefits if they were in a low-paid job. As was found at Wave 1, among lone parents who had had contact between waves, those who had participated in ONE were more likely than non-participants to have had a better-off calculation (32 per cent compared with 20 per cent). The difference at Wave 1 was much larger (32 per cent and six per cent). This suggests that clients who participate in ONE are more likely to receive a better-off calculation and are more likely to receive it at an earlier point in their claim (Table 2.10).

*Benefits:* The proportions of lone parent clients who had discussed their current benefit claim or entitlement to other benefits with staff were similar among participants and non-participants (43 per cent and 44 per cent) (Table 2.11).

*Finding work and training courses:* Lone parent clients who had participated in ONE were twice as likely as non-participants to report that they had discussed ways of finding work or training courses (41 per cent and 18 per cent). This suggests that ONE is succeeding in its aim of providing a work-focused service for lone parents (Table 2.12).

*Overall treatment:* Finally, respondents were asked to rate their overall treatment during all their contacts with services. As at Wave 1, a greater proportion of participants than non-participants said that they had been treated 'very well' (33 per cent and 18 per cent). However, one in 10 (10 per cent) of participants felt that they had been treated *very badly*. The corresponding proportion for non-participants was lower (five per cent) although a further seven per cent reported that they had been treated *quite badly*. Overall then, there was no statistically significant difference between the proportions of participants and non-participants who reported negative feelings about their treatment (Table 2.13).

### 2.3.2 Sick or disabled clients

*Help and advice:* Among sick or disabled clients who had had contact with an office four to 10 months after claiming, participants were far more likely than non-participants to report that they had received help or advice (58 per cent and 31 per cent). Although numbers are too small to allow more detailed analysis, both participants and non-participants who had

received help tended to report similar perceptions of the advice or treatment they had received. More than one-third of sick or disabled participants who had had contact during the period between the first and second interviews reported that their contacts failed to provide them with all the information they required (36 per cent). The corresponding figure for non-participants was 28 per cent, but the difference was not statistically significant. Both participants and non-participants wanted more help with benefits. It is noteworthy that the proportion of sick or disabled participants who reported a deficiency of information was greater than the corresponding proportion of lone parent participants (36 per cent and 22 percent respectively) (Table 2.8).

*Better-off calculation:* Over the 10-month period between the original claim and the Wave 2 interview, very few of the sick or disabled clients were offered a better-off calculation, irrespective of participation status. The picture that emerges from both waves suggests that sick or disabled clients as a whole did not receive the same amount of information about in-work benefits as lone parent clients (Table 2.10).

*Benefits:* There were no differences between the proportions of sick or disabled participants and non-participants who had discussed matters relating to benefits (39 per cent and 40 per cent respectively) (Table 2.11).

*Finding work and training courses:* Among sick or disabled clients who had had contact with an office between waves, participants were more likely than non-participants to report that they had discussed finding work or training courses at their contacts (53 per cent compared with 20 per cent). As discussed earlier (Section 2.2.2), sick or disabled participants were more likely than non-participants to have contacted an office for job-related purposes but the difference was probably attributable to prior differences in their attachment to work. In this case, however, the non-participants were very similar to the control area clients suggesting that ONE is genuinely providing a work-focused service for sick or disabled clients as well as for lone parents (Table 2.12).

*Overall treatment:* Among sick or disabled clients who had had contact between waves, 28 per cent of participants and 14 per cent of non-participants said that they were treated *very well*. This pattern was reversed for the proportions who said that they were treated *quite well* (36 per cent of participants and 61 per cent of non-participants). Thus, when the *quite well* and *very well* categories are combined to give an overall measure of those who felt they were treated well, the proportions for participants and non-participants are not significantly different in statistical terms (64 per cent and 75 per cent respectively). The proportion of sick or disabled clients who reported that they were treated *quite badly* or *very badly* were similar for both participants and non-participants – overall, one in five (20 per cent) of participants and a similar proportion of non-participants

reported negative feelings about their treatment. Comparing all groups of clients, sick or disabled clients were more likely than other groups to report negative feelings about their treatment (Table 2.13).

### 2.3.3 JSA clients

Since clients claiming Jobseeker's Allowance are required to attend a Jobcentre every fortnight and have regular discussions about job searches, the ONE service is likely to have less impact on their experiences than those of other client groups. Thus, there tended to be fewer differences between JSA clients in pilot and control areas in the issues discussed with staff and in their perceptions of the advice received.

*Help and advice:* JSA clients in the pilot areas were more likely than those in the control areas to report that they had received help or advice (61 per cent and 43 per cent). However, of those who reported that they had received help or advice, there were no statistically significant differences between JSA clients in the pilot areas and those in the control areas in their perceptions of the advice they had received. In both types of area, approximately one in four of the JSA clients reported that their meetings failed to provide all the information they required. Clients in both areas wanted more help with benefits and finding work (Table 2.8).

*Better-off calculation:* The majority of JSA clients in pilot and control areas had not received a better-off calculation at any point during the 10 months between the date of their benefit claim and the Wave 2 interview (91 per cent and 90 per cent respectively). This is probably because jobseekers are less likely to experience financial barriers to work than lone parent clients<sup>13</sup>, the client group most likely to receive a better-off calculation. They are also less likely than other client groups to be eligible for in-work benefits, for example, Working Families' Tax Credit and Disabled Person's Tax Credit (Table 2.10).

*Benefits:* Just over a third of JSA clients in the pilot areas had discussed benefits with staff (35 per cent). The corresponding figure for the control areas, 27 per cent, was not significantly different (Table 2.11). Likewise, among those who had discussed benefits with staff, there were no statistically significant differences between the pilot and control areas in the type of benefit discussed (Table 2.15).

*Finding work and training courses:* Among JSA clients in the pilot and control areas who had had contact during the six months between the first and second interviews, similar proportions had discussed ways of finding work or training courses (56 per cent and 59 per cent respectively) (Table 2.12).

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<sup>13</sup> See Chapter 5, Table 5.2 Barriers to work.

Among JSA clients who said that they had discussed work or training issues during their contacts, there were no statistically significant differences between pilot and control areas in the type of work or training issue discussed. (Table 2.16)

Among JSA clients in the pilot areas who said that they had looked at job vacancies or that an adviser had looked for them, just under half said that staff had suggested job vacancies which were worth following up (47 per cent). The corresponding figure in the control areas was 62 per cent but the difference was not statistically significant. About two-fifths (45 per cent and 40 per cent) said that the information about vacancies was *not very useful*. The numbers were too small for further analysis of this group (Table 2.14).

*Overall treatment:* JSA clients in the pilot and control areas reported similar assessments of how they were treated in their contacts. Approximately one-fifth of those in the pilot and control areas (18 per cent and 20 per cent) said that they were treated *very well* and a further two-fifths (44 per cent and 42 per cent respectively) said that they were treated *quite well*. Approximately one in ten of JSA clients in pilot and control areas (10 per cent and 11 per cent) reported negative feelings about their treatment. No further analysis was possible due to the small numbers in this group (Table 2.13).

#### 2.3.4 JSA clients in the pilot areas: contacts with Personal Advisers

As noted earlier, less than one-fifth of JSA clients in the pilot areas had had contact with a Personal Adviser at both survey waves and many of those who had done so had made a new claim for benefit since the Wave 1 interview. Just 10 per cent of JSA clients in the pilot areas had had contact with a Personal Adviser solely in connection with their original claim in the four to 10 months since claiming. The majority of these clients had had more than one meeting and a quarter had had four or more meetings. For two-fifths, at least one of their meetings had been held at their request. The great majority said that they had sufficient time to discuss the issues that were important to them. Approximately two out of three had seen the same Personal Adviser at all of their meetings with a Personal Adviser during the ten months since the original claim (Table 2.17). The Case Studies and Staff Research reported that about half the contacts at three and six months were with different advisers, although this estimate was based on even smaller numbers than in the quantitative study. The Case Studies and Staff Research report suggested that continuity of Personal Adviser was not given priority by Benefits Agency staff over other considerations, for example, arranging the earliest possible appointment rather than waiting for the 'designated' Adviser.<sup>14</sup>

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<sup>14</sup> Kelleher, J. *et al.* (2001) *ONE in Action: Interim Findings from the Case Studies and Staff Research* DWP in-house report no. 84.

About two-thirds of JSA clients cited something which they particularly liked about the ONE service while just over one-quarter cited something which they particularly disliked. The sample numbers are too small to present any results but the main positive features mentioned were that clients were able to *see the same Personal Adviser each time*; they found the service *helpful and understanding*; and that they felt that they were *treated as an individual* (Table 2.17).

**Table 2.8 Help or advice received from staff by client group, area type and participant status**

<i>Multiple responses</i>								
Help or advice received from staff	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Non-		Control	Non-		Control	Pilot	Control
	Participant	participant		Participant	participant			
%	%	%	%	%	%	%	%	
Percentage who received help or advice	73	49	42	58	31	32	61	43
Percentage who wanted more help or advice	22	24	20	36	28	20	24	23
<i>Unweighted base</i> <sup>1</sup>	41	88	158	39	69	93	131	123
<b>Helpfulness of advice:</b>								
Very helpful	47	26	43	[7]	[6]	23	22	32
Quite helpful	37	58	45	[8]	[12]	65	52	45
Not very helpful	17	14	9	[4]	[1]	10	22	23
Not at all helpful	0	2	3	[2]	[0]	3	4	0
<b>Whether new advice received:</b>								
All was new	17	19	15	[6]	[3]	0	11	6
Most was new	27	21	18	[5]	[5]	13	21	25
Only some was new	47	37	44	[9]	[5]	45	38	43
None was new	10	23	21	[1]	[7]	42	30	26
<b>Optimism after receiving advice:</b>								
More hopeful	43	33	40	[8]	[7]	29	33	32
Less hopeful	10	9	10	[4]	[1]	6	9	11
No difference	47	58	49	[9]	[12]	61	58	57

Continued

**Table 2.8 Continued**

<i>Multiple responses</i>								
Help or advice received from staff	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Participant	Non-participant	Control	Participant	Non-participant	Control	Pilot	Control
Whether felt treated as an individual:								
Yes, as an individual	87	74	78	[13]	[15]	87	72	72
No	3	21	18	[7]	[3]	10	25	17
Don't know	10	5	4	[1]	[2]	3	4	11
Whether felt could return for more advice:								
Could return at any time for more advice	83	74	66	[14]	[16]	84	72	62
Not much point in going back	10	19	28	[5]	[2]	16	21	21
Don't know	7	7	6	[1]	[2]	0	7	17
<i>Unweighted base<sup>2</sup></i>	30	43	66	23	21	30	80	53

Base 1: Wave 2 respondents who had had contact by telephone, personal visit or home visit since Wave 1 (excl. new claims).

Base 2: Those who had received help or advice from staff.

Notes: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

Figures in brackets are numbers where the base is too small for percentages to be calculated.

**Table 2.9 Whether discussed childcare arrangements at contacts**

Whether discussed childcare arrangements	Lone parent clients		
	Participant	Non-participant	Control
Before Wave 1 and since	18	3	2
Before Wave 1 only	29	3	7
Since Wave 1 only	8	14	11
Not discussed	45	80	80
Total	100	100	100
<i>Unweighted base</i>	51	117	197

Base: Wave 2 lone parent clients who had had contact by telephone, personal visit or home visit since Wave 1 (excluding new claims).

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 2.10 Proportion who received better-off calculation by client group, area type and participant status**

Whether received calculation	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Participant	Non-participant	Control	Participant	Non-participant	Control	Pilot	Control
Calculation before								
Wave 1 and since	12	5	1	0	0	0	0	1
Calculation before								
Wave 1 only	20	1	1	6	2	3	3	3
Calculation since								
Wave 1 only	20	15	11	0	0	3	6	6
No calculation	49	79	86	94	98	94	91	90
Total	100	100	100	100	100	100	100	100
<i>Unweighted base</i>	41	87	158	39	69	93	130	123

Base: Wave 2 lone parent clients who had had contact by telephone, personal visit or home visit since Wave 1 (excluding new claims).

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 2.11 Proportion who discussed benefits at contacts by client group, area type and participant status**

Whether discussed benefits	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Participant	Non-participant	Control	Participant	Non-participant	Control	Pilot	Control
Yes	42	44	49	39	40	43	34	27
No	58	56	51	61	60	57	66	73
Total	100	100	100	100	100	100	100	100
<i>Unweighted base</i>	41	88	158	39	69	93	131	123

Base: Wave 2 respondents who had had contact by telephone, personal visit or home visit since Wave 1 (excluding new claims).

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 2.12 Proportion who discussed ways of finding work or training courses at contacts by client group, area type and participant status**

Whether discussed ways of finding work or training courses	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Non-		Control	Non-		Control	Pilot	Control
	Participant	participant		Participant	participant			
%	%	%	%	%	%	%	%	
Yes	41	18	20	53	20	22	56	59
No	59	82	80	47	80	78	44	41
Total	100	100	100	100	100	100	100	100
<i>Unweighted base</i>	41	88	158	39	69	93	131	123

Base: Wave 2 respondents who had had contact by telephone, personal visit or home visit since Wave 1 (excluding new claims).

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 2.13 Assessment of way treated in contacts by client group, area type and participant status**

Assessment of way treated	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Non-		Control	Non-		Control	Pilot	Control
	Participant	participant		Participant	participant			
%	%	%	%	%	%	%	%	
Very well	33	18	21	28	14	23	18	20
Quite well	43	43	38	36	61	37	44	42
Sometimes well, sometimes not so well	15	28	26	17	8	21	28	28
Quite badly	0	7	6	17	14	6	6	9
Very badly	10	5	8	3	3	13	4	2
Total	100	100	100	100	100	100	100	100
<i>Unweighted base</i>	41	88	158	39	69	93	131	123

Base: Wave 2 respondents who had had contact by telephone, personal visit or home visit since Wave 1 (excluding new claims).

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.



**Table 2.14 Information about job vacancies: JSA clients**

Perceptions of job vacancies	JSA clients	
	Pilot %	Control %
Percentage who looked at job vacancies/ adviser looked for them	82	88
<i>Unweighted base</i> <sup>1</sup>	74	72
Whether staff had suggested job vacancies which were worth following up		
Yes	47	62
No	53	38
Usefulness of all information about vacancies		
Very useful	21	16
Quite useful	34	43
Not very useful	45	40
<i>Unweighted base</i> <sup>2</sup>	61	64

Base 1: JSA clients who had discussed work or training issues at contacts since Wave 1 (excluding new claims).

Base 2: Those who had looked at job vacancies/adviser had looked for them.

**Table 2.15 Benefit-related issues discussed with staff: JSA clients**

Types of benefit issues discussed	JSA clients	
	Pilot %	Control %
Percentage mentioning any of the items below	34	27
<i>Unweighted base</i> <sup>1</sup>	131	123
<i>Multiple responses</i>		
Dealing with a query or claim for Jobseekers' Allowance	39	56
Dealing with a query or claim for Income Support	17	18
Dealing with a query or claim for Incapacity Benefit	9	6
Dealing with a query or claim for Housing Benefit or Council Tax Benefit	22	31
Dealing with a query or claim for other benefits or loans	9	11
Discussed In-work benefits	29	26
Discussed other benefits	22	31
Other benefit-related issue	6	8
<i>Unweighted base</i> <sup>2</sup>	46	33

Base 1: JSA clients who had had contact by telephone, personal visit or home visit since Wave 1 (excluding new claims).

Base 2: Those who had discussed benefits at contacts.

Notes: Percentages add to more than 100 because some clients mentioned more than one item

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 2.16 Work and training issues discussed with staff: JSA clients**

Types of issues discussed	JSA clients	
	Pilot %	Control %
Percentage mentioning any of the items below	56	59
<i>Unweighted base<sup>1</sup></i>	131	123
	<i>Multiple responses</i>	
Discussed steps for looking for a job	55	48
Looked at current job vacancies	78	88
Adviser said would look for vacancies	46	43
Adviser set up job interview	23	22
Helped with job application	10	14
Help writing CV	13	16
Help preparing for job interview	12	9
Talked about looking for voluntary work	8	7
Talked about setting up own business	11	13
Talked about training opportunities	33	45
Talked about education courses	25	23
<i>Unweighted base<sup>2</sup></i>	74	72

Base 1: JSA clients who had had contact by telephone, personal visit or home visit since Wave 1 (excluding new claims).

Base 2: Those who had discussed work or training issues at contacts.

Notes: Percentages add to more than 100 because some clients mentioned more than one item

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 2.17 Experience of contacts with Personal Advisers since Wave 1: JSA clients in the pilot areas**

Whether saw same PA at all contacts	Pilot JSA clients %
<b>Number of meetings with a Personal Adviser</b>	
1	39
2	18
3	16
4 or more	23
Don't Know	2
Median	2
<b>Whether any meetings were arranged at client's request</b>	
Yes	41
No	59
<b>Whether sufficient time in meetings to discuss important issues</b>	
Yes	84
No	16
<b>Whether anything particularly liked about ONE</b>	
Yes	65
No	33
Didn't know they were on the ONE	2
<b>Whether anything particularly disliked</b>	
Yes	27
No	71
Didn't know they were on the ONE	2
<b>If same Personal Adviser seen at all contacts since claim</b>	
Yes	64
No	32
Don't know	4
Total	100
<i>Unweighted base</i>	43

Base: Wave 2 JSA clients who had contact with a Personal Adviser since Wave 1

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

## 2.4 Referrals to jobs, training and work-related activities

As part of the work-focused meeting, Personal Advisers may refer clients to specific jobs, education courses or training programmes. They may also suggest participation in voluntary work or, for sick or disabled clients, the Supported Employment Programme<sup>15</sup>. This section examines the extent to which staff were instrumental in moving clients into such activities. The analyses compare the experiences of ONE participants and non-participants in the first four months or so after their claim. There were too few cases to analyse experiences in the subsequent period.

### 2.4.1 Referrals to work

In the first report it was shown that lone parent clients who participated in ONE were more likely than non-participants to have found work within the first four months or so of claiming. It was assumed that this difference was a result of their participation in ONE. Table 2.18 supports this assumption. Among lone parent clients who had found jobs within the first four months of claiming, participants were more likely than non-participants to report that an adviser<sup>16</sup> had referred them (17 per cent and three per cent). However, this pattern was not repeated for other client groups: among jobseekers and sick or disabled clients who found jobs in the four months after the original claim, very few had been referred by advisers and this was true of both participants and non-participants. In all three client groups, the most common sources of information were friends or relatives and advertisements in the local newspaper (Table 2.18).

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<sup>15</sup> Under the Supported Employment Programme, people may undertake therapeutic work whilst they are receiving Incapacity Benefit (IB) or Severe Disablement Allowance (SDA). Therapeutic work is undertaken on the advice of a doctor to help improve the person's medical condition and it can form part of their treatment. It does not affect entitlement to Incapacity Benefit or Severe Disablement Allowance but earnings must not exceed a certain limit (£58.00 a week at the time of the survey).

<sup>16</sup> We asked about all advisers, including Personal Advisers/New Deal Advisers/other advisers.

**Table 2.18 How client found out about new job by client group, area type and participant status**

*Multiple responses*

	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Participant	Non-participant	Control	Participant	Non-participant	Control	Pilot	Control
Advert in local paper	17	26	25	[6]	32	24	14	19
Advert in national paper	4	3	1	[0]	1	2	3	3
Advert in trade/professional journal/job magazine	2	2	1	[0]	4	2	2	3
Advert in shop window / noticeboard on street	11	5	5	[0]	4	6	2	3
Private recruitment office	6	3	9	[2]	10	6	13	15
<b>Personal Adviser*</b>	<b>17</b>	<b>3</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5</b>	<b>2</b>
Jobcentre	15	8	1	[2]	11	14	17	20
Friend or relative	23	32	31	[11]	17	28	27	25
Work-mates from a previous job/ placement	4	0	2	[1]	3	0	6	4
Directly contacted previous employer/ manager	6	5	5	[0]	6	10	4	3
Directly contacted another employer/ manager	2	5	15	[0]	4	8	6	6
Other method	6	8	6	[1]	13	6	8	7
<i>Unweighted base</i>	<i>47</i>	<i>62</i>	<i>88</i>	<i>26</i>	<i>39</i>	<i>51</i>	<i>221</i>	<i>277</i>

Base: All wave 1 respondents who obtained employment before Wave 1.

\* We asked about all advisers, including Personal Advisers, New Deal Advisers and other advisers.

Notes: Percentages add to more than 100 because some clients mentioned more than one source.

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

Figures in brackets are numbers where the base is too small for percentages to be calculated.

#### 2.4.2 Movements into further education or work-related courses

Among lone parent clients, participants were more likely than non-participants to report that they were currently engaged with educational or work-related courses or had recently undertaken such a course (21 per cent and 13 per cent respectively). This pattern was not repeated for sick or disabled clients or jobseekers. Lone parent participants were also more likely than non-participants to say that office staff or advisers had suggested the course (22 per cent and eight per cent respectively). Among sick or disabled clients and JSA clients, the pattern was similar but the differences were not statistically significant (Table 2.19).

**Table 2.19 Participation in educational/work-related courses by client group, area type and participant**

Participation in educational/ work-related courses	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Participant %	Non- participant %	Control %	Participant %	Non- participant %	Control %	Pilot %	Control %
Proportion who had taken an educational/work-related course between claim and Wave 1 interview	21	13	15	9	11	6	17	14
<i>Unweighted base</i> <sup>1</sup>	221	537	823	191	492	704	661	671
Proportion whose course was suggested by staff at Jobcentre/ Benefits Agency or Local Authority Office	22	8	4	[5]	9	16	21	14
<i>Unweighted base</i> <sup>2</sup>	46	71	121	19	51	45	113	92

Base 1: All wave 1 respondents.

Base 2: Those who had undertaken an educational or work-related course.

Notes: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

Figures in brackets are numbers where the base is too small for percentages to be calculated.

### 2.4.3 *Movements into voluntary work, therapeutic work or supported employment*

Overall very few clients in any group had moved into voluntary work, therapeutic work or supported employment in the four months or so since the original claim. No more than three per cent in any group had participated in any of these activities (Table 2.20). The Case Study and Staff Research reported similar findings, which it attributed to Personal Advisers having too little time for such activities.<sup>17</sup>

<sup>17</sup> Kelleher, J. *et al.* (2001) *ONE in Action: Interim Findings from the Case Studies and Staff Research* DWP in-house report no. 84.

**Table 2.20 Participation in work-related activities by client group, area type and participant status**

Participation in work-related activities between claim and Wave 1 interview								
	Client group, area type and participant status							
	Lone parent clients			Sick or disabled clients			JSA clients	
	Participant	Non-participant	Control	Participant	Non-participant	Control	Pilot	Control
	%	%	%	%	%	%	%	%
Voluntary work	1	2	2	3	2	2	2	3
Therapeutic work	..	..	..	2	1	1	..	..
Supported Employment	..	..	..	2	0	1	..	..
<i>Unweighted base</i>	221	537	823	191	492	704	661	671

Base : All wave 1 respondents.

Notes: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**2.5 Summary** In all client groups approximately half of clients had had contact with an office since the first interview. The proportions in the ONE areas who had had contact with a Personal Adviser were smaller. The survey findings suggest that the ONE service was meeting some of its delivery objectives for non-JSA clients, particularly lone parents. There was less evidence that ONE was having an effect on jobseekers' experiences, particularly in the later stages of their claim. In all client groups, those who participated in ONE were more likely than non-participants to feel that they had received help or advice. This accords with findings from the Case Study and Staff Research that clients commented favourably on the ONE service generally and specifically on the helpful staff.<sup>18</sup>

**2.5.1 Lone parent clients** There were some indications that ONE was succeeding in its aim of providing a more work-focused service although the different characteristics of the participant and non-participant groups<sup>19</sup>, in particular their orientation to work, undoubtedly account for some of the differences in their experiences.

Lone parents who had participated in ONE were more likely than non-participants to have had contact with an office for work-related purposes. Among lone parent clients who had had contact with an office in the four to 10 months after their original claim (excluding new claims), participants were *more likely* than non-participants to:

- have had contact with a Jobcentre (55 per cent and 34 per cent);
- have contacted an office to look at job vacancies (34 per cent and 17 per cent);

<sup>18</sup> Kelleher, J. *et al.* (2001) *ONE in Action: Interim Findings from the Case Studies and Staff Research* DWP in-house report no. 84.

<sup>19</sup> See Chapter 4.

- have discussed ways of finding work or training courses with staff (41 per cent and 18 per cent);
- have received a better-off calculation (32 per cent and 20 per cent).

There were also indications that ONE was providing a service that is tailored to clients' individual circumstances. Among lone parent clients who had had contact with an office four to 10 months after claiming (excluding new claims), participants were *more likely* than non-participants to:

- have discussed childcare arrangements with staff (26 per cent and 17 per cent);
- have received help or advice from staff (73 per cent and 49 per cent);
- consider that they had been treated *very well* in contacts with staff (33 per cent and 18 per cent);

### 2.5.2 Sick or disabled clients

Among sick or disabled clients who had contacted an office, those who participated in ONE were considerably more likely than non-participants to have had contact for job-related reasons but this was mainly attributable to prior differences in attitudes to work and labour market advantages.<sup>20</sup> However, participants were also more likely than non-participants to have discussed work or training with staff and this difference was probably not explained fully by prior attitudes.

Among sick or disabled clients who had had contact with an office in the four to 10 months since claiming (excluding new claims), participants were *more likely* than non-participants to have discussed ways of finding work or training courses with staff (53 per cent and 20 per cent).

As with the lone parent clients, sick or disabled participants gave more favourable assessments of the service they had received at their contacts with staff. Among sick or disabled clients who had had contact with an office in connection with their original claim (excluding new claims), participants were *more likely* than non-participants to:

- have received help or advice from staff (58 per cent and 31 per cent);
- consider that they had been treated *very well* in contacts with staff (28 per cent and 14 per cent).

### 2.5.3 JSA clients

There were no indications that JSA clients who participated in ONE were more work-focused than those in the control areas.

However, as with the other client groups, those in the pilot areas were more likely than control area clients to say that had received some form of help or advice.

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<sup>20</sup> See Chapter 4.



Among JSA clients who had had contact with an office in the four to 10 months after the claim (excluding new claims), those in the pilot areas were more likely than those in the control areas to report that they had received help or advice from staff (61 per cent and 43 per cent).

*2.5.4 Contacts with ONE Personal Advisers: JSA clients in the pilot areas<sup>21</sup>*

Just over half (55 per cent) of all jobseekers in the pilot areas had had contact with an office in the four to 10 months since the original claim. Of these, less than half reported seeing a Personal Adviser in the same period.

Among those who had seen a Personal Adviser in the four to 10 months since the original claim (excluding new claims):

- three-fifths had had more than one meeting with a ONE Personal Adviser since the Wave 1 interview;
- two-fifths had themselves requested a meeting with a ONE Personal Adviser;
- over four-fifths said that the meetings afforded them sufficient time to discuss the issues which were important to them;
- two-thirds had seen the same Personal Adviser at all their contacts since the original claim;
- two-thirds particularly liked an aspect of the ONE service;
- about one-quarter cited an aspect of the ONE service that they particularly disliked.

*2.5.5 Referrals to work and related activities in the early stages of the claim*

There was no evidence that clients who participated in ONE were any more likely than non-participants to have been referred by staff into supported employment or voluntary work - very few from any client group had participated in these activities. However, there was some evidence that the greater likelihood of lone parent participants to have obtained work in the first four months after the claim was partially attributable to the direct intervention of Personal Advisers. Lone parent participants were also more likely than non-participants to have undertaken an educational or work-related course during the early stages after the claim and were more likely than their non-participating counterparts to report that staff had suggested their course. These findings were not repeated for JSA or sick or disabled clients.

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<sup>21</sup> Due to the small number of lone parent and sick or disabled clients who participated in ONE it was not possible to repeat these analyses for these groups.

In the first four months after the claim:

- no more than three per cent of clients in any group had moved into voluntary work, supported employment, or therapeutic employment;
- 17 per cent of lone parent participants who had found work said that staff had referred them to the job, compared to three per cent of non-participants;
- 21 per cent of lone parent participants had undertaken an educational or work-related course, compared to 13 per cent of non-participants;
- 22 per cent of lone parent participants who had undertaken an educational or work-related course said that staff had suggested the course, compared to eight per cent of non-participants.

### 3 CONTACT WITH THE LABOUR MARKET IN PILOT AND CONTROL AREAS

This chapter is the first of two dealing with the effects of ONE on labour market participation. This chapter looks at labour market activity among the three client groups in pilot and control areas. The next chapter looks at the differences between participants and non-participants in ONE among lone parents and sick or disabled clients in the pilot areas alone, attempting to control for their differing characteristics in first volunteering for ONE or not.

The key question for this analysis is that, if ONE is effective, a greater proportion of benefit applicants living in ONE pilot areas should move into work than those in the matched control areas. If such a movement is large enough to be detected by a sample survey, more of our respondents in the ONE pilot areas should be found in work by the second interview than in the control areas. Those remaining out of work should display more of other characteristics that promote entry to work, including a higher rate of job search, a wider range of search, and a greater interest in appropriate education and training, perhaps.

The first survey, typically about four months after entry to the system, found no differences in the proportions of sick or disabled clients, or of JSA clients, entering work in the pilot compared with the control areas. Nor did activity differ among those remaining out of work. Among lone parents, however, a small but statistically significant gain of four percentage points (16 compared with 12 per cent) was found in the proportion in work of 16 hours a week or more. More than that, lone parents remaining out of work in pilot areas showed significantly higher rates of activity in looking for work. The introduction of ONE had coincided with the introduction of Working Families' Tax Credit, which further increased lone parents' incentives to work. Personal Advisers had a good deal of encouraging news to give lone parents during their first ONE interviews, news which may have been slower to find its mark in control areas.

This chapter examines what happened by the time of the second interview, another five or six months later. As in the first report (Green et al 2000) the analysis of these outcomes at this second interview – of entry to work, intensity of job search, training and so on – will again concentrate solely on those who had actually made an application for benefit. The information obtained from non-claimants in the control areas did not match the detail obtained in pilot areas and makes their comparison difficult. The next chapter does not have this problem and examines the differences between participants and non-participants in ONE solely in the pilot areas, including those who claimed benefit and those who did not.

The relatively low rate of participation among clients eligible for ONE weakened the comparison between ONE and control areas among lone parents and sick or disabled clients. Even among those claiming benefit, only 23 per cent of lone parents and 30 per cent of sick or disabled clients participated in this voluntary stage of the ONE service. Participation was compulsory amongst JSA clients, but their treatment under ONE differed less from their usual treatment under JSA. Lone parents and sick or disabled clients, on the other hand, would encounter a far more active response from ONE compared to the existing system in control areas. Only lone parents who had had prior experience of the New Deal for Lone Parents might not see much difference.

It is important to remember that the terms used to describe the three client groups reflects the type of benefit they were initially claiming and their circumstances at that time, rather than when they were interviewed. For example, some of the 'lone parents' re-partnered, some of the 'sick or disabled' clients saw their health problems improve and some of the 'JSA clients' no longer received JSA (Table 3.13). In fact the rate of 're-partnering' among lone parents was quite high. Eighty-five per cent remained lone parents throughout, but eight per cent had re-partnered by the first interview and seven per cent subsequently. This figure is higher than the year-on-year figure of about eight per cent established recently by the Survey of Low-income families (Marsh *et al.*, 2001, in preparation) but a sample of recent claimants is likely to embrace more reconciliation than will a cross-section of lone parents.

One area of uncertainty which remains at this stage concerning the results of the survey is the possibility of bias introduced by differences in factors such as local labour market conditions, transport links, and availability of support services and childcare facilities between pilot and control areas. This is a general difficulty with evaluations based on comparisons between areas, since there are many ways in which the areas can differ. It was noted in the report on the first wave of this survey that shortly before the advent of ONE the pilot areas had somewhat lower average rates of outflow from claimant unemployment (relative to unemployment levels) than did the control areas. This might constitute some handicap to the ONE process in getting clients into employment. The question is whether this can be allowed for in the estimation of the ONE impact. Some further work has been done on this issue in the background to the analysis of the second wave survey, but it was concluded that the available aggregate information concerning the areas was not suitable for this purpose. In the next stage of the study, with 24 areas included rather than eight as at present, it will become possible to develop a more formal analysis of this issue

### 3.1 The time available to find work

People who make a claim for benefit will get jobs fairly steadily as the weeks elapse from first entering benefit, whatever advice they receive. It is important for this analysis to establish that the elapsed time between

entry to the system and the survey interview did not vary significantly between pilot and control areas. If it did, it would have to be taken into account. This second interview took place six months after the first and almost a year (46 weeks) after the respondent had, on average, first enquired about claiming a benefit. These figures were almost identical in pilot and control areas (Table 3.1).

**Table 3.1 Number of days between benefit enquiry and second survey interview by client and area type**

	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
Mean number of days	323	326	325	328	304	305
Minimum	285	286	283	286	270	271
Maximum	390	386	386	358	358	357
<i>Unweighted base</i>	594	511	444	453	459	435

Base: All respondents who made a claim for benefit.

### 3.2 Self-defined economic activity

In both interviews respondents were asked to say what was their primary activity: work, training, education, domestic responsibility, convalescence, and so on. Table 3.2 shows the distribution of economic or other activity at their first and second interview separately for lone parents, sick or disabled clients and JSA clients in pilot and control areas. Table 3.3 provides a summary of the entries to work among the three target groups over the survey period. It is this table that provides the main reply to the questions asked by this research. Did a greater proportion of people claiming benefit in the ONE pilot areas get jobs compared with people claiming benefits in the control areas? And the answer at this second interview is 'No, they did not'.

#### 3.2.1 Lone parent clients

The first report (Green et al 2000) noted a significant difference in the work participation rates among lone parents in the ONE areas and those in comparison areas. It was not a large difference, 16 compared with 12 per cent. But it was statistically significant and it remained significant even when some of the powerful influences that promote or discourage lone parents' entry to work were accounted for in a multivariate model. By their second interview, more had found work but the difference between pilot and control areas had narrowed to 23 and 21 per cent respectively, which is not statistically significant. The proportion spending any time in work since first enquiring about benefits was narrower still: 34 compared to 33 per cent. In full, there is no overall statistically significant difference between the pilot and control areas in the distributions of activities shown in Table 3.2.

**Table 3.2 Economic activity at first interview by client and area type**

	<i>Column percentages</i>			
	<b>Lone parent clients</b>			
	<b>First interview</b>		<b>Second interview</b>	
	<b>Pilot</b>	<b>Control</b>	<b>Pilot</b>	<b>Control</b>
Working 30+ hours per week	6	4	10	8
Working 16-29 hours per week	10	8	13	12
Working 0-15 hours per week	5	6	6	7
In full-time education	3	2	2	1
On a government scheme	1	*	1	*
Unemployed and looking for work	13	10	9	9
Looking after the children or home	55	61	55	55
Temporarily sick or disabled	3	3	2	3
Permanently sick or disabled	2	3	3	3
Not working for other reason	2	2	1	1
<i>Unweighted base</i>	679	766	496	555
	<b>Sick or disabled clients</b>			
	<b>First interview</b>		<b>Second interview</b>	
	<b>Pilot</b>	<b>Control</b>	<b>Pilot</b>	<b>Control</b>
Working 30+ hours per week	20	20	22	23
Working 16-29 hours per week	4	5	6	6
Working 0-15 hours per week	2	2	4	2
In full-time education	1	*	1	0
On a government scheme	1	1	1	1
Unemployed and looking for work	11	10	11	10
Looking after the children or home	6	5	6	8
Temporarily sick or disabled	29	28	23	23
Permanently sick or disabled	23	24	24	25
Not working for other reason	4	3	1	2
<i>Unweighted base</i>	583	659	452	445
	<b>JSA clients</b>			
	<b>First interview</b>		<b>Second interview</b>	
	<b>Pilot</b>	<b>Control</b>	<b>Pilot</b>	<b>Control</b>
Working 30+ hours per week	30	34	49	45
Working 16-29 hours per week	5	7	8	10
Working 0-15 hours per week	3	4	5	3
In full-time education	1	*	2	1
On a government scheme	4	1	2	2
Unemployed and looking for work	49	44	26	26
Looking after the children or home	3	3	4	5
Temporarily sick or disabled	2	2	3	4
Permanently sick or disabled	1	2	*	1
Not working for other reason	2	3	2	3
<i>Unweighted base</i>	569	585	381	402

Base: All respondents who made a claim for benefit.

Note: Columns may not sum to 100 because of rounding.

**Table 3.3 Summary measures of progress to work: first and second interviews**

	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
Percent in work 16+hrs at first interview	16% (16)	13% (12)	28% (24)	28% (25)	38% (35)	41% (41)
Percent in work 16+hrs at second interview	23%	21%	28%	29%	58%	55%
Percent who had any job of 16+ hours a week since sampling <sup>1</sup>	34%	33%	40%	40%	72%	70%
Changes between 1 <sup>st</sup> and 2 <sup>nd</sup> interview sweeps:						
	%	%	%	%	%	%
No job of 16+hrs at either interview	74	77	65	64	37	37
Got job, then lost it	3	3	7	7	6	8
No job, then got one	10	10	7	9	25	22
Job at both interviews	13	10	21	20	32	32
<i>Unweighted base</i>	594	511	444	453	459	435

Base: All respondents who made a claim for benefit and were interviewed in both sweeps.

Note: Figures in brackets are proportions calculated on the whole sample interviewed at wave one. See Table MMM

Some columns may not sum to 100% due to rounding

<sup>1</sup> These can include jobs not present at either interview but which started and finished before or after either interview.

### 3.2.2 Sick or disabled clients

Unlike JSA clients, sick or disabled clients share with lone parents a choice of whether to seek work or not. It is interesting to note that sick or disabled clients had the lowest rate of voluntary participation in ONE but a higher rate of job entry than lone parents. Four in 10 sick or disabled clients had a job at some time following entry to the benefit system and nearly three in 10 had a job at their second interview. Three quarters of sick or disabled clients who worked between claiming and the first survey interview had returned to the job they were doing before they claimed (Table 3.4). This occurred equally in pilot and control areas, suggesting that there are large numbers of sick or disabled people entering ONE who are experiencing only a short-term period of incapacity and have jobs to return to, and this in turn may help to explain why relatively few sick or disabled clients volunteered to attend a meeting with a Personal Adviser. Other studies have reported similarly high proportions returning to a previous job. A recent study of people leaving Incapacity Benefit (Dorsett *et al.*, 1998, p.52) noted that half of those leaving IB voluntarily, and who got work, returned to their earlier employer. Dorsett’s respondents had on average spent far longer on Incapacity Benefit than the few weeks registered by our respondents. The effects of this are visible in the Tables 3.2 and 3.3 because, unlike lone parents and the JSA clients, most of the sick or disabled clients who found work at all had entered a job by the first interview. There was

some subsequent movement in and out of work but the net movement into work was neutral between the first and second interviews.

In terms of the likely effect of ONE, however, there was no statistically significant difference in the rate of job entry or any other activity by sick or disabled clients in pilot and control areas.

**Table 3.4 Whether clients returned to the same job that they were doing prior to claiming benefit**

	<i>Column percentages</i>					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
Returned to previous job	44	49	78	79	21	18
Did not return to previous job	56	51	22	21	79	82
<i>Unweighted base</i>	140	129	159	132	208	238

Base: All respondents who worked between claiming and the Wave 1 interview.

**3.2.3 JSA clients** At first interview, there was a gap of six percentage points between the employment rates of JSA clients in pilot and control areas. But this difference favoured the control areas by 41 per cent in work of 16 hours a week or more compared with 35 per cent in pilot areas, though it was not a statistically significant difference. By the second interview this position had reversed: 58 per cent were now in work in the pilot areas compared with 55 per cent in controls but this gap was not statistically significant either. It may be possible to be impressed that between the two interviews the proportion in work rose by two-thirds in pilot areas (i.e. from 35 to 58 per cent in work) compared with one-third in control areas (41 to 55 per cent). But the overall outcome was that 72 per cent had had a job of some kind since entering the benefit system in pilot areas compared to 70 per cent in controls, which, with these sample sizes, is not statistically significant.

**3.3 Modelling the return to work** For each of the three client groups, single-level logistic regression models were constructed. These predicted whether or not the respondent was in work of 16 hours or more at their second interview, or in work at either the first or second interview. The main purpose of this analysis was to test whether residence in a pilot or control area was associated with a significant difference in rates of employment, controlling for all the other main factors known to influence a return to work among benefit claimants. These included sex, age, ethnicity, marital or partnership status and changes in partnerships, numbers of children and the age of the youngest, educational qualifications and literacy or numeracy problems, health and changes in health, earlier work experience, and holding a driving licence. The models also controlled for the gap between entry to the system and interview and which of the two survey organisations carried out the interview.



To illustrate the initial size of these differences, the bi-variate relationships between these key predictor variables and the likelihood of being in work among the three target groups, are given in Table 3.5.

**Table 3.5 Proportion working 16+ hours per week at first and second interviews, by client type**

	<i>Cell percentages</i>								
	Lone parent clients			Sick or disabled clients			JSA clients		
	Percentage working 16+ hours per week			Percentage working 16+ hours per week			Percentage working 16+ hours per week		
	Base	First	Second	Base	First	Second	Base	First	Second
<b>Interview:</b>									
<b>Sex</b>									
Male	97	16	28	721	27	32	794	37	58
Female	1348	14	21	528	22	23	361	41	53
<b>Age-group</b>									
16-24	304	13	17	141	26	22	379	39	52
25-34	635	14	22	246	24	32	286	41	58
35-49	469	16	25	453	25	29	302	37	63
50-64	37	16	23	410	25	28	188	32	50
<b>Partner at interview</b>									
Yes	136	15	28	665	32	34	468	41	63
No	1445	14	21	583	17	21	687	36	51
<b>Age of youngest child</b>									
None dependent	79	11	24	845	24	28	907	39	56
0-4	730	11	16	184	20	22	114	29	54
5-10	421	18	29	115	30	31	62	43	63
11+	215	18	29	105	30	38	72	38	56
<b>Ethnic group</b>									
White	1257	15	22	1128	26	30	992	39	58
Other	185	8	18	114	13	14	160	30	47
<b>Housing tenure</b>									
Owner-occupier	195	22	32	524	37	41	368	45	67
Social tenant	856	13	20	381	12	14	176	24	43
Private tenant	196	9	16	97	15	17	141	34	42
Other	190	18	35	226	23	30	454	39	57

Continued

**Table 3.5 Continued**

<i>Cell percentages</i>									
Interview:	Lone parent clients			Sick or disabled clients			JSA clients		
	Percentage working			Percentage working			Percentage working		
	16+ hours per week			16+ hours per week			16+ hours per week		
	Base	First	Second	Base	First	Second	Base	First	Second
Long-standing illness or disability at interview									
Yes	395	11	15	904	21	21	278	28	43
No	1050	15	24	343	35	48	877	41	62
Highest qualification									
Degree	62	32	47	84	42	40	178	47	62
A level or above	325	20	31	283	34	37	354	42	64
GCSE	505	13	21	330	26	32	303	36	55
Other	105	9	14	110	26	25	82	32	45
None	446	9	14	431	14	19	234	29	42
Worked 16+ hrs in last 2 years									
Yes	761	20	28	894	37	35	902	43	60
No	684	7	12	353	3	7	251	20	37
All	1445	14	22	1250	25	28	1155	38	56

Base: All respondents who made a claim for benefit by 1<sup>st</sup> interview.

It would be an unusual finding, though not unknown, if the small and statistically non-significant bi-variate differences in labour market participation between respondents in pilot and control areas were to become significant in the models. In this case none even approached significance. However, the models provided an interesting description of the main influences acting on the three client groups and these are summarised below. Full details of the multivariate models are given in Appendix B.

### 3.3.1 Lone parent clients

The largest influences on lone parents' entry to work were ones familiar from other studies (See for example Finlayson and Marsh 1999). Their chances of working were significantly reduced by having a child under five, though the numbers of their children mattered less, and by poor health. Those who found a partner, or who reconciled with their earlier partner, were much more likely to return to work. This is a counter-intuitive finding in that lone parents who find a partner might be expected to rely on the partner's income, at least at first, rather than seek work of their own. Some may be former dual-earner couples who split up, causing the parent with care to enquire about benefits, but who returned to dual-earner status upon reconciliation a few months later. It does correspond, though, with the much longer-term findings from the 1991-98 lone parent cohort study that showed the arrival of a partner independently assisted former lone parents into full-time work (Finlayson *et al.*, 2000).

Their chances of entering work, other things being equal, were further increased by having mid-level qualifications, some record of work during the past two years, and by living in 'other' accommodation arrangements. This last among lone parents usually meant living with their own mother, who may have provided childcare.

In terms of doing any work during the survey period, rather than just being in work when interviewed a second time, having any qualifications at all and recovering from poor health were associated with an increased incidence of work.

### *3.3.2 Sick or disabled clients*

Health considerations dominated the sick or disabled clients' chances of returning to work, as you would expect, together with an equally strong influence of recent work experience. Recent workers who got better went back to work. Those with no recent work experience and who remained sick or disabled did not go back to work.

Their health at the first interview determined their present and subsequent work entry; a recovery strongly promoted entry to work at the second interview and a relapse strongly discouraged it. In addition to this, those who had worked in the past two years were four times more likely to find work (48 per cent compared to 12 per cent in a simple cross-tabulation). Simply combining these two measures produced a large difference in outcome. Two-thirds (67 per cent) of prior workers who had recovered their health had found some work in the survey period compared with just six per cent of those who had no prior work experience and who remained ill. Underlying this finding was the pattern referenced earlier that some people who claim benefits for sick or disabled people simply move from the medium-term sick pay component onto the longer-term provisions of Incapacity Benefit. But then they get better and go back to their old employer.

In addition, though, other factors were important. Independently of health and work experience, men were more likely than women to get work, as were those who had a partner or who found a new one during the survey period. Like the lone parents, those who had a child under five (as well as a disability, of course) or who were tenants were much less likely to go into work.

All this amounted to a fairly complete explanation of sick or disabled clients' relationship with the labour market and their chances of returning to work. It puts into perspective the likely chance of our survey detecting any further impact upon their entry to work of having 30 per cent of them in the ONE pilot areas attend a one hour meeting with a Personal Adviser, of which impact there was no sign.

**3.3.3 JSA clients** Among the JSA clients, health considerations were almost as important as they were among the sick or disabled clients. Being ill or becoming ill during the survey period were significant and substantial barriers to work. Other factors were also held in common with those of lone parents and sick or disabled clients, such as the improvement in work entry associated with having a partner and the problems caused by having a child under five. This last may be associated in turn with a number of lone parents finding their way into the JSA sample and a few others becoming lone parents during the course of the study. A favourable previous work history and the possession of some qualifications also boosted their chances of getting work in the same way, as you would expect. But alone among the three groups, ethnicity was a significant additional factor. Non-white JSA clients had a reduced rate of entry to work compared with white clients, all other things being equal.

#### **Qualifications, numeracy and literacy**

A variable was included in these models which summarised the occurrence of difficulties with literacy and numeracy – difficulties beyond those associated with sensory or physical impairment. For example respondents were asked whether they had ‘...any problems.’ with reading English, or writing English, or with numbers or simple arithmetic.

One in seven of respondents had problems of these kinds and this fraction differed hardly at all between the three target groups. Among each group, those with such problems were far less likely to find work. Among lone parents for example only nine per cent of those with literacy or numeracy problems were in work at the second interview and just 20 per cent of them had had some work over the survey period. Among the majority who did *not* have these problems, the corresponding figures were 24 per cent and 35 per cent in work.

However, when this variable summarising problems with literacy and numeracy was included in the models, it did not attain significance when other factors were taken into account. Among lone parents, where the bi-variate relationship between literacy and numeracy problems and not getting into work was strongest, it did attain significance when other markers for advantage or disadvantage were removed, especially when educational qualifications were removed.

But among sick or disabled clients and JSA clients, removing other variables in a plausible sequence – qualifications, health, age and so on – did not assign a significant independent role to this basic skill deficit. In the case of JSA clients, it was interesting that half those who said they had such problems actually had some educational qualifications. And among sick or disabled people, the effects of health and prior experience were too dominant. Indeed, problems with literacy and numeracy in many cases may have been connected to their disability. None of this suggests that

remedying such basic skill deficits in unemployed people is not a good idea. But even among those without qualifications, it may not lead reliably to an increase in the rate they find employment.

### 3.4 Orientation to the labour market

Another way of looking at the likely effects of ONE on labour market participation is the extent to which those remaining out of work still see themselves as potential workers. While the majority of clients - the lone parents and sick or disabled clients - retain a choice in whether or not to seek work, this is an important consideration.

Table 3.6 provides a detailed breakdown of respondents' position at each interview. Table 3.7 summarises, in three categories, the orientation to work among those still without a job: whether they were looking for work, not looking but hoping for a job, and those who felt unable or unwilling to seek work at all.

JSA clients are given small choice in this matter since they are all supposed to be looking for work, though a minority in both ONE and pilot areas said they were not looking for work when interviewed. As the more work-ready JSA clients moved into work between the two interviews, so the fraction among those remaining who said they were no longer looking for a job grew to about a quarter. Nearly all of these said that they would like to have a job. But there was no sign that among those still out of work their interest in working or staying at home was any different in pilot areas compared with controls.

Lone parents, by contrast, tended to exercise their choice to remain at home with their children. About half the lone parents at the second interview said that they were not looking for work, though they too would like to have a job at some point in the future. At the first interview, the proportion of out of work lone parents actively looking for a job was 32 per cent compared with 25 per cent among lone parents living in control areas. This difference was statistically significant and fitted well with the similarly significant increase in the number of lone parents actually in work in the pilot areas compared with controls. By the second interview this proportion actively seeking work fell back to 23 per cent in the pilot areas but remained constant at 25 per cent in the controls.

Among sick or disabled clients there was a different pattern again. The fraction among the out of work clients who really no longer knew where they stood in relation to the labour market grew from the first to the second interview. Still the great majority of them were not looking for work, in pilot and control areas equally.

**Table 3.6 Economic activity at first and second interviews in pilot and control areas, by client type**

	<i>Column percentages</i>			
	<b>Lone parent clients</b>			
	<b>First interview</b>		<b>Second interview</b>	
	<b>Pilot</b>	<b>Control</b>	<b>Pilot</b>	<b>Control</b>
Working 30+ hours per week	6	4	10	8
Working 16-29 hours per week	10	8	13	13
Working 0-15 hours per week	5	6	6	7
Waiting to take up a job	1	1	*	2
Looking for work	23	19	16	17
Not looking, would like a job	48	55	52	48
Not looking, cannot/will not work	2	2	3	2
Will not work – ill health	1	2	1	1
No data on job search	3	2	2	3
<i>Unweighted base</i>	<i>679</i>	<i>766</i>	<i>496</i>	<i>555</i>
	<b>Sick or disabled clients</b>			
	<b>First interview</b>		<b>Second interview</b>	
	<b>Pilot</b>	<b>Control</b>	<b>Pilot</b>	<b>Control</b>
Working 30+ hours per week	20	20	22	23
Working 16-29 hours per week	4	5	6	6
Working 0-15 hours per week	2	2	4	2
Waiting to take up a job	9	10	1	*
Looking for work	12	13	13	15
Not looking, would like a job	40	42	36	37
Not looking, cannot/will not work	6	5	5	6
Will not work – ill health	1	1	1	1
No data on job search	6	2	13	10
<i>Unweighted base</i>	<i>583</i>	<i>659</i>	<i>452</i>	<i>445</i>
	<b>JSA clients</b>			
	<b>First interview</b>		<b>Second interview</b>	
	<b>Pilot</b>	<b>Control</b>	<b>Pilot</b>	<b>Control</b>
Working 30+ hours per week	30	34	49	45
Working 16-29 hours per week	5	7	8	10
Working 0-15 hours per week	3	4	5	3
Waiting to take up a job	1	1	1	1
Looking for work	49	44	26	27
Not looking, would like a job	8	6	8	11
Not looking, cannot/will not work	1	1	*	1
Will not work – ill health	3	3	1	1
No data on job search	2	1	*	2
<i>Unweighted base</i>	<i>569</i>	<i>585</i>	<i>381</i>	<i>402</i>

Base: All respondents who made a claim for benefit. Note: columns may not sum to 100 because of rounding.

**Table 3.7 Job search status of non-working respondents by client and area type**

<i>Column percentages</i>				
<b>Lone parent clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Looking for work	32	23	25	25
Not looking, would like a job	66	75	72	71
Not looking, cannot/will not work	2	2	3	4
<i>Unweighted base</i>	498	342	586	372
<b>Sick or disabled clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Looking for work	21	24	21	26
Not looking, would like a job	69	67	70	64
Not looking, cannot/will not work	10	9	9	11
<i>Unweighted base</i>	365	213	397	246
<b>JSA clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Looking for work	86	74	86	69
Not looking, would like a job	13	23	12	28
Not looking, cannot/will not work	1	3	2	3
<i>Unweighted base</i>	327	136	300	159

Base: All respondents who had made a claim for benefit and were not in paid work at second interview.

A third approach to measuring contact with the labour market is taken in Table 3.8 which shows when those still out of work at each interview estimate they may begin looking for work. Whilst, as we saw above, most of the JSA clients were looking for work already, as they are required to do, those excusing themselves from immediate search often gave quite distant estimates as to when they might resume the search for work. Among lone parents, the majority of those not looking for work also gave quite distant dates for beginning a search. Among the sick or disabled clients these dates lengthened perceptibly between the first and second interviews. Again though, none of these figures differed in way that suggested any impact of exposure to ONE that may have led to respondents foreshortening the time to when they might begin or resume the search for work.

**Table 3.8 Expected job search of non-working respondents by client and area type**

<i>Column percentages</i>				
<b>Lone parent clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Looking for work	32	24	21	27
Expects to look in next six months	12	11	18	12
Expects to look in 7-24 months	32	24	29	25
Expects to look at some time (not in next two years)	22	39	22	32
Not expecting to look again	2	2	10	4
<i>Unweighted base</i>	498	372	586	393
<b>Sick or disabled clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Looking for work	21	24	21	25
Expects to look in next six months	18	8	15	12
Expects to look in 7-24 months	29	10	34	10
Expects to look at some time (not in next two years)	22	47	21	42
Not expecting to look again	10	12	9	12
<i>Unweighted base</i>	365	260	397	253
<b>JSA clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Looking for work	86	72	86	69
Expects to look in next six months	5	7	6	11
Expects to look in 7-24 months	4	6	4	8
Expects to look at some time (not in next two years)	3	11	2	9
Not expecting to look again	1	5	2	3
<i>Unweighted base</i>	327	150	300	173

Base: All respondents who had made a claim for benefit and were not in paid work at interview.

Note: Columns may not sum to 100 because of rounding.

Those who were not looking for work were asked to say in their own words what were the reasons that discouraged or prevented them from looking. Table 3.9 presents results from the second interview for lone parents and sick or disabled clients. Too few JSA clients were not looking for work to allow this analysis for them. As you might expect, lone parents' reasons were dominated by family considerations and sick or disabled clients' by their health. Results from the first interview are not shown, largely because it is a complicated table and the results from the first interview were anyway so similar. Taken over the two interviews,



about one in 10 of the lone parents either had a new baby or were pregnant when interviewed. This is a significant loss from the total of lone parents who might reasonably be expected to work. It might also be counted a disappointment, perhaps, that still about one in seven lone parents in both pilot and control areas said spontaneously that they feared they would be financially worse off in work. The proportion anxious about childcare is consistent with other research, at about a third. It is an important barrier to work but not an overwhelming one.

**Table 3.9 Reasons for not looking for work by client and area type, at second interview**

	<i>Multiple response percentages</i>			
	Lone parent clients		Sick or disabled clients	
	Pilot	Control	Pilot	Control
<b>Health problems</b>				
Long-term sickness/incapacity	6	11	49	48
Temporarily sick/injured	6	5	31	34
<b>Family issues</b>				
Looking after the children/home	84	80	15	20
Pregnant	3	9	1	1
Can't find affordable childcare	21	16	3	2
Can't find suitable childcare	13	13	2	1
<b>Financial issues</b>				
Would be worse off in work	17	16	3	4
Could not keep up with housing costs if lost benefits	9	8	*	3
<b>Other issues</b>				
Don't feel prepared for work/ need training	9	6	7	8
No suitable jobs/no jobs paying adequate wages	7	4	2	2
In training or education	5	4	3	1
Prefer not to work	*	2	1	3
Other	7	5	6	6
<i>Unweighted base</i>	251	261	152	164

Base: All respondents who had made a claim for benefit and were not looking for work at interview.

Note: Respondents could give more than one answer so columns do not sum to 100.

On the specific point of being better off in work, respondents who had earlier managed to guess how much in wages they might settle for if they were to accept an offer of work were asked to say whether starting at these wages would leave them better off, worse off or at about the same level of income. More than half the sick or disabled clients and about seven out of 10 of the JSA clients believed they would be better off in work, even accepting the lowest wages they would accept. This

presumably is why they would accept them. Quite small minorities said they would be worse off, but it is not unknown for people to take jobs at unfavourable entry wages against the expectation that they will soon earn more. Better to start at something, they believe, than to slip further and further into a long spell of unemployment. Some of the JSA clients might well believe they would anyway be obliged to start at an offer of low wages, even if travel and other expenses could leave them out of pocket. None of these views differed, however, between pilot and control area respondents.

The response of lone parents was more puzzling. They were much more evenly divided about the financial outcome of a job at their lowest acceptable wages, about a third said they would be worse off, which raises the question of to what extent these wages were actually acceptable. Respondents do not apply logical tests to questions before they answer them. The fact remains, though, that a substantial minority of lone parents recently in contact with the benefit system still felt that at anything like the sort of wages they might command, they would be worse off in work. At the first interview, this proportion did not differ between pilot and control areas. But by the second interview, this had changed. In pilot areas 44 per cent expected to be better off compared with 28 per cent who expected to be worse off. In control areas, these figures were 33 per cent and 39 per cent (Table 3.10). This difference is statistically significant at the five per cent level.

**Table 3.10 Perceived financial situation in work, if they achieved their reservation wages, by client and area type, first and second interviews**

*Column percentages*

<b>Lone parent clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Better off	39	44	34	33
Worse off	34	28	39	39
No difference	15	16	17	15
Depends	12	12	10	12
<i>Unweighted base</i>	<i>317</i>	<i>156</i>	<i>372</i>	<i>201</i>

<b>Sick or disabled clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Better off	56	65	51	56
Worse off	25	21	27	22
No difference	17	16	10	6
Depends	5	6	5	6
<i>Unweighted base</i>	<i>238</i>	<i>100</i>	<i>259</i>	<i>131</i>

<b>JSA clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Better off	72	71	66	74
Worse off	12	14	17	16
No difference	10	10	12	6
Depends	6	5	5	4
<i>Unweighted base</i>	<i>238</i>	<i>100</i>	<i>259</i>	<i>131</i>

Base: All respondents who had made a claim for benefit and were not in paid work at interview

Note: Columns may not sum to 100 because of rounding

### 3.5 Looking for work

The next question to ask is whether exposure to ONE encouraged greater flexibility in seeking employment. Clients with fixed ideas of the kinds of work they might do may be encouraged by their Personal Advisers to widen their view of what makes a suitable job. Table 3.11 shows clients' replies to five questions about the type of work they sought. They were asked whether they were looking for a particular kind of job or were open to any work; whether they wanted to work as an employee or would consider self employment; about the range of hours they sought, the level of skills demanded, and their level of optimism about their chances of finding their preferred kind of work.

**Table 3.11 Type of work sought by client and area type, second interview**

	<i>Column percentages</i>					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
<b>Looking for</b>						
A particular type of job	37	34	44	42	38	37
A range of jobs	15	19	19	23	32	32
Any job that you can do	48	47	37	35	30	31
<b>Type of work</b>						
Employee	81	82	79	76	79	79
Self-employed	4	4	8	5	3	4
Either	15	14	12	19	18	17
<b>Hours wanted</b>						
30+ hours per week	27	19	54	50	78	66
16 – 29 hours per week	49	54	20	23	8	9
0 – 15 hours per week	13	13	9	11	2	3
Any work	11	15	16	16	12	22
<b>Skill level needed</b>						
More skills than last job	28	38	26	25	33	27
Fewer skills than last job	7	6	10	13	4	10
Same level of skill	57	54	62	61	58	60
Not worked before	8	2	2	1	5	3
<b>Opportunities available locally for this type of work</b>						
Very good	10	10	7	7	4	5
Fairly good	41	53	40	36	39	40
Not very good	49	37	53	57	57	55
<i>Unweighted base</i>	220	257	132	149	118	146

Base: All respondents who made a claim for benefit and were looking for work or expected to look for work in the next two years.

Note: Columns may not sum to 100 because of rounding.

Little more than a third of all clients felt constrained to look for ‘a particular job...’ though this figure was slightly higher among sick or disabled clients, some of whom will have special employment needs related to their disability. Half the lone parents sought ‘any job they could do’ while more surprisingly perhaps only three in 10 JSA clients said this. After typically 10 months of unemployment (though not always continuously in these cases) JSA clients are supposed to accept any job they can reasonably do. These questions, on the other hand, asked people what they were looking for, rather than what they would accept.

Few clients of any kind were actively seeking self-employed work and the great majority said they just wanted to be employed. Among lone parents there was a familiar preference for employment at shorter hours. JSA clients, having a majority of men among them, stuck to a traditional

preference of seeking 30 or more hours. There was also strong resistance to voluntary de-skilling: few said they were open to offers of work that asked fewer skills than those they had used in their last job, though one in 10 of the sick or disabled clients were specifically looking for less skilled work. Significant minorities of all client groups were still hoping to improve their skill level in a new job. However, though interesting in themselves, none of these variations in preferred jobs were associated with living in a pilot or a control area.

These voluntary constraints on the type of work sought, or in the case of many lone parents the kind of work they looked forward to one day, were not accompanied by any great optimism that such work would be offered by employers. Fewer than one in ten rated their chances of such an offer as '...very good' and typically about half were pessimistic about it. Among lone parents, such pessimism was more common among those living in pilot areas compared with those in control areas and this difference was statistically significant at the five per cent level. This may be counted a disappointment since, if nothing else, ONE is supposed to raise optimism about a return to appropriate work. But this difference is not seen among the two other client groups and is far more likely to be a statistical 'blip' of the kind that occurs regularly when a large number of comparisons of similar kinds are made together.

A second sequence of six questions moved respondents beyond consideration of what kind of job offer they were looking for, or hoped to get, and asked about the kinds of working conditions they would or would not actually accept. Respondents were asked whether they would accept work that was temporary or involved part-time hours, or whether they would accept shift work, including night shifts, and weekend work. Significantly, the proportions willing to accept part-time work were higher than those saying specifically they would prefer part-time work. Even about half the JSA clients conceded that they would definitely accept part-time work if no full-time job were available and a quarter more would consider it. The lone parents were nearly all open to part-time work since they anyway had a basic preference for short hours. Few of the sick and disabled clients actually refused to consider part-time work. Among lone parents and the sick or disabled clients, respondents in the control areas were more likely to say they would definitely accept part-time work compared with those in pilot areas. These differences are statistically significant. Among JSA clients, a similar difference appeared but it was not significant. Whether this is an effect of ONE is questionable, particularly in the light of low take-up among lone parents and sick or disabled clients. But it is possible that Personal Advisers will focus some clients on insisting on a proper job.

In other respects of job-choice, no significant differences emerged between respondents living in pilot and control areas. Lone parents were predictably reluctant to consider many forms of shift work, though night shifts earned majority acceptance from no group.

Tables 3.11 and 3.12 include responses only to the second survey. Those from the first survey are given in Table 5.19 and 5.20 in Green *et al.*, (2000) and are so similar as to be not worth repeating here. Though from another point of view they ought to differ. Many of those giving responses in the first interview had entered work by the second, leaving a smaller sample of people who had then typically spent far longer out of work. It is possible to say that such a residual group ought to have had, or ought to have developed, more flexible views about the sorts of work they would find acceptable compared with those they maintained earlier. It might be argued that under ONE, residual jobseekers should have developed significantly more flexible and enterprising views about what work they would accept compared with controls, but there is no evidence for this.

**Table 3.12 Acceptable forms of work by client and area type**

	<i>Column percentages</i>					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
<b>Accept part-time job</b>						
Yes	84	91	59	72	49	57
No	8	3	13	16	24	23
Possibly	9	6	27	12	27	20
<b>Working shifts</b>						
Yes	24	22	45	53	56	58
No	62	58	43	36	28	32
Possibly	14	19	12	10	11	10
<b>Working nights</b>						
Yes	16	19	41	46	47	50
No	74	76	50	46	43	44
Possibly	10	5	9	8	10	6
<b>Working weekends</b>						
Yes	31	34	51	57	59	68
No	52	51	38	23	26	20
Possibly	16	15	12	20	15	12
<b>Hours varying from week to week</b>						
Yes	42	41	66	71	66	65
No	38	42	22	15	17	24
Possibly	20	17	18	14	17	4
<b>Temporary job (less than 6 months)</b>						
Yes	42	47	48	56	57	66
No	39	38	31	26	28	23
Possibly	19	15	21	18	15	12
<i>Unweighted base</i>	220	257	132	149	115	146

Base: All respondents who made a claim for benefit and were looking for work or expected to look for work in the next two years.

Note: Columns may not sum to 100 because of rounding.

Next to actually finding a job, the keenest test of new encouragement to seek work is the amount of effort spent looking for one. We have established at this second interview that the proportion in work did not differ between respondents living in pilot or control areas. Did those in pilot areas look any harder? Table 3.13 shows the number of different methods used to look for work, the hours spent looking during the preceding week and the number of job applications made during the previous four weeks.

At the first interview the lone parents *were* looking harder. Or at least those in the pilot areas said they had spent more hours looking for work during the previous week than had those in the control areas. This fitted well with their significantly greater numbers entering work in the pilot compared to control areas and the significantly greater numbers of the rest who said they were looking for a job. At this second interview, however, this difference had decreased to the extent that it was no longer statistically significant, along with the previously significant differences in the proportions of lone parents looking for work and finding it.

**Table 3.13 Average job search by client and area type at second interview**

	<i>Column percentages</i>					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
<b>Number of methods used</b>						
1 – 2	39	31	28	25	12	6
3 – 5	54	60	52	54	57	59
6+	8	9	20	21	31	35
Average number of methods used	3	3	4	4	4	5
<b>Number of jobs applied for in last four weeks</b>						
0	44	53	31	29	28	13
1 – 2	29	26	35	24	24	17
3 – 5	14	15	12	30	26	32
6 – 10	7	3	10	10	18	24
11+	5	3	12	8	4	15
Average number	1	0	2	2	2	4
<b>Hours spent looking for work in last week</b>						
Up to 2 hours	59	68	46	36	28	29
3 – 5	18	14	36	27	23	31
6 – 10	21	11	10	26	24	26
11+	3	7	8	11	24	15
Average hours	2	2	3	4	5	5
<i>Unweighted base</i>	78	92	54	62	97	108

Base: All respondents who made a claim for benefit and were looking for work at interview.

Note: Columns may not sum to 100 because of rounding. Average refers to median.

JSA clients were looking for work for a greater amount of time while the lone parents searched for a shorter amount, as you would expect. Sick or disabled clients looked for longer than the lone parents looked and less than JSA clients.

There was no other evidence that ONE may have influenced the rates of activity in looking for work among those remaining without work at the second interview. Overall, there was some evidence that the intensity of jobseeking, if that is what these three questions measure, had slackened (cf. Table 5.28 in Green *at al.*, 2000). For example, the median number of hours spent looking for work during the previous week by JSA clients had fallen from six to five and the number of jobs applied for in the previous four weeks fell from five to three. This fall is not due to those more active at the time of their first interview finding work more frequently. If this comparison is limited to those who were looking for work at both interviews, the same fall of typically about an hour a week is apparent.

### *3.5.1 Continuing to claim benefit*

Respondents who remained out of work quite often changed their benefit status, and the type of benefit they claimed, in ways that indicated that client groups are not always stable categories. Over a period of a year, one in 10 of the lone parents picked up a disability benefit, often a disability premium to their Income Support (Table 3.14), so they are unlikely to be searching for work very soon.



**Table 3.14 Benefit receipt at interview of non-working respondents by client and area type**

<i>Column percentages</i>				
<b>Lone parent clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Receives JSA	5	2	3	3
Receives Income Support	88	87	92	87
Receives a disability benefit	10	8	11	12
Receives none of these	6	8	5	8
<i>Unweighted base</i>	493	381	582	439
<b>Sick and disabled clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Receives JSA	11	11	12	13
Receives Income Support	45	48	47	52
Receives a disability benefit	58	54	57	52
Receives none of these	10	11	7	8
<i>Unweighted base</i>	359	285	393	299
<b>JSA clients</b>				
<b>Interview:</b>	<b>Pilot</b>		<b>Control</b>	
	<b>First</b>	<b>Second</b>	<b>First</b>	<b>Second</b>
Receives JSA	72	48	71	43
Receives Income Support	8	17	9	25
Receives a disability benefit	9	8	8	11
Receives none of these	17	24	20	24
<i>Unweighted base</i>	326	161	300	182

Base: All respondents who made a claim for benefit and were not in paid work at interview.

Note: Respondents could have received more than one type of benefit so columns do not sum to 100.

More strikingly though, only half the sick or disabled clients who continued out of work were actually receiving a benefit for disabled people by the second interview. The others were on JSA or more frequently on Income Support. Even fewer of the JSA clients said they remained on JSA. About a quarter, though, received no benefits sometimes because their contributory benefits had expired and were not replaced by means-tested benefits because they had other family income, especially a spouse's earnings. Or their circumstances had changed. Some of these will never have received benefit because, having applied for benefit and thereby entered the system, they were ruled ineligible for benefit but not ineligible for the services available in ONE.

**3.6 Alternatives to work: education, training and voluntary work**

Overall, about one in 10 sick or disabled clients, one in seven lone parents and one in five JSA clients had engaged in some kind of educational work-related course since entering the benefit system. Among sick or

disabled and among JSA clients these proportions were equal in pilot and control areas. But among lone parents, 19 per cent in pilot areas and 13 per cent in control areas had done or were still on a course and this difference, though not large, is statistically significant.

**Table 3.15 Work-related courses or voluntary work at second interview**

	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
Percent in work-related education	11	8	4	7	10	12
Percent of these begun since last interview	66	71	60	69	79	74
Percent doing any other courses since Jobcentres visit	8	5	5	3	8	10
Percent doing any course	19	13	10	10	18	20
Percent doing any voluntary work	7	7	9	6	11	7
Bases	550	594	453	444	435	459

Among JSA clients, a fifth of these courses were done at work and so a quarter of them were described as 'full-time'. Otherwise, among all groups, they were done mainly in evening institutes, FE colleges, skill centres or private sector training schemes and these were only rarely described as 'full-time'. The majority were said to lead to a qualification of some kind.

Voluntary work was relatively rare and its incidence differed little between pilot and control areas. Almost none of the sick or disabled clients had taken up any activity under the therapeutic work provisions of disability benefit rules.

### 3.7 Summary

This chapter has examined labour market participation among the three client groups in pilot and control areas at two points in time. On average, these interviews took place four and a half months and then 10 and a half months after respondents' entry to the benefit system and, in the pilot areas, their entry to ONE. The analysis was limited to the majority who had gone on to claim benefit by the first interview.

#### 3.7.1 Lone parent clients

At the first interview, a significantly greater proportion of lone parents in ONE pilot areas had entered work of 16 or more hours a week (16-vs-12 per cent), more of the remainder said they were looking for work, and were looking for more hours each week, compared with lone parents

in control areas. By the second interview these differences had decreased to the extent that they were no longer statistically significant, with 23-vs-21 per cent in work of 16 or more hours a week. A significantly greater proportion of out-of-work lone parents in the pilot areas said they expected to gain financially from work and more of them had taken up work-related education and training compared with those in control areas. On the other hand, they were slightly less inclined to accept part-time work and significantly less optimistic about their chances of finding preferred working conditions.

There may be a number of explanations for the change described in the previous paragraph. The result from the first interview certainly seemed to show that ONE had had some impact on lone parents. The three significant results suggested a consistent impact, both on their entry to work and on the vigour of job search among the remainder. This appeared true despite the low take-up in ONE pilot areas: less than one in three lone parent clients had had meetings with Personal Advisers. Why was this significant result absent five or six months later?

It may be possible to say first that this is simply how ONE works for lone parents – that it hastens into work those already inclined to enter work and raises interest in looking for work among those already inclined to look. This effect may then have been increased in strength by the coincidental introduction of Working Families' Tax Credit. It was introduced equally in pilot and control areas but it gave Personal Advisers in the ONE areas something new and encouraging to say about lone parents' entry to work and about the increased financial incentives to work created by the change from Family Credit to Working Families' Tax Credit. Indeed, at the first interview far more lone parents in the pilot areas had received a 'better off' calculation than had received one in the control areas (20-vs-7 per cent). By the second interview, however, the encouragement provided by WFTC, together with the slow movement into work that would have occurred anyway, asserted itself equally in pilot and control areas, reducing the comparative outcome to non-significant levels. In addition, only small numbers of those who attended their first Personal Adviser meeting went on to attend more, so few clients experienced a full continuing service of the kind intended by ONE. This may have limited the extent to which ONE Personal Advisers were able to influence labour market outcomes.

Although this return to parity between pilot and control areas may be counted a disappointment from a policy point of view, it is still a gain if ONE causes some lone parents to move into work faster than they might have done. The time spent on out-of-work benefit is shortened. It is too early to say conclusively that ONE does have such an impact, or that it will continue to do so once the novelty of WFTC has waned. If the Personal Advisers of the Basic Model of ONE can achieve this much by meeting only one in three lone parent clients, those in the next phase of

ONE might achieve more by meeting them all. Those they meet, on the other hand, will not be solely a self-selected group of volunteers of the kind who participated in the voluntary stage. The majority will be those who would not have volunteered and will to varying degrees be there on sufferance. This study cannot tell us how they might respond. The second phase of this evaluation programme will tell us more.

Otherwise, the factors encouraging and discouraging lone parents to work were ones familiar from other research. Entry to work among lone parents was increased by finding a partner or reconciling with a previous one, having educational qualifications and some experience of paid work during the preceding two years. It was discouraged by having a child under five, by problems with literacy and numeracy, and by poor health.

*3.7.2 Sick or disabled clients* Compared with lone parents, sick or disabled clients were more likely to find a job by the first interview, with a quarter finding work in pilot and control areas alike. This proportion rose only little by the second interview and there were no differences in labour market activity associated with ONE, except that, similar to the lone parents, fewer in pilot areas were willing to consider part-time work.

Their previous labour market record and their subsequent health strongly determined the chances of sick or disabled clients finding work. In addition, men who had partners were more likely to find work and women who had young children and lived in social accommodation were much less likely to enter paid jobs.

The strength of these accumulated differences illustrated the corresponding strength that any intervention has to have to make a significant additional difference to the chances of sick or disabled people entering work.

*3.7.3 JSA clients* Employment among JSA clients increased throughout the survey period and the majority of JSA clients were in paid work of 16 hours a week or more by their second interview: 58 per cent in pilot areas and 55 per cent in controls, a non-significant difference. Since entering the benefit system, 72 per cent in pilot areas and 70 per cent in control areas had a period in paid work of these hours.

The main factors keeping the remainder from work were familiar ones, including poor health and a lack of qualifications. But members of ethnic minorities were significantly less likely to find work compared with white JSA clients. Among those remaining unemployed, efforts to find work reduced in intensity between the first and second interviews, though this happened equally in pilot and control areas.

## 4 LABOUR MARKET OUTCOMES FOR ONE PARTICIPANTS AND NON-PARTICIPANTS IN THE PILOT AREAS

In this chapter we assess the impact of early participation in ONE on labour market activity at the second interview, which took place about 10 months after the sample claim. The four outcomes we consider are:

- any paid work;
- paid work of 30 hours or more per week;
- paid work of 16 hours or more per week; and
- economic activity, which includes paid work, being on a government scheme, or actively-seeking paid work.

The basis for our estimate of ONE effects is a comparison of outcomes for participants relative to non-participants in the four pilot areas. It therefore complements the analysis presented in Chapter 3 which compares outcomes in the pilot areas with those in the control areas. One advantage of the approach in this chapter is that, by focusing on differences in outcomes for participants and non-participants in the same areas, we can discount location as a possible source of differences.

The remainder of this chapter is set out as follows. We begin by defining our population and our concept of participation in ONE. Then we go on to describe the methodology for establishing the impact of ONE on labour market outcomes. Finally we present the analysis and results for lone parents, followed by the analysis and results for the sick or disabled.

### 4.1 Participation in ONE

Participants are defined as those who said they had attended a Personal Adviser interview by the time of the Wave 1 survey interview about four or five months after the claim. Up to that point, ONE was a voluntary programme for lone parent and sick or disabled clients. So, strictly speaking, our participants are early volunteers for the programme. Between Waves 1 and 2 of the survey, ONE became compulsory in the sense that failure to attend the initial Personal Adviser interview without good cause could attract benefit sanctions. As discussed in Chapter 2, some clients who declined to take part in ONE during the voluntary phase then made a claim for benefit and participated in the compulsory programme.<sup>22</sup> These are counted as ‘non-participants’ for this analysis. The impact of ONE during the compulsory phase will be examined in the Cohort Two analysis.

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<sup>22</sup> Sixteen per cent of those who participated in the early voluntary programme and about eight per cent of those who declined to participate had seen a Personal Adviser since the first interview in connection with a new claim for benefit. Most of these contacts occurred after ONE had become compulsory.

Our decision to define participation as participation up to the Wave 1 interview is motivated by the desire to ensure that there is a reasonable time gap between programme participation and labour market outcomes. This is necessary to draw causal inferences about ONE's impact. To refer to labour market statuses as 'outcomes' of the programme when they are contemporaneous with, or measured shortly after participation, might be misleading.

Therefore, the ONE impact we are analysing is the effect of early participation in a voluntary scheme which subsequently became compulsory for those making new claims.<sup>23</sup>

We conduct separate analyses for two eligible groups: lone parents and the sick or disabled. Claimants of the Jobseeker's Allowance (JSA) are excluded from the analysis because all JSA claimants in the pilot areas were expected to participate in ONE. Both groups became eligible for ONE by enquiring about claiming benefits four to five months prior to the wave one interview date. In the event, about 10 per cent of lone parents and about 15 per cent of the sick or disabled respondents did not go on to claim benefits and so could not have attended a ONE interview. The non-claimant group may differ in some respects from those going on to claim. Early leavers often possess attributes giving them a competitive advantage in the labour market, allowing them to move into jobs early on. Some may have been dissuaded from claiming because they incorrectly perceived that the ONE work-focused interview was compulsory and that benefit was conditional upon seeking work. But it would be wrong to exclude the non-claimant group from our non-participants simply because they may be different. All voluntary schemes are subject to high early drop-out rates. This simply means that the effects of participation are assessed relative to outcomes for people who either never went on to make a claim, and those who claimed and chose not to participate. The exclusion from the analysis of a group who chose not to claim, and therefore not to participate, would result in an estimation of the programme effect relative to a sub-group of non-participants. The exclusion of non-claimants from the non-participant group would bias estimates of the programme effect.<sup>24</sup> In any event, re-running the analyses excluding the non-claimant group does not affect our results.

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<sup>23</sup> It is worth noting that, if those eligible for ONE were aware that it was going to become compulsory in the near future, this may have affected their labour market behaviour. For instance, those averse to participating in ONE may have been less inclined to leave benefit for a risky job if they felt that they would be subject to the compulsory scheme in the near future. We are not evaluating a programme where participation remained voluntary throughout.

<sup>24</sup> This is because whether an individual went on to make a claim is not independent of their subsequent labour market outcomes since potential clients will only claim if they have failed to get a job early on. (Technically speaking, claimant status after eligibility for ONE is endogenous with respect to labour market status at Wave 2 and so cannot be used as a basis for selection of a non-participant comparison group). Furthermore, to the extent that our analysis controls for attributes influencing labour market outcomes, we should not be concerned about the possibility that early drop outs may be better equipped to enter the labour market.

#### 4.2 The method used to estimate the ONE effect on labour market outcomes

To estimate the impact of participation in a programme such as ONE on the labour market outcome of individuals eligible for that programme, it is necessary to know what the outcome would have been if the individual had *not* participated in the programme. Only then can we isolate the effect of the programme from other influences on labour market outcomes. The problem is that we can not observe the outcome which would have resulted if an individual had made an alternative choice (that is, if participants had chosen not to participate, and *vice versa*). In other words, we can not observe this hypothetical outcome, known as ‘the counterfactual’.

Simple inspection of differences in outcomes between those participating and those not participating in the programme is likely to be misleading since no account is taken of selection into the programme. If there are systematic differences in characteristics across participants and non-participants that are likely to influence labour market outcomes, failure to take account of these will bias any estimate of the programme effect.

The technique most commonly regarded as the best way to account for selection effects is the creation of a control group of individuals who are randomly denied access to the programme. The outcomes of those participating in the programme relative to those in the control group provide an indication of the programme effect. This approach was not deemed appropriate for the evaluation of ONE<sup>25</sup>. Instead, two alternative approaches have been used. The first approach involves the use of a matched comparison area design. This entails comparisons in labour market outcomes for individuals located in the ONE pilot areas relative to outcomes in a group of control areas which are matched with the pilot areas on various demographic and economic measures. This approach is the basis for the analysis reported in Chapter 3 of this report and in the report of the first wave.<sup>26</sup> In this chapter we adopt the second approach which is known as ‘propensity score matching’. We confine our analysis to those in the pilot areas, but instead of simply inspecting differences in outcomes across participants and non-participants, we compare outcomes for participants relative to matched counterparts in the non-participant group who are similar. These matched counterparts become the counterfactual for the treated person, so that the outcome of the matched comparator in the non-participant group can be regarded as the outcome that would have resulted had the participant not participated in the programme. Comparing the average outcome of those in the participant group with their matched counterparts provides an indication of the effect of the programme in a similar way to random assignment, which is why such methods are often referred to as ‘quasi-experimental’.

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<sup>25</sup> This is mainly because one of the objectives of ONE was to change the culture of the benefits system and the general public as a whole, and for this reason it was decided that ONE should be available to all clients in pilot areas.

<sup>26</sup> Green *et al.* (2000) *The First Effects of ONE: Survey of Clients: Cohort One, Wave 1*, DSS Research Report No 126., CDS: Leeds.

Underlying the propensity score matching method is the assumption that, if one can control for differences in characteristics between individuals in the participant and non-participant groups, the outcome that would result in the absence of the treatment is the same in both cases. Of course, this outcome is directly observed for the group participating in the programme. But this assumption allows the counterfactual outcome for the participant group to be inferred from what happens to the non-participant group, so that any differences between participants and non-participants can be attributed to the effect of the programme. With all relevant differences between participant and non-participant groups accounted for, the matching technique can be viewed as the non-experimental analogue of a random assignment approach.

For this key identifying assumption to be plausible, one must be able to control for all characteristics affecting both programme participation and labour market outcomes jointly. This requires very informative data. In the case of the ONE evaluation such data were available from administrative and survey sources, so that the propensity score matching technique seems defensible. However, it is worth noting that it is not possible to test whether the model of participation does, in fact, include all relevant factors.

The technique used to match participants with non-participants is described in Appendix C, which also contains discussion about generalising from the results.

#### 4.3 The ONE effect on lone parents' labour market outcomes

This section is organised as follows. Firstly we comment on the characteristics that were found to be associated with whether or not lone parents participated in ONE. Then the comparisons of labour market outcomes for the matched participants and non-participants are discussed. Detailed information about non-response, sample attrition, participation probabilities and the matching process are included at Appendix C.

The probability of lone parents participating in ONE varied according to a number of factors, including the pilot area which they lived in. It is not possible to establish whether this mirrors different ways of administering the programme across areas, or whether the variable is capturing other area-related effects such as labour market or regional differences. The only demographic characteristic to affect participation was poor health, which lowered the likelihood of participation.

Turning to labour market experiences, the time individuals had spent in paid work in the two years prior to claiming had no significant effect on participation probabilities. However, any time spent looking after the family or home over that time lowered the likelihood of participating in the programme. Social class, as measured by the occupational status of individuals in their last job prior to claiming, had some influence on the likelihood of participating, with participation rates highest among skilled non-manual workers.



Although qualification levels did not influence participation, those holding a valid car or motorcycle licence were significantly more likely to participate.

Household characteristics were not generally significant predictors of lone parents' probability of participation. Housing tenure, the acquisition of a partner since claiming, others working in the household, and the possession of a telephone all had no significant effect. However, not surprisingly, participation probabilities were significantly lower among those with children under school age. Whether lone parents had claimed an in-work benefit in the two years prior to the sample claim is partly a function of their earning capacity, choice of hours, and household structure. Interestingly, those who had made such a claim were significantly less likely to participate in ONE than those who had not made a claim over that period.

The table of probabilities is shown in Table C.2 within Appendix C.

**4.3.1 Results** Table 4.1 shows the proportion of lone parent participants and non-participants who, at the wave two interview, were in the four outcome groups described at the beginning of this chapter, that is being in paid work, working 30 hours or more per week, working 16 hours or more per week, and being economically active.

**Table 4.1 ONE effect on lone parents' labour market status at the Wave 2 interview**

	No weights	Matched	Sample weights	Matched with sample weights
<b>Any paid work</b>				
NP	.27	.33	.26	.33
P	.39	.39	.38	.38
Significance		$F(1,516)=1.08$ $Prob>F=.3002$	$F(1,516)=7.21$ $Prob>F=.0075$	$F(1,516)=1.02$ $Prob>F=.3137$
<b>30+ hours job</b>				
NP	.09	.12	.10	.13
P	.13	.13	.14	.14
Significance		$F(1,516)=.02$ $Prob>F=.9020$	$F(1,516)=1.80$ $Prob>F=.1808$	$F(1,516)=.02$ $Prob>F=.8828$
<b>16+ hours job</b>				
NP	.21	.29	.20	.29
P	.33	.33	.33	.33
Significance		$F(1,516)=.59$ $Prob>F=.4422$	$F(1,516)=8.36$ $Prob>F=.0040$	$F(1,516)=.50$ $Prob>F=.4797$
<b>Economically active</b>				
NP	.35	.44	.35	.44
P	.52	.52	.52	.52
Significance		$F(1,516)=2.35$ $Prob>F=.1256$	$F(1,516)=12.95$ $Prob>F=.0004$	$F(1,516)=1.94$ $Prob>F=.1642$
N observations	517	517	517	517

Notes

- (1) Figures relate to proportions in that labour market status at Wave 2.
- (2) Of the 517 observations, 162 are ONE participants (P) and 355 are non-participants (NP).
- (3) Matching with 0.01 radius.
- (4) Sample weights account for non-response at wave one conditional on being in the issued sample and attrition between waves one and two, conditional on responding at wave one.

Results are presented in four columns. The first, headed 'no weights', shows the raw data without matching or sampling weights. The column shows that participants had higher employment rates, with much of the difference accounted for by jobs of 16-29 hours per week (subtracting row two from row three indicates that 20 per cent of participants were working 16-29 hours per week, compared to 12 per cent of non-participants). However, column two shows that the employment rate gap closes once participants are matched with non-participants such that the gap is no longer statistically significant.

Applying the sampling weights has little effect (compare column three with column one). In the unmatched data with sampling weights, participants have significantly higher employment rates than non-participants, although the gap is not significant if one focuses on jobs of over 30 hours per week. The last column presents the gap in economic activity rates in the matched data with sampling weights.<sup>27</sup> Once again, a large gap in the unmatched data becomes much narrower and statistically non-significant in the matched data.<sup>28</sup>

These results suggest that more favourable outcomes for lone parents who participated in ONE, relative to those who did not, are due to factors other than participation in the programme. Table C.3 (Appendix C) suggests that those volunteering for ONE had a comparative advantage in the labour market relative to non-participants arising from their qualifications and labour market experience prior to participation. For example, 56 per cent of participants held a valid car or motorcycle licence, compared to 45 per cent of non-participants; 34 per cent of participants were qualified to A-level or above, compared with 25 per cent of non-participants; and participants were more likely to have spent time in paid work in the two years prior to eligibility for the programme.

The importance of these factors is confirmed in a probit equation estimating the likelihood of paid work at Wave 2 (Appendix D Table D.1). It indicates that factors significantly increasing the employment probabilities of lone parent clients include recent work experience, higher qualifications, a valid car or motorcycle licence, acquiring a partner, and

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<sup>27</sup> We are aware of no examples in the literature where sampling weights have been applied to radius-matched data. We have simply combined the matching and sampling weights. The results in column four should therefore be treated with some caution. In any event, the results are unaffected by weighting.

<sup>28</sup> The estimation of propensity scores and the matching itself both add variation beyond the normal sampling variation. We therefore tested the robustness of our results to random redrawing of the sample using bootstrapping techniques. These estimates confirmed our results.

having access to a telephone.<sup>29</sup> (This does not square well with Table D1. For example, there are three different measures of work experience used. Only one of those shows a significant effect, and that only in the unweighted version of the equation and I could not find the variable for acquiring a partner).

#### 4.4 The ONE effect on labour market outcomes for the sick or disabled

The analysis for the sick or disabled followed exactly the same steps as the analysis for lone parents, so the presentation follows the same format. Detailed information about non-response, sample attrition, participation probabilities and the matching process are included at Appendix C.

The probability of the sick or disabled participating in ONE by the Wave 1 interview is estimated in Table C.5 (Appendix C). The search for the best fitting model means that it differs in some respects to the participation model for lone parents but the variables it contains are similar. However, the effects of these variables are rather different for the sick or disabled. Among the sick or disabled, participation was more likely among the young, women, the less well qualified, those in social rented accommodation, those without access to a car or motorcycle, and those with either no dependent children or two or more. Participation chances were not significantly associated with prior labour market experience nor the possession of a car licence. In contrast, among lone parents, age, gender, tenure, car access and qualification levels were not significant; having young children and having no car or motorcycle licence both reduced participation chances; and previous labour market experience mattered a lot.

##### 4.4.1 Results

Table 4.2 shows the labour market status of sick or disabled participants and non-participants at the Wave 2 interview.

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<sup>29</sup> The equation also indicates that participation in ONE had a non-significant effect on paid work at Wave 2. However, we take no account of selection into the programme in this estimate.

**Table 4.2 ONE effect on the labour market status of the sick or disabled at the Wave 2 interview**

	No weights	Matched	Sample weights	Matched with sample weights
<b>Any paid work</b>				
NP	.32	.30	.32	.33
P	.30	.30	.29	.29
<i>Significance</i>		$F(1,406)=.00$ $Prob>F=.9886$	$F(1,406)=.33$ $Prob>F=.5634$	$F(1,406)=.38$ $Prob>F=.5365$
<b>30+ hours job</b>				
NP	.22	.20	.23	.24
P	.18	.18	.20	.20
<i>Significance</i>		$F(1,406)=.18$ $Prob>F=.6719$	$F(1,406)=.45$ $Prob>F=.5038$	$F(1,406)=.44$ $Prob>F=.5099$
<b>16+ hours job</b>				
NP	.28	.24	.28	.27
P	.25	.25	.25	.25
<i>Significance</i>		$F(1,406)=.01$ $Prob>F=.9164$	$F(1,406)=.29$ $Prob>F=.5904$	$F(1,406)=.05$ $Prob>F=.8229$
<b>Economically active</b>				
NP	.42	.43	.46	.48
P	.48	.48	.50	.50
<i>Significance</i>		$F(1,406)=.72$ $Prob>F=.3963$	$F(1,406)=.52$ $Prob>F=.4711$	$F(1,406)=.09$ $Prob>F=.7703$
N observations	407	407	407	407

Notes

- (1) Figures relate to proportions in that labour market status at Wave 2.
- (2) Of the 407 observations, 137 are ONE participants (P) and 270 are non-participants (NP).
- (3) Matching with 0.01 radius.
- (4) Sample weights account for non-response at wave one conditional on being in the issued sample and attrition between waves 1 and 2, conditional on responding at Wave 1.

There are no significant differences in the proportions of participants and non-participants in paid work or economic activity in either the raw data or the matched data.

The probit estimates of the likelihood of being in paid work at Wave 2 are reported in Table D.2 (Appendix D). The equations show that the work probabilities of sick or disabled clients are higher among whites and those with older and fewer children. They are also higher where they view their recent health as 'good', where they have no long-standing health problem, where they have a telephone, and where there are others working in the household. ONE participation is not significant.

**4.5 Summary** There was no evidence that participation in ONE had increased labour market activity among lone parent and sick or disabled clients.

*4.5.1 Lone parent clients* It appears that early participation in ONE had no significant effect on the employment and economic activity rates of lone parents by the time of the Wave 2 survey interview, some 10 months after eligibility for the programme. Better labour market outcomes, apparent in the raw data, were no longer apparent once participants were compared with 'like' non-participants. Participants' better outcomes were attributable to comparative advantages that were independent of ONE:

- those volunteering for ONE had a comparative advantage in the labour market relative to non-participants arising from their qualifications and labour market experience prior to participation;
- factors significantly increasing the employment probabilities of lone parent clients included recent work experience, higher qualifications, a valid car or motorcycle licence, acquiring a partner, and having access to a telephone;
- ONE participation was not significant.

*4.5.2 Sick or disabled clients* Among sick or disabled clients, the analysis of matched data confirmed what was apparent in the raw data, namely no significant difference in the labour market outcomes of participants and non-participants. There were no significant differences in the proportions of participants and non-participants in paid work or economic activity in either the raw data or the matched data.

The work probabilities of sick or disabled clients were higher among whites and those with older and fewer children.

They were also higher where respondents viewed their recent health as 'good', where they had no long-standing health problem, where they had a telephone, and where there were others working in the household.

ONE participation was not significant.



## 5 BARRIERS TO WORK

A prime objective of the ONE service is that it should help clients to overcome the barriers to working through the help and advice given by Personal Advisers. This chapter evaluates two specific objectives of ONE:

### **Does ONE help the less employable clients find work?**

Analyses are presented which examine the work status of selected groups of clients who are likely to have difficulty finding work, for example, because they lack qualifications or work experience or because their circumstances restrict their job opportunities. Comparisons are made between those living in the ONE pilot areas and those living in the control areas. The conclusions that can be drawn about the effectiveness of ONE from these analyses are limited because, as explained earlier in the report, only just over a third of clients in the pilot areas had experienced ONE so this will dilute any impact that there may have been.

### **How effective is the advice given about overcoming barriers?**

Modelling analysis is used to examine the relationship between the provision of different types of advice by staff/advisers and clients' work status at the second survey interview.

For both the above types of analysis, respondents have been classified according to whether or not they were working at the second survey interview (Wave 2) which took place about 10 months after their claim. This is used as an outcome measure. A point in time measure can have drawbacks as an outcome indicator if there is substantial variability over time in clients' work situations. However, the majority of clients who were working at the Wave 2 interview, had worked continuously since their first interview about four months after claim. This suggests that most clients had fairly stable work status patterns and that their status at Wave 2 provides a reasonably good outcome measure.

### **What kinds of barriers to work do clients themselves perceive?**

The analyses described above are concerned with the evaluation of ONE. In addition, the chapter discusses the job-related, financial and personal barriers reported by clients who were not working at the second survey interview. The analyses presented in this section are purely descriptive because it is not valid to compare pilot and control area clients. If participation in ONE helps some clients to overcome the barriers to work, the residual group in the pilot areas who have failed to find work are likely to have, on average, more severe barriers or problems than the

whole group of non-working clients in the control areas. Another possible distorting effect is that participation in ONE might help clients to identify and reflect on the barriers they face. The subgroups who were not working are therefore not comparable. Also included in this section are descriptive analyses of the arrangements which would help clients with an illness or disability start work. As there were generally few differences between pilot and control areas, in the interests of clarity, the figures quoted refer to the pilot areas only.

## 5.1 Lone parents

### 5.1.1 *Qualifications, work experience and personal circumstances*

Table 5.1 shows the work status at the Wave 2 interview about 10 months after their claim for selected groups whose qualifications, recent work experience or personal circumstances are likely to disadvantage them in the labour market. These are characteristics which would generally predate entry for ONE for those clients who opted for the service. Therefore, any differences between pilot and control areas in the proportions who were working, or looking for work, at the Wave 2 interview could be attributable to ONE.

Among lone parent clients who had not worked for 16 hours or more per week in the two years before claiming, there was no evidence that those in the pilot areas were more likely than the controls to be in the labour market (that is, working or looking for work). In both types of area about one-fifth were working at the second interview. The picture was similar for those who had no educational qualifications with, again, one-fifth of both groups being in work. There were indications, however, that among those reporting longstanding illness at the second survey interview and those with young children, the pilot area respondents were more likely to be working or looking for work. In the pilot areas, 26 per cent of lone parent clients who reported a longstanding illness were working at Wave 2 compared with 18 per cent in the control areas. The same variation occurred in the proportions working among those with a youngest child aged under five, 26 per cent in the pilot areas and 18 per cent in the control areas (Table 5.1). These variations, which were statistically significant, persisted when other relevant factors were taken into account using modelling analysis (see Section 5.1.2).

### 5.1.2 *Effectiveness of advice about overcoming barriers*

As discussed in Chapter 2, clients received various types of advice from staff and it is a specific function of ONE Personal Advisers that they should offer advice about overcoming barriers to work. The analyses in this section attempt to evaluate the effectiveness of the advice given by examining whether the recipients were more likely than other clients to be in work at the Wave 2 interview. The analyses presented are for pilot area clients only because they were more likely to receive advice than control area clients.

There are many personal and circumstantial factors which will determine whether or not a client will be in work – and these may be related to the factors which determine whether or not a particular form of advice is



provided. Modelling analysis permits the effects of different factors to be measured whilst controlling for other factors which may have a bearing on the outcome – in this case, work status at the second survey interview.

The types of advice considered were:

- advice about in-work benefits and the provision of a better-off calculation;
- advice about finding work or training;
- advice about childcare (clients with dependent children).

Other factors which were taken into account were:

- time period between claim date and interview (to control for the amount of time clients had had to find work);
- whether client was living with a partner;
- whether had dependent children and if any aged under five;
- tenure;
- educational qualifications;
- whether had worked for 16 hours or more in the two years before the claim;
- whether had a longstanding illness or disability;
- age group, sex and whether from an ethnic minority group.

A logistic regression model predicts the probability that a person will be in a certain group or condition (in this case, in work at the second interview). The effect of each explanatory variable is calculated as a change in the likelihood (or odds) of their being in that condition as compared with a reference category. Odds of less than one indicate a reduced chance of being in work while odds of more than one indicate an increased chance of being in work compared with the reference category.

The modelling analysis showed that, among lone parent clients in the pilot areas:

- those who had a better-off calculation were over three times as likely to be in work as other clients (odds ratio of 3.4 to 1).
- those who had advice about in-work benefits were over three times as likely to be in work as other clients (odds ratio of 3.6 to 1).
- those who had dependent children and who discussed childcare arrangements were nearly twice as likely to be in work as other clients with children (odds ratio of 1.8 to 1).

Advice about jobs, however, was not a significant factor in predicting the probability of a lone parent client being in work.

It may be that the clients who receive better-off calculations and advice about in-work benefits tend to be more job-orientated than those who

do not. As explained above, the model controls for differences in the independent variables that are included. Insofar as these characteristics are related to work-readiness, the possibly greater propensity for the work-ready to receive such advice would have been taken into account in the analysis. If, however, there were other differences related to work-readiness that were not measured by the survey or not included in the model then it is possible that the better labour market outcomes of those who received advice is reflecting their prior orientation to work rather than their experiences of ONE.

### *5.1.3 Barriers reported at the Wave 2 interview (about 10 months after claiming)*

Respondents who were not working at the second interview were asked to say whether any of a list of possible barriers to work applied to them. The items covered were spread over two Show Cards and covered job related, financial and personal barriers, such as lack of skills and health problems. As explained at the beginning of the chapter, these analyses are descriptive rather than evaluative and the figures quoted are for the pilot areas.

Financial concerns about working were the main type of barrier mentioned by non-working lone parent clients in the pilot areas. Two-thirds mentioned some form of financial concern, the most common being worries about paying housing costs (41 per cent) and a fear that they would be worse off financially when in work (37 per cent) – which highlights the importance of the better-off calculation and advice about in-work benefits. Lone parent clients were much more likely to mention financial barriers than sick or disabled and JSA clients. Such concerns are probably related to their having dependent children which would increase their income from benefits. This would be borne out by analyses comparing clients with and without dependent children in the other client groups. Among non-working sick or disabled and JSA clients, those with children were more likely to mention financial barriers than those with no children (table not shown).

Over a half of non-working lone parent clients reported some form of personal barrier, particularly lack of qualifications or work experience (35 per cent). Two-fifths mentioned a job-related barrier to work: 29 per cent said that there were not enough job opportunities in the locality for people like them and a similar proportion said that it was difficult to find suitable work. Non-working lone parents tended to report more barriers than their counterparts in other client groups, just over three on average (Table 5.2). Among those who reported that they faced none of the barriers listed, the majority were looking after children and planned to work at some time in the future.

Non-working clients who were responsible for children under 16 were asked about specific problems associated with childcare which made it

difficult for them to work (Table 5.3). Common issues mentioned by lone parents were:

- finding reliable childcare (60 per cent in the pilot areas);
- the cost of childcare (53 per cent);
- the need for flexible working hours (46 per cent);
- children needing the parent to be around (55 per cent).

Those mentioning that their children need them to be around were asked whether there was any specific reason for this. The majority, over 70 per cent, said that their children were young or that they just felt that they needed to be there. A minority, however, had children who had a disability or behavioural problem (10 per cent in the pilot areas) (Table 5.4).

Questions about barriers to work were also included in the New Deal for Lone Parents Survey (NDLP).<sup>30</sup> The two samples and the questions asked are not directly comparable. However, the types of barriers mentioned in the NDLP Survey by lone parents who remained on Income Support up to the survey interview (and who might be considered to be comparable to the non-working lone parent clients in the ONE survey) were similar to those presented in Tables 5.2 and 5.3.

#### *5.1.4 Bridges to work for clients with illness or disability*

Among lone parent clients as a whole, around one in six reported that they had a longstanding illness which affected the type or amount of work that they could do. These respondents were asked whether any special arrangements at work might help them to start work (or, for the minority who were working, change jobs.). The most common types of assistance cited by clients in the pilot areas, were (Table 5.5):

- work that was not heavy or physically demanding (55 per cent);
- work where the hours could be varied when the client's health improved or deteriorated (47 per cent);
- the reassurance that the client could return to benefit if the job did not work out (44 per cent).

Relatively few clients considered that a subsidy paid to employers would be helpful (14 per cent in the pilot areas) and this was the case in all three client groups.

## *5.2 Sick or disabled clients*

### *5.2.1 Qualifications, work experience and personal circumstances*

Among sick or disabled clients whose background or circumstances might hinder entry to the labour market, there was no evidence that those in the pilot areas were more likely than the controls to be working or looking for work at the second survey interview, about 10 months after their claim. Some clients in this sample had temporary sickness or injury from

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<sup>30</sup> Hales, J *et al.*, (2000) *Evaluation of the New Deal for Lone Parents*, DSS Research Report No 109, CDS: Leeds (Table 9.6.5).

which they had recovered by the second survey interview. Others, however, had chronic conditions or permanent disabilities and they are the ones most likely to have difficulty finding work. Among those reporting a longstanding illness at Wave 2, the proportions working or looking for work were not significantly different in the two area types (20 per cent and 25 per cent were working and seven per cent and five per cent were looking for work). It is noteworthy that only one in ten of those who had not worked for 16 hours or more per week at any time in the two years before claiming were working at Wave 2. This is a much lower proportion than for the other client groups – two in 10 for lone parents and over four in 10 for JSA clients (Table 5.1).

### *5.2.2 Effectiveness of advice about overcoming barriers*

Modelling analysis was carried out to assess whether sick or disabled clients who received certain types of advice from staff were more likely than other clients to be in work at the second survey interview. The types of advice considered were:

- advice about in-work benefits and the provision of a better-off calculation;
- advice about finding work or training;
- advice about childcare (clients with dependent children);
- advice about help or services relating to health or disability (clients who had a health problem which affected the type or amount of work that they could do).

Other factors which were taken into account are listed in Section 5.1.2, together with an explanation of the modelling procedure. As with the other groups, the analysis was run for pilot area clients only.

The modelling analysis showed that, among sick or disabled clients in the pilot areas, none of the types of advice examined had a significant bearing on work status at the second interview.

### *5.2.3 Barriers reported at the Wave 2 interview (about 10 months after claiming)*

About two-fifths of non-working sick or disabled clients in the pilot areas mentioned one or more job-related barriers to work and a similar proportion mentioned financial barriers. Four-fifths mentioned some type of personal barrier, including just under 60 per cent citing health problems. There was also a relatively high proportion, a third, who said that they lacked confidence (Table 5.2). This is associated with the prevalence of mental health problems among these clients: over three-quarters of the non-working sick or disabled clients in the pilot areas who said that they lacked confidence reported mental illness at Wave 2 (table not shown).

Overall, nine out of 10 sick or disabled clients in the pilot areas mentioned at least one of the barriers prompted on the show cards and the mean number mentioned was three (Table 5.2). Those who reported none of the barriers on the card were generally looking after children or had a

temporary sickness. Some had a longstanding illness but since they did not mention 'health problems' as a barrier, they presumably did not consider that their condition prevented them from working.

About a quarter of non-working sick or disabled clients were responsible for the care of children under 16. They mentioned similar problems with childcare to lone parent clients although, as they were less likely to have very young children, the proportions were lower (Table 5.4):

- Finding reliable childcare (32 per cent in the pilot areas).
- The cost of childcare (31 per cent).
- The need for flexible working hours (25 per cent).
- Children needing the parent to be around (24 per cent).

#### *5.2.4 Bridges to work for those with illness or disability*

Sick or disabled clients who said, at the second interview, that they had a condition which affected the type or amount of work that they could do were asked whether any special working arrangements might help them to return to work (or, for the quarter who were working, change jobs). The most common items mentioned by those in the pilot areas are listed below. They are very similar to the arrangements preferred by lone parent clients (Table 5.5).

- Work that was not heavy or physically demanding (51 per cent in the pilot areas).
- Work where the hours could be varied when the client's health improved or deteriorated (44 per cent).
- The reassurance that the client could return to benefit if the job did not work out (41 per cent).

### *5.3 JSA clients*

#### *5.3.1 Qualifications, work experience and personal circumstances*

In general, JSA clients were less likely than the other client groups to be at a disadvantage in the labour market because of their qualifications, work experience or personal circumstances. While Table 5.1 shows apparent differences in work status at the second interview between pilot and control samples, the bases tend to be small and most of the differences are not large enough to reach statistical significance. Nevertheless, it is worth noting that there was a consistent pattern across the groups examined for clients in the pilot areas to be more likely to be in the labour market (working or looking for work) than those in the control areas.

Among JSA clients who had not worked for 16 hours or more per week in the two years before claiming, over 40 per cent were working at the second interview (48 per cent in the pilot areas, 41 per cent in the control areas). A further third were looking for work. As is to be expected, both figures are considerably higher than for the other client groups. Likewise, among those with no qualifications, about a half were working and between a third and a quarter (35 per cent in the pilot areas, 25 per cent in the control areas) were looking for work. The pattern was repeated again among those who reported a longstanding illness or disability at the Wave 2 interview: about a half were working (53 per cent and 44 per

cent) and over a quarter were looking for work (29 per cent and 27 per cent) (Table 5.1).

### *5.3.2 Effectiveness of advice about overcoming barriers*

As with the other client groups, modelling analysis was carried out to assess whether JSA clients who received certain types of advice from staff were more likely than other clients to be in work at the second survey interview. The types of advice considered were:

- advice about in-work benefits and the provision of a better-off calculation;
- advice about finding work or training;
- advice about help or services relating to health or disability (clients who had a health problem which affected the type or amount of work that they could do).

Other factors which were taken into account are listed in Section 5.1.2, together with an explanation of the modelling procedure. As with lone parents, the analysis was run for pilot area clients only.

The modelling analysis showed that, among JSA clients in the pilot areas:

- those who had advice about in-work benefits were actually less than half as likely to be in work as other clients (odds ratio of 0.4 to 1);
- those who had advice about jobs were only half as likely to be in work as other clients (odds ratio of 0.5 to 1).

These findings are perhaps surprising. One explanation may be that the JSA clients who were given advice about in-work benefits or finding work were those who needed to be persuaded that they would be better-off financially in work or who had difficulty finding work independently. Although the analysis controlled for various characteristics, other unmeasured factors will also have an impact.

### *5.3.3 Barriers reported at the Wave 2 interview (about 10 months after claiming)*

JSA clients who were not working at the second interview were more likely to report job-related barriers to work than other client groups. In the pilot areas, 44 per cent reported that there were not enough job opportunities for people like them and 36 per cent said that it was difficult to find suitable work. Over a half mentioned one or more job-related barriers. Overall, about one in three non-working JSA clients cited some form of financial barrier to work. The most common were worries about managing financially until the first pay day (22 per cent in the pilot areas) and concern about paying housing costs while working (20 per cent). Nearly two-thirds of these clients mentioned one or more personal barriers to working. The most common were lack of qualifications or experience (30 per cent) and age-related barriers, usually mentioned by older people (25 per cent) (Table 5.2).

Looking at all types of barrier, over four fifths of non-working JSA clients in the pilot areas (85 per cent) endorsed at least one of the barriers prompted and the mean number of barriers mentioned was just under three.

#### 5.3.4 Bridges to work for JSA clients with an illness or disability

Only one in six JSA clients had an illness or disability which affected their capacity for work. In the other client groups, the majority of respondents in these circumstances were not working but, among jobseekers, about two-fifths were in work. The types of special arrangements that they felt might help them into work or to change jobs were, however, similar to those mentioned by the other client groups (Table 5.5):

- Work that was not heavy or physically demanding (47 per cent in the pilot areas).
- Work where the hours could be varied when client's health improved or deteriorated (26 per cent).
- The reassurance that the client could return to benefit if the job did not work out (37 per cent).

**Table 5.1 Work status at Wave 2 for groups likely to be disadvantaged in the labour market by client group and area type**

Work status at Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
Has not worked for 16 hours or more in the two years before claiming						
Working	22	20	11	10	48	41
Looking for work	8	7	10	13	34	33
Economically inactive	70	73	79	77	18	26
<i>Unweighted base</i>	275	263	141	115	110	81
<b>No qualifications</b>						
Working	19	19	23	25	49	49
Looking for work	11	9	10	10	35	25
Economically inactive	70	72	67	65	16	25
<i>Unweighted base</i>	155	187	165	148	88	75

Continued

**Table 5.1 Continued**

Work status at Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
<b>Reported ill health at Wave 2</b>						
Working	26	18	20	25	53	44
Looking for work	8	10	7	5	29	27
Economically inactive	65	72	73	70	18	29
<i>Unweighted base</i>	156	177	325	316	129	137
<b>Youngest child aged under 5</b>						
Working	26	18	28	29	59	57
Looking for work	4	8	5	5	20	24
Economically inactive	70	74	67	66	22	20
<i>Unweighted base</i>	276	314	61	77	41	46
<b>Has caring responsibilities (apart from children) which affect work</b>						
Working	14	12	14	15	[6]	[12]
Looking for work	7	3	12	10	[4]	[5]
Economically inactive	79	84	74	75	[9]	[3]
<i>Unweighted base</i>	56	64	43	40	19	20

Base: Wave 2 respondents.

Notes: Figures in brackets are numbers where the base is too small for percentages to be calculated.

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.



**Table 5.2 Barriers to work by client group and area type**

*Multiple responses*

Barriers to work	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
<b>Job-related barriers</b>						
Insufficient job opportunities locally	29	21	27	27	44	42
Difficult to find suitable work	30	21	27	30	36	37
No job - related barriers	57	66	61	58	39	43
Mean number of barriers	0.58	0.42	0.54	0.57	0.81	0.79
<b>Financial barriers</b>						
Worried about leaving benefit	27	32	10	10	10	12
Worried about managing financially before first pay day	32	34	13	12	22	18
Worried about managing financially while in work	32	40	13	8	12	12
Worried about paying housing costs while in work	41	42	17	13	20	16
Would be worse off financially in work	37	38	14	17	17	13
Could not afford travel costs	14	14	10	11	13	12
No financial barriers	32	29	64	63	62	63
Mean number of barriers	1.83	2.00	0.77	0.71	0.94	0.81
<b>Personal barriers</b>						
Lacks qualifications/experience	35	30	23	29	30	27
Lacks confidence	20	16	33	29	18	19
Unlikely to get job because of age	7	6	27	24	25	28
Health problems	11	12	59	58	16	18
Other people are prejudiced	4	4	8	12	9	7
Travelling to work would be difficult	17	16	15	19	15	21
No personal barriers	44	47	19	20	37	35
Mean number of barriers	0.94	0.85	1.65	1.70	1.13	1.20
<b>Total number of barriers</b>						
None	15	15	10	12	15	14
1	12	13	19	18	25	14
2	14	14	20	18	16	24
3	16	15	16	16	12	14
4	14	14	13	14	11	14
5	9	12	8	9	6	7
6	8	7	7	5	6	4
7	5	4	3	4	4	4
8	4	3	2	1	3	2
9 or more	3	3	2	2	3	2
Mean number of barriers	3.35	3.26	2.96	2.99	2.88	2.80
<i>Unweighted base</i>	371	417	264	267	158	180

Base: Respondents who were not working at Wave 2.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 5.3 Barriers to work for clients with children (Wave 2) by client group and area type**

Barriers to work	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
	%	%	%	%	%	%
Finding reliable childcare	60	69	32	35	[12]	34
The cost of childcare	53	60	31	31	[8]	38
Need for flexible hours	46	50	25	33	[9]	17
Children need me around	55	47	24	26	[6]	37
Attitudes of employers to lone parents	16	16	10	7	[3]	2
<i>Unweighted base</i>	350	392	77	90	21	45

Base: Non- working respondents responsible for children under 16.

Notes: Figures in brackets are numbers where the base is too small for percentages to be calculated.

Percentages add to more than 100 because some respondents mentioned more than one barrier.

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 5.4 Reasons why lone parent clients need to be with their children by area type (Wave 2)**

Reason why children need the parent to be around	Area type	
	Pilot	Control
	%	%
Children are too young	75	74
Respondent feels s/he needs to be there	71	70
Children do not like to be left with anyone else	41	32
Children have disabilities	10	16
Children have behavioural problems	10	19
Children have learning problems	6	10
<i>Unweighted base</i>	188	183

Base: Non-working lone parent who said that their children need them to be around.

Notes: Percentages add to more than 100 because some respondents mentioned more than one reason.

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 5.5 Bridges to work for clients with health problems by client group and area type (Wave 2)**

Bridges to work	<i>Multiple responses</i>					
	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
Work that is not heavy/ physically demanding	55	47	51	53	47	46
Knowing you could return to your original benefit if job did not work out	44	43	41	38	37	28
Work where the hours can be varied according to health condition	47	47	44	44	26	31
Employer subsidy	14	7	15	13	15	11
Work that does not require a lot of concentration	14	10	20	13	8	1
Work premises that are easy to get into and move around	12	9	19	15	8	9
Medical expertise at workplace	11	12	17	14	10	3
Specialist equipment	7	5	7	6	3	4
<i>Unweighted base</i>	<i>88</i>	<i>107</i>	<i>244</i>	<i>233</i>	<i>65</i>	<i>67</i>

Base: Respondents who an illness/disability which affected the type or amount of work that they could do.

Notes: Percentages add to more than 100 because some clients mentioned more than one item.

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

#### 5.4 Changes in the number of barriers mentioned at Waves 1 and 2

The previous section reported on the barriers mentioned at the Wave 2 interview, about 10 months after the sampled clients had made their claim. A similar analysis of the Wave 1 data, relating to the period about four months after the claim, was presented in the first report and the results were very similar. Table 5.6 shows the mean number of barriers mentioned at the two waves. The data relate to clients who were not working at *both* waves and so the means may not be identical to those given in Table 5.2 which were based on the slightly larger sample of clients who were not working at Wave 2 only.

Looking at changes between waves, the differences between means tended to be small and were not generally statistically significant. Despite the lack of statistical significance, it is worth noting that there was a fairly common pattern, in both pilot and control areas, for the number of barriers mentioned overall to increase between waves. This may reflect real changes but it may also be that the failure to find work results in clients perceiving that there are more obstacles to be overcome (Table 5.6).

**Table 5.6 Mean number of barriers to work mentioned at Wave 1 and Wave 2 by client group and area type**

Number of barriers mentioned at Wave 1 and Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
	%	%	%	%	%	%
<b>Job related barriers</b>						
Wave 1	0.53	0.36	0.52	0.53	0.98	0.82
Wave 2	0.58	0.42	0.57	0.61	0.77	0.84
<b>Financial barriers</b>						
Wave 1	1.62	1.87	0.83	0.69	0.97	0.74
Wave 2	1.79	2.02	0.84	0.75	0.94	0.87
<b>Personal barriers</b>						
Wave 1	0.94	0.92	1.61	1.76	1.22	1.21
Wave 2	0.97	0.85	1.69	1.74	1.20	1.24
<b>All barriers</b>						
Wave 1	3.09	3.14	2.96	2.99	3.17	2.78
Wave 2	3.34	3.29	3.10	3.10	2.91	2.95
<i>Unweighted base</i>	348	391	227	239	130	141

Base: Respondents who were not working at both waves.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**5.5 Summary** A prime objective of the ONE service is that it should help clients to overcome the barriers to working through the help and advice given by Personal Advisers. The objectives examined in this chapter were:

- Does ONE help the less employable clients find work?
- How effective is the advice given about overcoming barriers?

### **Lone parent clients**

#### **Does ONE help the less employable clients find work?**

There were indications that, among lone parent clients who reported a long standing illness and those with caring responsibilities for young children, the pilot area respondents were more likely to be working or looking for work. In the pilot areas, 26 per cent of lone parent clients who reported a longstanding illness were working at Wave 2 (about 10 months after their claim) compared with 18 per cent in the control areas. The same variation occurred in the proportions working among those with a youngest child aged under five (26 per cent and 18 per cent).

#### **How effective is the advice given about overcoming barriers?**

Lone parent clients in pilot areas who received a better-off calculation or advice about in-work benefits, or who discussed childcare arrangements with staff/advisers were more likely to be in work at the second interview

than those who did not receive such information. Advice about jobs, however, was not in itself related to work status.

### **Sick or disabled clients**

#### **Does ONE help the less employable clients find work?**

Among sick or disabled clients whose background or circumstances might hinder entry to the labour market, there was no evidence that those in the pilot areas were more likely than the controls to be working or looking for work at Wave 2 (about 10 months after their claim). For example, among clients reporting a longstanding illness at Wave 2, the proportions working or looking for work were not significantly different in the two area types (20 per cent and 25 per cent were working and seven per cent and five per cent were looking for work).

#### **How effective is the advice given about overcoming barriers?**

Among sick or disabled clients in the pilot areas, the different types of advice received from staff were not related to work status at the second interview.

### **JSA clients**

#### **Does ONE help the less employable clients find work?**

There was a consistent pattern across the groups examined for clients in the pilot areas to be more likely to be in the labour market (working or looking for work) at Wave 2 (about 10 months after their claim) than those in the control areas. However, as relatively few JSA clients qualified for the 'disadvantaged' groups, the base numbers were small and the differences were generally not large enough to be statistically significant.

#### **How effective is the advice given about overcoming barriers?**

Among JSA clients in pilot areas, those who received information about in-work benefits or advice about jobs were less likely to be in work at the second interview than other clients. It may be that staff directed such information at clients who had a relatively low attachment to work or who had difficulty finding a job independently.



## 6 ATTITUDES TO WORKING AND SELF-ESTEEM

The ultimate measure of the labour market effectiveness of ONE is whether it results in more people finding work, education or training. It may take some time, however, for ONE to have a detectable impact on labour market activity, particularly for groups who have limited work experience or who are restricted because of their health or family circumstances. It is therefore worth considering whether there are interim outcomes which are likely to exert a positive influence on a client's ability to obtain employment or training and which ONE might influence more quickly. If Personal Advisers are able to make clients more work-focused and to improve their self-esteem this is likely to result in more successful job search. Thus, changes in attitudes to working and levels of self-esteem may be viewed as interim outcomes. This accords with a key objective of ONE – to change the culture of the benefits system and the general public towards independence and work rather than payments and financial dependence. The chapter examines whether there is any evidence that the ONE service has had an impact on participants' attitudes and self-esteem.

The attitude and self-esteem questions were designed for self-completion by the respondent using the interviewer's laptop computer. Some of the questions, particularly the self-esteem items, were sensitive and it was felt that self-completion would make the respondent feel more comfortable and would encourage honesty. The majority of respondents (about 80 per cent) opted for the self-completion method. Most of the others preferred the interviewer to ask the questions and enter the responses. A small proportion, (two per cent), refused this part of the interview.

### 6.1 Attitudes to working

Respondents were asked to rate their agreement with nine statements about work using a five-point scale. The distribution of answers and means are shown in Table 6.1. The mean provides a useful summary measure but care is required in interpreting the figures. The answer categories were numbered from 1 (Strongly agree) to 5 (Strongly disagree). Therefore a mean of under 2.5 indicates a tendency to agree with the statement while a mean of over 2.5 indicates a tendency to disagree. The first five statements are worded positively so that a lower than average mean indicates a pro-work attitude. The remaining four are worded negatively so that a lower than average mean indicates an anti-work or more ambivalent attitude.

Table 6.1 shows the data for all respondents at the second survey interview about 10 months after their claim, analysed by area type. There were no statistically significant differences between the means of clients living in the pilot areas and those in the control areas on any of the items for any

of the groups. This may mean that ONE has had no impact on clients' attitudes to work. Or, it may mean that the impact is small and that, for lone parent and sick or disabled clients at least, the effect is swamped by the preponderance of people who did not take part in ONE in the pilot areas. Another possibility is that, in all three client groups, the effect had worn off by the second interview. To investigate whether ONE had any impact on participants' attitudes shortly after their Personal Adviser meeting, the analysis was repeated comparing the attitudes of participants and non-participants at the first survey interview about four months after claiming. With these comparisons, some differences emerged, particularly for lone parent clients, and these are described below (Table 6.2).

### *6.1.1 Lone parent clients*

The responses to the attitude statements at the Wave 1 interview, about four months after the claim, show a very clear pattern of variation between lone parents who participated in ONE and non-participants with the former displaying consistently more positive attitudes to work. The means for the participants on the first five items were lower and those on the last four were higher than for non-participants. Not all the differences were statistically significant but the overall pattern suggests a genuine difference. The items with statistically significant differences between the means are listed below together with some illustrative percentages (Table 6.2):

- I would be better off in a low-paid job than on benefit.  
(22 per cent of participants agreed or strongly agreed compared with 17 per cent of non-participants)
- Having almost any job is better than being unemployed.  
(60 per cent of participants agreed or strongly agreed compared with 51 per cent of non-participants)
- Most people like me are better off on the dole.  
(33 per cent of participants strongly disagreed compared with 21 per cent of non-participants)
- If I didn't like a job I'd pack it in even if there was no other job to go to.  
(23 per cent of participants strongly disagreed compared with 14 per cent of non-participants)
- Lone parents with young children have the right to choose to be supported by the state.  
(31 per cent of participants disagreed or strongly disagreed compared with 20 per cent of non-participants)

It might be expected that most lone parents would endorse the view expressed in the last item on the list above. However, while the mean, 2.64, was relatively low (indicating a greater tendency to agree) for lone parent non-participants, for lone parent participants it was not significantly different from the means for the other client groups, 2.85 compared with 2.88-2.98 (Table 6.2).



It is difficult to judge whether the more pro-work attitudes of the ONE participants are the result of contacts with Personal Advisers or whether they are reflecting a prior orientation towards work which led to their opting to take up the offer of the new service. If it were the latter, it would be expected that those who did not take up the offer of ONE would have attitudes that were similar to those of control area clients. Table 6.3 shows the means on the attitude items for participants, non-participants and control area clients. For four of the items, the control area means were very similar to those of the non-participants but for the same number the control area means were between the participant and non-participant means. The evidence is therefore equivocal. The tentative conclusion would be that some of the variation in attitudes is probably due to participation in ONE but self-selection for the service also plays a part and the impact of ONE is not as great as the figures in Table 6.2 indicate (Table 6.3).

#### *6.1.2 Sick or disabled clients*

In marked contrast to the lone parent clients, sick or disabled participants gave very similar responses to the attitude statements to those of non-participants. There was only one item on which there was a statistically significant difference between the means and proportions: 23 per cent of participants disagreed that they would be better off in a low-paid job than on benefit compared with 32 per cent of non-participants (means of 3.17 and 3.24 respectively). Thus, if there was an element of prior work-orientation accounting for the pro-work attitudes of lone parent participants, it was not evident among their sick or disabled counterparts (Table 6.2).

#### *6.1.3 JSA clients*

For JSA clients, there were few differences between those living in the pilot areas and those in the control areas and those that there were tended to indicate more pro-work attitudes in the control areas. For the following items, control area clients were more likely than pilot area clients to support the view expressed in the statement (Table 6.2):

- Having almost any job is better than being unemployed.  
(27 per cent of control area clients strongly agreed compared with 22 per cent of pilot area clients)
- No-one on benefits should be allowed to turn down the offer of a paid job  
(37 per cent of control area clients agreed or strongly agreed compared with 31 per cent of pilot area clients)
- Working for pay is more fulfilling than looking after the home  
(37 per cent of control area clients strongly agreed compared with 29 per cent of pilot area clients)

Thus there is no evidence that the ONE service impacts positively on the attitudes of JSA clients.

**Table 6.1 Attitudes to working (Wave 2) by client group and area type**

Attitudes to working at Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
	%	%	%	%	%	%
<b>I would be better off in a low paid job than on benefit</b>						
Strongly agree	5	4	5	5	9	7
Agree	17	12	19	27	29	27
Neither agree nor disagree	22	27	32	27	26	26
Disagree	43	41	34	31	31	32
Strongly disagree	12	16	10	10	6	8
Mean	3.40	3.52	3.25	3.14	2.97	3.09
<b>Having almost any job is better than being unemployed</b>						
Strongly agree	15	15	14	19	21	25
Agree	36	33	38	40	37	32
Neither agree nor disagree	27	26	23	18	17	20
Disagree	18	22	20	18	19	19
Strongly disagree	4	4	5	4	6	4
Mean	2.61	2.66	2.64	2.49	2.52	2.44
<b>No-one on benefits should be allowed to turn down the offer of a paid job</b>						
Strongly agree	4	7	7	11	8	12
Agree	16	18	27	25	23	23
Neither agree nor disagree	31	28	25	27	25	17
Disagree	40	38	30	30	33	38
Strongly disagree	8	9	10	8	10	9
Mean	3.31	3.23	3.09	3.00	3.15	3.08
<b>A person must have a job to feel a full member of society</b>						
Strongly agree	9	10	12	14	12	13
Agree	21	20	35	27	24	24
Neither agree nor disagree	24	22	17	22	28	24
Disagree	35	35	23	27	28	30
Strongly disagree	11	13	12	10	9	8
Mean	3.19	3.22	2.87	2.92	2.97	2.97

Continued

**Table 6.1 Continued**

Attitudes to working at Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
<b>Working for pay is more fulfilling than looking after the home</b>						
Strongly agree	23	22	24	30	25	32
Agree	29	29	38	31	37	33
Neither agree nor disagree	33	35	26	24	27	26
Disagree	13	11	9	11	9	6
Strongly disagree	3	4	3	3	1	3
Mean	2.44	2.46	2.28	2.27	2.25	2.15
<b>If you try a new job and it does not work out, you end up worse off than before</b>						
Strongly agree	10	10	9	7	7	8
Agree	27	27	28	26	22	23
Neither agree nor disagree	33	37	32	35	32	26
Disagree	26	23	26	27	34	35
Strongly disagree	3	3	5	5	5	7
Mean	2.86	2.84	2.90	2.97	3.08	3.11
<b>Most people like me are better off on the dole</b>						
Strongly agree	6	6	4	5	2	4
Agree	11	13	9	5	6	3
Neither agree nor disagree	22	23	13	15	8	10
Disagree	38	32	35	36	35	37
Strongly disagree	22	25	38	39	48	45
Mean	3.61	3.57	3.95	3.98	4.22	4.16
<b>If I didn't like a job I'd pack it in even if there was no other job to go to</b>						
Strongly agree	6	6	9	7	9	8
Agree	14	12	15	17	17	18
Neither agree nor disagree	21	25	16	19	17	18
Disagree	39	43	38	38	42	34
Strongly disagree	19	14	21	18	15	22
Mean	3.50	3.47	3.46	3.43	3.36	3.42

Continued

**Table 6.1 Continued**

Attitudes to working at Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
	%	%	%	%	%	%
Lone parents with young children have the right to choose to be supported by the state						
Strongly agree	14	12	11	10	7	9
Agree	28	29	29	24	28	26
Neither agree nor disagree	35	36	27	27	32	33
Disagree	17	18	26	28	25	23
Strongly disagree	6	5	8	10	8	9
Mean	2.73	2.76	2.92	3.05	2.98	2.97
<i>Unweighted base</i>	527	585	437	423	415	450

Base: Wave 2 respondents.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 6.2 Attitudes to working (Wave 1) by client group and area type**

Attitudes to working at Wave 1	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
	%	%	%	%	%	%
I would be better off in a low paid job than on benefit						
Strongly agree	6	4	8	6	9	9
Agree	16	13	26	20	27	28
Neither agree nor disagree	28	24	26	30	26	26
Disagree	41	47	23	32	30	28
Strongly disagree	8	11	18	12	8	9
Mean	3.28	3.49	3.17	3.24	3.01	3.00
Having almost any job is better than being unemployed						
Strongly agree	20	17	28	21	22	27
Agree	40	34	30	38	37	37
Neither agree nor disagree	17	21	15	19	16	14
Disagree	20	25	21	17	20	19
Strongly disagree	3	4	6	6	5	3
Mean	2.46	2.65	2.46	2.47	2.50	2.36

Continued

**Table 6.2 Continued**

Attitudes to working at Wave 1	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
<b>No-one on benefits should be allowed to turn down the offer of a paid job</b>						
Strongly agree	8	7	11	10	10	13
Agree	18	14	25	22	21	24
Neither agree nor disagree	25	25	21	27	22	22
Disagree	37	45	33	32	38	32
Strongly disagree	13	9	9	9	10	9
Mean	3.30	3.36	3.05	3.07	3.16	2.98
<b>A person must have a job to feel a full member of society</b>						
Strongly agree	11	12	16	19	14	18
Agree	28	21	32	29	27	25
Neither agree nor disagree	21	23	16	21	23	23
Disagree	32	34	28	24	29	27
Strongly disagree	8	10	9	7	8	8
Mean	2.98	3.09	2.82	2.71	2.90	2.82
<b>Working for pay is more fulfilling than looking after the home</b>						
Strongly agree	25	23	25	28	29	37
Agree	27	27	37	34	33	34
Neither agree nor disagree	31	31	27	24	26	21
Disagree	14	16	7	10	10	6
Strongly disagree	3	3	5	3	3	2
Mean	2.43	2.50	2.30	2.26	2.24	2.04
<b>If you try a new job and it does not work out, you end up worse off than before</b>						
Strongly agree	11	11	10	10	7	6
Agree	22	29	24	25	21	20
Neither agree nor disagree	35	31	35	33	31	31
Disagree	28	25	24	27	33	34
Strongly disagree	4	4	6	5	7	9
Mean	2.93	2.82	2.93	2.93	3.11	3.19

Continued

**Table 6.2 Continued**

Attitudes to working at Wave 1	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
<b>Most people like me are better off on the dole</b>						
Strongly agree	5	5	6	4	3	4
Agree	9	12	7	4	3	4
Neither agree nor disagree	19	24	10	12	9	10
Disagree	33	37	38	37	34	27
Strongly disagree	33	21	39	42	51	54
Mean	3.81	3.58	3.97	4.09	4.25	4.23
<b>If I didn't like a job I'd pack it in even if there was no other job to go to</b>						
Strongly agree	8	6	12	9	8	9
Agree	12	14	9	12	16	16
Neither agree nor disagree	17	23	16	17	19	19
Disagree	41	43	41	41	41	35
Strongly disagree	23	14	23	21	15	21
Mean	3.59	3.45	3.53	3.55	3.39	3.43
<b>Lone parents with young children have the right to choose to be supported by the state</b>						
Strongly agree	13	12	11	11	12	11
Agree	27	36	29	24	27	27
Neither agree nor disagree	29	31	29	30	30	30
Disagree	25	16	20	26	22	23
Strongly disagree	6	4	11	9	8	9
Mean	2.85	2.64	2.93	2.98	2.88	2.91
<i>Unweighted base</i>	218	499	186	440	632	661

Base: Wave 1 respondents.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table 6.3 Lone parent clients' attitudes to working (Wave 1) by participant status and area type**

Attitudes to working at Wave 1	Participant	Non-participant	All pilot areas	Control areas
	Means	Means	Means	Means
I would be better off in a low paid job than on benefit	3.28	3.49	3.42	3.52
Having almost any job is better than being unemployed	2.46	2.65	2.59	2.57
No-one on benefits should be allowed to turn down the offer of a paid job	3.30	3.36	3.34	3.20
A person must have a job to feel a full member of society	2.98	3.09	3.06	3.08
Working for pay is more fulfilling than looking after the home	2.43	2.50	2.48	2.52
If you try a new job and it does not work out, you end up worse off than before	2.93	2.82	2.86	2.88
Most people like me are better off on the dole	3.81	3.58	3.65	3.66
If I didn't like a job I'd pack it in even if there was no other job to go to	3.59	3.45	3.49	3.52
Lone parents with young children have the right to choose to be supported by the state	2.85	2.64	2.70	2.67
<i>Unweighted base</i>	<i>218</i>	<i>499</i>	<i>717</i>	<i>788</i>

Base: Wave 1 lone parent clients.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

## 6.2 Self-esteem

The second part of the self-completion section of the questionnaire consisted of 10 statements measuring feelings of self-esteem to which respondents had to rate their agreement using a five-point scale. Similar statements were used in the Survey of Low-Income Families<sup>31</sup>. The set contained five positively phrased and five negatively phrased items which can be combined to form a reliable uni-dimensional scale<sup>32</sup>. A score of

<sup>31</sup> Marsh, A *et al.*, (2001) *Low-Income Families in Britain: Work, Welfare and Social Security in 1999*, DSS Research Report No 138, CDS: Leeds (Chapter 13).

<sup>32</sup> The reliability of the scale was assessed using Cronbach's Alpha Coefficient of internal consistency. The coefficient is based on the average correlation of items within a test and ranges from 0 to 1. The nearer the value is to 1, the more reliable the scale. The Alpha Coefficient was 0.88 indicating a high level of reliability.

five was assigned to the answer indicating the highest self-esteem and a score of one was assigned to the answer indicating the lowest self-esteem. The scores, which ranged from 10 to 50, were then multiplied by two to give a score out of a 100.

Table 6.4 shows the distribution of answers and the mean total score for the three client groups analysed by area type. As with attitude scales, the data relate to the second survey interview about 10 months after their claim. Looking first at the mean scores (at the foot of the table), there were no statistically significant differences in any client group between the scores of clients in the pilot and those in the control areas. JSA clients had the highest scores (79 in the pilot areas and 80 in the control areas) followed by lone parent clients (77 and 76) while sick or disabled clients had the lowest scores (74 and 73). Similarly there were few differences between the responses to individual items.

**Table 6.4 Responses to self-esteem items (Wave 2) by client group and participant status/ area type**

Self-esteem - Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
	%	%	%	%	%	%
On the whole I am satisfied with myself						
Strongly agree	20	23	19	18	25	26
Agree	50	45	44	45	51	51
Neither agree nor disagree	15	17	16	14	12	12
Disagree	12	12	17	16	11	10
Strongly disagree	2	3	4	7	*	1
I feel I have a number of good qualities						
Strongly agree	29	27	29	31	35	41
Agree	61	61	60	57	60	54
Neither agree nor disagree	6	8	7	7	5	4
Disagree	4	3	3	4	1	*
Strongly disagree	*	0	1	1	*	1
I am able to do things as well as most people						
Strongly agree	31	33	27	27	34	39
Agree	59	55	48	45	58	55
Neither agree nor disagree	6	6	10	11	7	4
Disagree	3	4	13	13	1	1
Strongly disagree	1	1	2	4	1	0

Continued



**Table 6.4 Continued**

Self-esteem - Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
<b>I feel I am a person of worth, at least on an equal plane with others</b>						
Strongly agree	27	26	33	30	35	40
Agree	58	54	50	51	51	50
Neither agree nor disagree	11	14	11	12	10	8
Disagree	3	5	4	7	4	2
Strongly disagree	1	1	2	1	*	1
<b>I take a positive attitude to myself</b>						
Strongly agree	27	23	24	23	31	32
Agree	48	49	48	46	49	49
Neither agree nor disagree	17	17	18	18	13	16
Disagree	5	9	8	11	6	2
Strongly disagree	1	1	2	3	1	1
<b>At times I think I am no good at all</b>						
Strongly agree	6	5	8	9	4	2
Agree	18	21	22	23	16	15
Neither agree nor disagree	15	16	15	14	16	16
Disagree	40	37	33	36	38	41
Strongly disagree	21	21	21	19	26	26
<b>I feel I do not have much to be proud of</b>						
Strongly agree	3	5	6	6	4	3
Agree	9	11	14	16	8	8
Neither agree nor disagree	12	15	11	12	13	9
Disagree	49	43	43	41	41	48
Strongly disagree	27	27	26	25	33	32
<b>I certainly feel useless at times</b>						
Strongly agree	5	7	9	13	3	2
Agree	23	23	32	30	17	18
Neither agree nor disagree	16	16	11	16	17	17
Disagree	35	35	30	23	36	36
Strongly disagree	21	19	18	18	28	27

Continued

**Table 6.4 Continued**

Self-esteem - Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
I wish I could have more respect for myself						
Strongly agree	7	6	8	7	4	4
Agree	19	20	23	22	13	18
Neither agree nor disagree	15	19	17	17	19	19
Disagree	39	37	35	35	39	37
Strongly disagree	20	18	17	18	26	22
In all I'm inclined to think I am a failure						
Strongly agree	3	3	4	5	2	1
Agree	7	8	11	9	5	5
Neither agree nor disagree	14	14	11	15	10	9
Disagree	42	41	42	38	40	40
Strongly disagree	34	35	33	33	43	45
Mean score <sup>1</sup>	77	76	74	73	79	80
<i>Unweighted base</i>	<i>528</i>	<i>585</i>	<i>439</i>	<i>427</i>	<i>416</i>	<i>449</i>

Base: Wave 2 respondents.

<sup>1</sup> The score is the sum of the responses to the 10 self-esteem items as a percentage of the maximum possible score; on each item 5 represents the most positive response and 1 the most negative response.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

As with the attitude statements, the similarity of the self-esteem scores in the pilot and control areas may indicate that ONE has had no impact on clients' self-esteem. Alternatively, any effects for non-JSA clients may be diluted by the large number of non-participants in the pilot areas or, for all clients groups, the effect may be short-term. The analysis was therefore repeated comparing the responses of participants and non-participants at the first survey interview, about four months after the claim (Table 6.5). In this case, however, the results were very similar to the pilot/control comparisons. Again, there were no statistically significant differences in any client group between the mean self-esteem scores of participants and non-participants and very few differences in the distributions on individual items.

**Table 6.5 Responses to self-esteem items (Wave 1) by client group and participant status/ area type**

Self-esteem - Wave 1	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
	%	%	%	%	%	%
<b>On the whole I am satisfied with myself</b>						
Strongly agree	23	17	18	17	21	22
Agree	47	44	41	43	53	50
Neither agree nor disagree	13	18	15	14	14	15
Disagree	14	19	20	21	11	10
Strongly disagree	3	3	6	5	2	3
<b>I feel I have a number of good qualities</b>						
Strongly agree	28	26	30	36	40	41
Agree	61	61	59	51	54	51
Neither agree nor disagree	8	10	5	8	4	5
Disagree	3	2	5	3	2	2
Strongly disagree	0	*	1	1	*	*
<b>I am able to do things as well as most people</b>						
Strongly agree	37	31	28	32	46	43
Agree	52	58	48	42	48	50
Neither agree nor disagree	9	7	11	8	5	5
Disagree	2	4	11	15	2	2
Strongly disagree	*	*	2	4	*	0
<b>I feel I am a person of worth, at least on an equal plane with others</b>						
Strongly agree	31	30	26	33	39	39
Agree	53	53	55	49	51	51
Neither agree nor disagree	13	13	13	12	8	8
Disagree	2	4	3	5	2	1
Strongly disagree	1	1	3	1	*	*
<b>I take a positive attitude to myself</b>						
Strongly agree	29	27	18	26	37	34
Agree	47	47	44	44	45	47
Neither agree nor disagree	17	17	18	15	12	14
Disagree	6	8	17	13	5	5
Strongly disagree	1	1	3	2	1	1

Continued

**Table 6.5 Continued**

Self-esteem - Wave 1	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
<b>At times I think I am no good at all</b>						
Strongly agree	3	5	7	10	4	4
Agree	22	23	27	24	18	18
Neither agree nor disagree	14	16	17	13	13	17
Disagree	39	38	29	31	39	36
Strongly disagree	22	18	20	22	26	25
<b>I feel I do not have much to be proud of</b>						
Strongly agree	4	3	4	5	3	4
Agree	10	10	21	15	10	8
Neither agree nor disagree	12	14	14	11	10	13
Disagree	47	46	36	39	45	41
Strongly disagree	28	26	25	30	32	33
<b>I certainly feel useless at times</b>						
Strongly agree	6	6	11	12	4	3
Agree	24	28	36	31	19	23
Neither agree nor disagree	12	16	10	13	16	13
Disagree	40	32	21	28	36	35
Strongly disagree	19	19	22	17	25	25
<b>I wish I could have more respect for myself</b>						
Strongly agree	5	8	6	11	5	4
Agree	19	21	25	24	18	18
Neither agree nor disagree	14	17	19	17	18	21
Disagree	42	37	31	31	38	38
Strongly disagree	20	16	18	17	21	20
<b>In all I'm inclined to think I am a failure</b>						
Strongly agree	2	3	6	5	2	2
Agree	6	8	15	12	5	5
Neither agree nor disagree	14	12	9	13	11	11
Disagree	42	44	37	36	37	38
Strongly disagree	36	34	33	34	45	44
Mean score <sup>1</sup>	77	75	72	73	79	79
<i>Unweighted base</i>	215	498	187	436	631	659

Base: Wave 1 respondents.

<sup>1</sup> The score is the sum of the responses to the 10 self-esteem items as a percentage of the maximum possible score; on each item 5 represents the most positive response and 1 the most negative response.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

Table 6.6 shows the mean self-esteem scores analysed by work status at the first interview. The main purpose of this analysis is to compare whether differences between clients who had ONE experience and those who had not emerge when work status is controlled. In fact, within the work status categories, the pattern was the same as for clients overall with no significant differences between the self-esteem scores of participants and non-participants/pilot and control areas.

This analysis does, however, show the expected association between work status and self-esteem. Among all groups except lone parent participants, working clients had higher mean scores than the economically inactive. Among sick or disabled clients, those looking for work had higher scores than the economically inactive and among JSA clients, those working had higher scores than those looking for work.

**Table 6.6 Mean self-esteem score<sup>33</sup> by work status at Wave 1, client group and participant status/area type**

Work status at Wave 1	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
Working	79	78	76	78	82	81
Looking for work	79	76	76	76	78	78
Economically inactive	76	74	70	70	77	76
<i>All</i>	77	75	72	73	79	79
<b>Unweighted bases</b>						
Working	62	108	38	125	257	314
Looking for work	42	53	33	34	292	277
Economically inactive	111	337	115	278	82	68
<i>All</i>	215	498	187	436	631	659

Base: Wave 1 respondents.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**6.3 Summary** One of the functions of Personal Advisers is to develop more work-orientated attitudes and to raise clients' levels of self-esteem which, in turn, should help them to find work. There was some evidence that ONE had an impact on lone parents' attitudes to work but there was no corresponding effect for sick or disabled or JSA clients and no apparent impact on self-esteem for any client group.

<sup>33</sup> The score is the sum of the responses to the 10 self-esteem items as a percentage of the maximum possible score; on each item 5 represents the most positive response and 1 the most negative response.

*6.3.1 Attitudes to work* Lone parents who took part in ONE tended to have more positive attitudes to working than those who did not. For example, at the first survey interview about four months after claiming, 22 per cent of participants agreed or strongly agreed that they would be better off in a low-paid job than on benefit compared with 17 per cent of non-participants. However, part of the difference is probably attributable to the more work-focused clients choosing to participate.

For sick or disabled clients, there were very few differences between the attitudes of participants and non-participants. Likewise there was little variation between JSA clients in the pilot areas (who are assumed to have taken part in ONE) and those in the control areas. Moreover, the differences that existed tended to indicate more pro-work attitudes among JSA clients in the control areas.

*6.3.2 Self-esteem* Among lone parent and sick or disabled clients, there were no statistically significant differences between the levels of self-esteem of clients in the pilot and those in the control areas, nor between ONE participants and non-participants.

## REFERENCES

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Marsh, A et al. (2001) *Low-Income Families in Britain: Work, Welfare and Social Security in 1999*, DSS Research Report No 138, CDS: Leeds

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## APPENDIX A SAMPLE CHARACTERISTICS AND WEIGHTS

Wave 2 interviews were carried out with around 70 per cent of the respondents who were interviewed at Wave 1. The first part of this appendix compares the characteristics of the sample interviewed at each wave and discusses some of the changes in the respondents' circumstances that have taken place between the waves. The last section describes the weightings used at Waves 1 and 2.

### A.1 Comparison of the Wave 1 and Wave 2 samples

Table A.1 shows the percentage of Wave 1 respondents who were interviewed at Wave 2 for the three clients groups, analysed by type of area and whether the respondent reported participating in ONE at Wave 1. Note that the percentages are based on the total number in the scope for the study. This is not the same as the 'response rate' which is normally based on the eligible population and which gives a considerably higher figure (see Table 1.1).

The proportion of Wave 1 respondents interviewed at Wave 2 was highest, 72 per cent, among lone parent clients. The proportions interviewed among sick or disabled and JSA clients were similar, 65 per cent and 67 per cent. There were no differences between pilot and control areas in the proportions interviewed at Wave 2 but, within the pilot areas, lone parent and sick or disabled clients who reported participating in ONE were more likely to have a Wave 2 interview than those who did not participate (Table A.1).

**Table A.1 Percentage of Wave 1 respondents interviewed at Wave 2 by type of area and whether reported participating in ONE at Wave 1**

Type of area and participant status	Percentage of Wave 1 respondents interviewed at Wave 2					
	Lone parent clients	Unweighted base	Sick or disabled clients	Unweighted base	JSA clients	Unweighted base
Pilot area:						
Participant	77	221	73	191	..	
Non-participant	71	537	64	492	..	
All pilot area	73	758	66	683	66	661
Control area	72	823	63	704	68	671
All	72	1581	65	1387	67	1332

Base: Wave 1 respondents.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

Tables A.2 to A.4 show the demographic and economic profiles of the Wave 1 and Wave 2 samples. The percentages are based on unweighted data so the distributions for the sick or disabled group differ slightly from the weighted figures presented in the Wave 1 report. No weighting was required for the lone parent and JSA client groups.

The Wave 1 and Wave 2 distributions were very similar. There were only two differences which were statistically significant. Among sick or disabled clients in the control areas, the Wave 2 sample included a higher proportion of married or cohabiting respondents (54 per cent at Wave 1 and 61 per cent at Wave 2). Among JSA clients, also in the control areas, the Wave 2 sample included a lower proportion of single respondents (46 per cent and 40 per cent) (Table A.2).

**Table A.2 Demographic characteristics by client group and area type**

Demographic characteristics	Client group and area type			
	Lone parent clients			
	Pilot		Control	
	Wave 1	Wave 2	Wave 1	Wave 2
	%	%	%	%
<b>Age</b>				
16-17	1	1	1	1
18-24	17	19	23	23
25-29	21	19	20	19
30-34	25	25	23	23
35-39	17	17	18	18
40-44	11	11	10	10
45-49	5	6	3	4
50-54	2	2	2	2
55-64	1	1	*	1
<b>Sex</b>				
Male	8	7	6	7
Female	92	93	94	93
<b>Marital status</b>				
Married	7	6	5	6
Cohabiting	3	3	4	5
Single	39	40	42	40
Widowed	2	2	2	2
Divorced	20	20	19	21
Separated	28	28	27	26
<b>Ethnic group</b>				
White	84	86	90	90
Black Caribbean	4	3	2	2
Black African	4	4	1	1
Other Black groups	1	1	1	1
Indian	1	1	1	1
Pakistani	3	2	3	3
Bangladeshi	1	1	1	1
Other	3	2	2	2
Total	100	100	100	100
<i>Unweighted base</i>	758	549	823	594

Continued

**Table A.2 Continued**

Demographic characteristics	Client group and area type			
	Sick or disabled clients			
	Pilot		Control	
	Wave 1	Wave 2	Wave 1	Wave 2
	%	%	%	%
<b>Age</b>				
16-17	0	0	0	0
18-24	11	11	12	10
25-29	10	8	8	8
30-34	10	10	11	10
35-39	11	10	12	12
40-44	11	12	12	12
45-49	14	15	12	14
50-54	16	17	17	20
55-64	17	16	15	15
<b>Sex</b>				
Male	57	57	58	57
Female	43	43	42	43
<b>Marital status</b>				
Married	42	41	44	50
Cohabiting	9	10	10	11
Single	27	25	23	20
Widowed	1	1	2	2
Divorced	14	15	12	11
Separated	8	8	9	6
<b>Ethnic group</b>				
White	89	91	93	93
Black Caribbean	2	2	*	*
Black African	1	1	0	0
Other Black groups	*	*	0	0
Indian	3	2	*	1
Pakistani	2	2	3	4
Bangladeshi	*	0	1	1
Other	2	2	2	2
Total	100	100	100	100
<i>Unweighted base</i>	683	543	704	444

Continued

**Table A.2 Continued**

Demographic characteristics	Client group and area type			
	JSA clients			
	Pilot		Control	
	Wave 1	Wave 2	Wave 1	Wave 2
	%	%	%	%
<b>Age</b>				
16-17	*	1	1	1
18-24	31	32	32	30
25-29	13	11	13	11
30-34	11	9	10	10
35-39	8	8	9	8
40-44	9	9	7	8
45-49	8	9	8	10
50-54	9	11	10	11
55-64	9	9	9	11
<b>Sex</b>				
Male	70	69	67	66
Female	30	31	33	34
<b>Marital status</b>				
Married	31	33	31	34
Cohabiting	10	9	11	12
Single	48	47	46	40
Widowed	1	0	1	2
Divorced	6	6	7	8
Separated	5	4	3	4
<b>Ethnic group</b>				
White	84	87	89	89
Black Caribbean	3	2	*	1
Black African	2	2	1	1
Other Black groups	1	1	*	*
Indian	4	3	1	2
Pakistani	2	1	2	3
Bangladeshi	1	0	2	3
Other	3	2	4	3
Total	100	100	100	100
<i>Unweighted base</i>	661	435	671	459

Base: All Wave 1 and Wave 2 respondents (unweighted data).

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table A.3 Household characteristics, tenure and health status by client group and area type**

Household characteristics	Client group and area type			
	Lone parent clients			
	Pilot		Control	
	Wave 1	Wave 2	Wave 1	Wave 2
	%	%	%	%
<b>Household composition<sup>1</sup></b>				
Couple + dependent children	9	9	10	10
Couple + non-dependent children	*	*	0	*
Couple, no children	1	1	*	0
Lone parent + dependent children	84	85	85	85
Lone parent + non-dependent children	1	1	1	1
Living with parents	1	1	*	*
Living with other relatives	1	1	*	*
Living with non-relatives	*	*	0	0
Living alone	2	2	3	3
Living in institution	*	*	*	1
<b>Age of youngest dependent child</b>				
Under 3	32	35	39	37
4 to 5	15	15	14	15
6 to 10	31	30	28	29
11 to 15	15	14	12	12
16 to 18	1	1	2	2
No dependent children	6	5	5	4
<b>Tenure</b>				
Householders:				
Owned outright	2	2	1	2
Owned with mortgage	17	17	10	11
Rented from council	38	39	47	48
Rented from Registered Social Landlord	15	15	18	19
Rented privately	19	18	15	13
Non-householders:				
Householder is parent	6	7	7	6
Householder is other relative/non-relative	3	3	1	1
Living in institution	*	*	*	1
<b>Whether has a longstanding illness</b>				
Yes	27	26	27	27
No	73	74	73	73
Total	100	100	100	100
<i>Unweighted base</i>	758	549	823	594

Continued

**Table A.3 Continued**

Household characteristics	Client group and area type			
	Sick or disabled clients			
	Pilot		Control	
	Wave 1	Wave 2	Wave 1	Wave 2
	%	%	%	%
<b>Household composition<sup>1</sup></b>				
Couple + dependent children	24	24	26	29
Couple + non-dependent children	8	8	9	11
Couple, no children	20	19	20	21
Lone parent + dependent children	8	9	6	5
Lone parent + non-dependent children	4	4	3	3
Living with parents	11	10	11	9
Living with other relatives	2	2	1	1
Living with non-relatives	2	3	2	2
Living alone	21	21	20	18
Living in institution	1	*	2	1
<b>Age of youngest dependent child</b>				
Under 3	12	10	10	12
4 to 5	2	2	4	4
6 to 10	8	9	9	9
11 to 15	7	8	5	6
16 to 18	3	3	3	2
No dependent children	68	67	69	66
<b>Tenure</b>				
Householders:				
Owned outright	11	13	10	12
Owned with mortgage	32	32	34	36
Rented from council	21	24	22	21
Rented from Registered Social Landlord	9	8	9	10
Rented privately	10	9	8	9
Non-householders:				
Householder is parent	11	10	11	9
Householder is other relative/non-relative	4	4	4	2
Living in institution	1	0	2	1
<b>Whether has a longstanding illness</b>				
Yes	72	71	72	71
No	28	29	28	29
Total	100	100	100	100
<i>Unweighted base</i>	683	543	704	444

Continued

**Table A.3 Continued**

Houshold characteristics	Client group and area type			
	JSA clients			
	Pilot		Control	
	Wave 1	Wave 2	Wave 1	Wave 2
	%	%	%	%
<b>Household composition<sup>1</sup></b>				
Couple + dependent children	15	16	20	21
Couple + non-dependent children	6	8	3	4
Couple, no children	19	19	19	22
Lone parent + dependent children	4	4	3	3
Lone parent + non-dependent children	2	1	1	1
Living with parents	26	29	28	26
Living with other relatives	3	3	2	2
Living with non-relatives	4	3	4	3
Living alone	20	17	17	16
Living in institution	1	1	1	1
<b>Age of youngest dependent child</b>				
Under 3	6	7	8	7
4 to 5	3	3	3	3
6 to 10	5	5	6	6
11 to 15	4	4	4	5
16 to 18	2	3	2	2
No dependent children	81	80	77	76
<b>Tenure</b>				
Householders:				
Owned outright	5	6	8	10
Owned with mortgage	28	31	26	30
Rented from council	10	9	12	13
Rented from Registered Social Landlord	5	5	4	4
Rented privately	16	13	13	11
Non-householders:				
Householder is parent	27	30	28	25
Householder is other relative/non-relative	7	6	7	6
Living in institution	1	1	1	1
<b>Whether has a longstanding illness</b>				
Yes	23	23	24	25
No	77	77	76	75
Total	100	100	100	100
<i>Unweighted base</i>	<i>661</i>	<i>435</i>	<i>671</i>	<i>459</i>

Base: All Wave 1 and Wave 2 respondents (unweighted data).

1 This relates to the composition of the respondent's benefit unit; there may be other people present in the household.

Note The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

**Table A.4 Economic status at Wave 1, previous work experience, educational and vocational qualifications, by client group and area type**

Economic status at Wave 1, previous work experience, educational and vocational qualifications	Client group and area type			
	Lone parent clients			
	Pilot		Control	
	Wave 1	Wave 2	Wave 1	Wave 2
	%	%	%	%
<b>Economic status at Wave 1</b>				
Working 30+ hours per week	7	6	4	5
Working 16-29 hours per week	11	11	8	9
Working under 16 hours per week	6	7	6	6
In full time education	3	3	2	2
On a government scheme	1	1	0	0
Unemployed and looking for work	13	14	11	10
Looking after children or home	54	53	61	62
Temporarily sick or disabled	3	2	3	3
Permanently sick or disabled	2	1	3	2
Not working for other reason	2	2	1	2
<b>If has worked at any time in the 2 years before the claim</b>				
Worked 16 hours or more	49	50	55	56
Worked fewer hours/not at all	51	50	45	44
<b>Highest qualification level<sup>1</sup></b>				
Degree or equivalent	5	5	4	4
Above A level, below degree level	10	10	8	7
3 GCE A levels or equivalent	13	15	15	15
GCSE Grades A-C or equivalent	26	28	26	27
GCSE Grades D-E or equivalent	7	7	10	9
Foreign & other qualifications	8	8	6	6
No qualifications	30	28	32	31
<b>If has received a benefit in the 2 years before the claim</b>				
Received none	31	31	30	29
Received out-of-work benefit only	35	36	34	33
Received in-work benefit only	16	16	18	20
Received both	18	17	19	17
Total	100	100	100	100
<i>Unweighted base</i>	758	549	823	594

Continued



**Table A.4 Continued**

<b>Economic status at Wave 1, previous work experience, educational and vocational qualifications</b>	<b>Client group and area type Sick or disabled clients</b>			
	<b>Pilot</b>		<b>Control</b>	
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 1</b>	<b>Wave 2</b>
	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
<b>Economic status at Wave 1</b>				
Working 30+ hours per week	19	20	20	21
Working 16-29 hours per week	4	5	6	7
Working under 16 hours per week	2	2	2	2
In full time education	1	1	0	0
On a government scheme	1	2	1	1
Unemployed and looking for work	12	13	10	11
Looking after children or home	6	5	5	5
Temporarily sick or disabled	29	30	29	32
Permanently sick or disabled	23	17	24	18
Not working for other reason	4	4	3	2
<b>If has worked at any time in the 2 years before the claim</b>				
Worked 16 hours or more	67	68	72	75
Worked fewer hours/not at all	33	32	28	25
<b>Highest qualification level<sup>1</sup></b>				
Degree or equivalent	7	8	5	6
Above A level, below degree level	9	9	11	10
3 GCE A levels or equivalent	13	12	12	12
GCSE Grades A-C or equivalent	17	16	17	19
GCSE Grades D-E or equivalent	9	10	10	11
Foreign & other qualifications	7	7	9	9
No qualifications	38	38	36	33
<b>If has received a benefit in the 2 years before the claim</b>				
Received none	41	42	45	46
Received out-of-work benefit only	46	45	39	36
Received in-work benefit only	7	8	9	11
Received both	6	6	7	8
Total	100	100	100	100
<i>Unweighted base</i>	683	543	704	444

Continued

**Table A.4 Continued**

<b>Economic status at Wave 1, previous work experience, educational and vocational qualifications</b>	<b>Client group and area type JSA clients</b>			
	<b>Pilot</b>		<b>Control</b>	
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 1</b>	<b>Wave 2</b>
	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
<b>Economic status at Wave 1</b>				
Working 30+ hours per week	32	35	36	36
Working 16-29 hours per week	5	6	7	7
Working under 16 hours per week	3	3	4	5
In full time education	1	2	0	0
On a government scheme	3	3	1	1
Unemployed and looking for work	46	44	42	42
Looking after children or home	3	3	3	3
Temporarily sick or disabled	2	2	2	3
Permanently sick or disabled	1	0	1	1
Not working for other reason	3	2	3	3
<b>If has worked at any time in the 2 years before the claim</b>				
Worked 16 hours or more	73	75	82	83
Worked fewer hours/not at all	27	25	18	17
<b>Highest qualification level<sup>1</sup></b>				
Degree or equivalent	14	14	16	18
Above A level, below degree level	12	12	13	14
3 GCE A levels or equivalent	18	20	17	17
GCSE Grades A-C or equivalent	21	21	19	19
GCSE Grades D-E or equivalent	6	6	9	9
Foreign & other qualifications	9	7	6	6
No qualifications	20	21	19	17
<b>If has received a benefit in the 2 years before the claim</b>				
Received none	56	54	50	50
Received out-of-work benefit only	37	38	39	37
Received in-work benefit only	3	3	5	6
Received both	4	5	5	7
Total	100	100	100	100
<i>Unweighted base</i>	<i>661</i>	<i>435</i>	<i>671</i>	<i>459</i>

Base: All Wave 1 and Wave 2 respondents (unweighted data).

<sup>1</sup> Includes the vocational equivalents at each level.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

## A.2 Changes in circumstances between interviews

Respondents were asked about any changes in their living arrangements, work situation or health condition that had occurred between the Wave 1 and Wave 2 interviews (Table A.5). The information is presented here to give a descriptive overview of the type and extent of the changes that clients had experienced.

### A.2.1 Changes in household characteristics/housing

Moving house was the most common event in all three client groups. The proportion who had moved between interviews ranged from four per cent of sick or disabled clients to nine per cent of lone parent clients. The true proportion of movers would be higher because some Wave 1 respondents had moved out of the area or could not be traced (five-eighth per cent). Among lone parent clients, four per cent had started living with a partner while two per cent had acquired a partner since their original claim and subsequently stopped living with him or her (Table A.5).

**Table A.5 Changes in respondents' household circumstances and health between the Wave 1 and Wave 2 interview**

Changes in circumstances	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot	Control	Pilot	Control	Pilot	Control
	%	%	%	%	%	%
<i>Changes in household/housing</i>						
Started living with partner	4	4	2	2	1	3
Stopped living with partner/ partner died	2	2	1	1	1	2
Stopped living with parents	2	2	1	1	2	2
Birth of child	3	2	2	2	1	5
Youngest child started school	2	2	1	1	0	1
Moved house	9	9	4	4	6	8
<i>Changes in health condition</i>						
Became sick or disabled	3	2	4	7	2	4
Health deteriorated	5	5	13	19	2	2
Became pregnant	1	4	*	*	2	2
Period of sickness ended	1	*	4	6	*	*
<i>Unweighted base</i>	550	594	453	444	435	459

Base: Wave 2 respondents.

Notes: Figures in brackets are numbers where the base is too small for percentages to be calculated.

The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

### A.2.2 Changes in health condition

The most marked change in health condition was reported by sick or disabled clients in the control areas: 19 per cent reported that their health had deteriorated between the two interviews and seven per cent had had a further period of sickness. These proportions are higher than those in the pilot areas, 13 per cent and four per cent (Table A.5).

### A.2.3 Changes in employment status

Table A.6 shows changes in clients' work status between the two waves. The most common pattern for lone parent clients was to be not working at both waves (65 per cent in the pilot and 68 per cent in the control areas). The next most common pattern was working at both waves (19 per cent and 15 per cent). About one in 10 was not working at Wave 1 but in work at Wave 2 and fewer than one in 20 showed the reverse pattern (Table A.6).

The profile for sick or disabled clients was similar. In the pilot areas, 62 per cent were not working at both waves and 23 per cent were working at both waves and 15 per cent had a different work status at the two waves. The figures for the control areas were almost identical (Table A.6).

JSA clients had a more varied experience. The most common pattern was working at both waves (37 per cent in the pilot areas), followed by not working at both waves (31 per cent). A substantial proportion, 26 per cent in the pilot areas, had been out of work at Wave 1 but working by Wave 2 and only six per cent showed the reverse pattern. As with the other client groups, there were no statistically significant differences between clients in the pilot and those in the control areas.(Table A.6)

In all three client groups, those who had the same work status at both waves had generally been working, or not working, continuously through the intervening period (Table A.6).

A detailed record of movements into and out of work was collected in a work history. This is examined in Chapter 3 which compares the labour market outcomes of pilot and control area clients.

**Table A.6 Work status at Wave 1 and Wave 2 by client group and area type**

Work status at Wave 1 and Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
Working at Wave 1 and Wave 2:						
worked continuously	18	15	22	21	33	34
had a non-working period	1	1	1	2	5	5
all	19	15	23	22	37	39
Working at Wave 1, not working at Wave 2	5	4	7	7	6	8
Working at Wave 2, not working at Wave 1	11	12	8	9	26	20

Continued

**Table A.6 Continued**

Work status at Wave 1 and Wave 2	Client group and area type					
	Lone parent clients		Sick or disabled clients		JSA clients	
	Pilot %	Control %	Pilot %	Control %	Pilot %	Control %
Not working at Wave 1 and Wave 2:						
not working continuously	64	65	61	59	26	28
had a working period	1	3	1	2	5	4
all	65	68	62	61	31	32
Total	100	100	100	100	100	100
Unweighted base	550	594	452	443	435	458

**A.3 Weighting**  
**A.3.1 Wave 1 weights**

Within the sample of sick or disabled clients, those recorded on the DWP database as having participated in ONE were over-sampled in order to increase the numbers available for analysis.

**Pilot vs control area comparisons**

When the sick or disabled sample is analysed as a whole, weights need to be applied to compensate for the over-sampling of ONE participants:

Sampled as participant: weight = 0.460.  
Sampled as non-participant: weight = 1.545.

For other client groups, no weighting is needed (i.e. the weight applied is 1).

(Lone parent participants would have been over-sampled in the same way as the sick or disabled clients but there were insufficient numbers for this to be possible.)

**Participant vs non-participant comparisons**

In theory, no weighting should be needed when sick or disabled participants are analysed as a separate group. However, as explained in the Wave 1 Report, clients recorded as participants on the DWP database did not always report themselves as such in the interview. As the classification of ‘participant’ was based on the interview data rather than on the information used for sampling, weights are needed to equalise the sample selection probabilities within the participant and non-participant groups:

*Classified as ‘participant’ for analysis*  
Sampled as participant: weight = 0.648.  
Sampled as non-participant: weight = 2.177.

*Classified as 'non-participant' for analysis*

Sampled as participant: weight = 0.413.

Sampled as non-participant: weight = 1.389.

### A3.2 Wave 2 weights

Although there were few differences between the Wave 1 and Wave 2 samples, the comparisons shown in Tables A.2–A.4 are between distributions on single variables. It is possible that there would be greater differences if combinations of variables were examined. The Answer Tree package allows such complex analyses. The package uses a technique known as the Chi-Square Automatic Interaction Detector (CHAID) to identify optimal groupings of key variables in terms of predicting a dependent variable, in this case, participation in the Wave 2 interview. Non-response weights can then be produced for each grouping identified.

Table A.7 shows the groups identified, the response rate for the group and the non-response weight. These weights were then multiplied by the Wave 1 weight and scaled so that the weighted number of interviews in each client group and area type equalled the actual number achieved.

**Table A.7 Non-response weights**

Group	Number of cases interviewed at Wave 2	Response rate at Wave 2 <sup>1</sup>	Non-response weight
Outright owner:			
reported longstanding illness	122	87%	1.1557
no longstanding illness	80	75%	1.3375
Mortgagor, social sector renter:			
aged under 40, lone parent	693	74%	1.3449
aged under 40, sick or disabled/ISA	384	65%	1.5495
aged 40-44 or 55-64	381	76%	1.3045
aged 45-49 or 50-54	386	84%	1.1969
Private renter/in institution:			
male	126	55%	1.8175
female	253	68%	1.4743
Living with parents:			
lone parent/ISA in pilot area	202	74%	1.3564
sick or disabled/ISA in control area	203	61%	1.6502
Living with others	105	54%	1.8476

<sup>1</sup> This is the proportion of the Wave 1 sample interviewed at Wave 2, excluding those who would never work again.

Note: The Wave 1 interview took place 4-5 months after the claim; the Wave 2 interview took place 10-11 months after the claim.

*A.3.3 Effect of weighting on standard errors*

As explained earlier, these weights are necessary to reduce biases caused by over-sampling subgroups and by non-response. Unfortunately they also have the effect of increasing sampling errors around survey estimates. Because the weights in each group have an average value of 1, their variances show the approximate impact of the weights on the precision of survey estimates. The variances in Table A.8 show the relative increases in variances for the different subgroups; the relative increases in standard errors are about half these figures. For example the weighting increases the variances of estimates of the characteristics of the sick or disabled clients in the pilot areas by about 32% and the standard errors are increased by about 16%. For all the other groups, the increases are negligible.

**Table A.8 Effect of weighting on standard errors**

<b>Client group and area type</b>	<b>Variance of weight</b>	<b>Percentage increase in standard error (approximate)</b>
<b>Lone parent clients</b>		
Pilot areas	0.00	0
Control areas	0.00	0
<b>Sick or disabled clients</b>		
Pilot areas	0.32	16
Control areas	0.02	1
<b>JSA clients</b>		
Pilot areas	0.02	1
Control areas	0.02	1





## APPENDIX B LOGISTIC REGRESSION RESULTS

The following tables contain a number of variables that, when all the other variables are held constant, may have an independent impact on the likelihood of an individual being in work after ten months. The Exp (B) column can be interpreted as changes in odds. Only those variables with a significance value of less than 0.05 (penultimate column) were accepted as being statistically significant. This analysis was carried out primarily as a test of the independent impact that residing in a ONE pilot area might have had on labour market outcomes, which is the principal focus of the report. For example, in Table B.1, lone parents who lived in a ONE pilot area (PILOTAR) were not significantly more likely to have moved into work than those who did not live in a pilot area (because the significance level exceeds 0.05 or 5 per cent).

### 1. List of abbreviations for input variables in the models:

PILOTAR	Lives in pilot/control area
ORG2	Interviewed by ONS/BMRB
GAP3	Number of days elapsing between sample selection and interview
MISSGAP2	Has missing data on gap3
SEX	Male/Female
ETHNIC2	White/non-white
FIRSTPAR	Lived as a couple with someone at first interview
LOSTONE	Lived as a couple with someone at first interview but not at second
GAINONE	Lived as a couple with someone at second interview but not at first
XA2534	Aged 25 to 34 inclusive
XA3544	Aged 35 to 44 inclusive
XA4554	Aged 45 to 55 inclusive
XA5564	Aged 55 to 64 inclusive
XCHILDL5	Has a child under five
XCHILDNO	Has any dependent children
XTOTHER	Lives in 'other' accommodation category
XTENANT	Rents accommodation
QALEVP	Has vocational qualifications
QSOME	Has some academic qualifications
HEALTH	Has some long term illness or disability at first interview

BETTER	Has some long term illness or disability at first interview but not at second
WORSE	Has some long term illness or disability at second interview but not at first
WORKIND	Worked in paid job for 16 hours or more a week for at least one month during the two years prior to claiming benefit
LICENCE2	Has a driving licence
LITNUM2	Has problems with literacy or numeracy

**Table B.1 Lone parents - predicting work of 16 hours a week or more at second interview**

		Variables in the equation					
		B	S.E.	Wald	df	Sig.	Exp(B)
Step	PILOTAR	.134	.192	.489	1	.485	1.144
1 <sup>a</sup>	ORG2	-.088	.259	.114	1	.735	.916
	GAP3	-.001	.005	.019	1	.890	.999
	MISSGAP2	.072	.355	.041	1	.839	1.075
	SEX	.046	.320	.021	1	.885	1.047
	ETHNIC2	-.152	.287	.280	1	.597	.859
	FIRSTPAR	.674	.315	4.567	1	.033	1.962
	LOSTONE	-1.614	1.116	2.091	1	.148	.199
	GAINONE	.934	.358	6.795	1	.009	2.546
	XA2534	.093	.259	.129	1	.719	1.098
	XA3544	-.012	.307	.002	1	.969	.988
	XA4554	.075	.428	.031	1	.860	1.078
	XA5564	-.448	.945	.225	1	.636	.639
	XCHLDL5	-.849	.206	17.039	1	.000	.428
	XCHILDNO	.057	.405	.020	1	.887	1.059
	XTOTHER	.679	.339	4.013	1	.045	1.971
	XTENANT	-.342	.216	2.497	1	.114	.710
	QALEVP	.853	.233	13.457	1	.000	2.347
	QSOME	.205	.222	.854	1	.355	1.228
	HEALTH	-.629	.223	7.985	1	.005	.533
	BETTER	.776	.434	3.194	1	.074	2.172
	WORSE	-.533	.363	2.154	1	.142	.587
	WORKIND	.816	.192	18.059	1	.000	2.262
	LICENCE2	.430	.174	6.146	1	.013	1.537
	LITNUM2	-.626	.331	3.580	1	.058	.535
	Constant	-1.584	1.788	.785	1	.376	.205

a. Variable(s) entered on step 1: PILOTAR, ORG2, GAP3, MISSGAP2, SEX, ETHNIC2, FIRSTPAR, LOSTONE, GAINONE, XA2534, XA3544, XA4554, XA5564, XCHLDL5, XCHILDNO, XTOTHER, XTENANT, QALEVP, QSOME, HEALTH, BETTER, WORSE, WORKIND, LICENCE2, LITNUM2.

Reference case remained a lone parent and in good health throughout the survey period. She was female, white, aged under 25, had one child who was older than four, was buying her home on a mortgage, had no qualifications, had a driving licence and some previous working experience over the past two years.

**Table B.2 Lone parents - predicting work of 16 hours a week or more at first or second interview**

		Variables in the equation					
		B	S.E.	Wald	df	Sig.	Exp(B)
Step	PILOTAR	-.029	.171	.028	1	.866	.972
1 <sup>a</sup>	ORG2	.099	.243	.165	1	.685	1.104
	GAP3	-.001	.005	.070	1	.791	.999
	MISSGAP2	-.201	.330	.371	1	.542	.818
	SEX	.624	.319	3.819	1	.051	1.867
	ETHNIC2	-.065	.251	.068	1	.795	.937
	FIRSTPAR	.721	.288	6.295	1	.012	2.057
	LOSTONE	.097	.647	.022	1	.881	1.102
	GAINONE	.653	.357	3.338	1	.068	1.921
	XA2534	-.429	.219	3.833	1	.050	.651
	XA3544	-.553	.267	4.269	1	.039	.575
	XA4554	-.682	.396	2.976	1	.085	.505
	XA5564	-1.651	.938	3.100	1	.078	.192
	XCHILD5	-1.201	.191	39.611	1	.000	.301
	XCHILDNO	-.306	.397	.595	1	.440	.736
	XTOTHER	.290	.325	.793	1	.373	1.336
	XTENANT	-.503	.203	6.132	1	.013	.605
	QALEVP	.935	.212	19.509	1	.000	2.546
	OSOME	.442	.193	5.258	1	.022	1.557
	HEALTH	-.786	.197	15.944	1	.000	.455
	BETTER	.900	.406	4.912	1	.027	2.460
	WORSE	-.105	.298	.124	1	.725	.900
	WORKIND	1.311	.173	57.182	1	.000	3.710
	LICENCE2	.257	.156	2.727	1	.099	1.293
	LITNUM2	-.185	.257	.520	1	.471	.831
	Constant	-.957	1.606	.355	1	.552	.384

a. Variable(s) entered on step 1: PILOTAR, ORG2, GAP3, MISSGAP2, SEX, ETHNIC2, FIRSTPAR, LOSTONE, GAINONE, XA2534, XA3544, XA4554, XA5564, XCHILD5, XCHILDNO, XTOTHER, XTENANT, QALEVP, OSOME, HEALTH, BETTER, WORSE, WORKIND, LICENCE2, LITNUM2.

Reference case remained a lone parent and in good health throughout the survey period. She was female, white, aged under 25, had one child who was older than four, was buying her home on a mortgage, had no qualifications, had a driving licence and some previous working experience over the past two years.

**Table B.3 Sick or disabled clients - predicting work of 16 hours a week or more at second interview**

		Variables in the equation					
Step		B	S.E.	Wald	df	Sig.	Exp(B)
Step	PILOTAR	.059	.208	.081	1	.775	1.061
1 <sup>a</sup>	ORG2	-.271	.314	.741	1	.389	.763
	GAP3	.003	.005	.569	1	.451	1.003
	MISSGAP2	.018	.424	.002	1	.966	1.018
	SEX	-.681	.194	12.293	1	.000	.506
	ETHNIC2	-.769	.402	3.666	1	.056	.463
	FIRSTPAR	.567	.245	5.337	1	.021	1.763
	LOSTONE	-.344	.700	.241	1	.623	.709
	GAINONE	1.786	.692	6.659	1	.010	5.965
	XA2534	.582	.371	2.463	1	.117	1.789
	XA3544	.145	.396	.134	1	.714	1.156
	XA4554	.089	.410	.047	1	.828	1.093
	XA5564	-.404	.448	.815	1	.367	.667
	XCHIDL5	-.953	.332	8.234	1	.004	.386
	XCHILDNO	.112	.261	.183	1	.669	1.118
	XTOTHER	-.297	.371	.640	1	.424	.743
	XTENANT	-1.072	.241	19.720	1	.000	.342
	QALEVP	.413	.253	2.661	1	.103	1.512
	OSOME	.148	.238	.387	1	.534	1.160
	HEALTH	-1.507	.226	44.390	1	.000	.222
	BETTER	1.262	.321	15.426	1	.000	3.533
	WORSE	-.916	.347	6.959	1	.008	.400
	WORKIND	1.488	.331	20.201	1	.000	4.429
	LICENCE2	.419	.223	3.523	1	.061	1.520
	LITNUM2	.110	.330	.111	1	.739	1.116
	Constant	-2.332	1.629	2.050	1	.152	.097

a. Variable(s) entered on step 1: PILOTAR, ORG2, GAP3, MISSGAP2, SEX, ETHNIC2, FIRSTPAR, LOSTONE, GAINONE, XA2534, XA3544, XA4554, XA5564, XCHIDL5, XCHILDNO, XTOTHER, XTENANT, QALEVP, OSOME, HEALTH, BETTER, WORSE, WORKIND, LICENCE2, LITNUM2.

Reference case remained single and in good health throughout the survey period. She was female, white, aged under 25, had one child who was older than four, was buying her home on a mortgage, had no qualifications, had a driving licence and some previous working experience over the past two years.

**Table B.4 Sick or disabled clients - predicting work of 16 hours a week or more at first or second interview**

		Variables in the equation					
		B	S.E.	Wald	df	Sig.	Exp(B)
Step	PILOTAR	.228	.189	1.450	1	.228	1.256
1 <sup>a</sup>	ORG2	.302	.290	1.080	1	.299	1.352
	GAP3	.004	.004	.743	1	.389	1.004
	MISSGAP2	.551	.393	1.967	1	.161	1.735
	SEX	-.316	.176	3.220	1	.073	.729
	ETHNIC2	-.484	.347	1.947	1	.163	.616
	FIRSTPAR	.738	.219	11.319	1	.001	2.091
	LOSTONE	-.504	.656	.591	1	.442	.604
	GAINONE	1.684	.720	5.474	1	.019	5.388
	XA2534	-.477	.333	2.046	1	.153	.621
	XA3544	-.572	.356	2.579	1	.108	.565
	XA4554	-.782	.372	4.413	1	.036	.458
	XA5564	-1.308	.405	10.452	1	.001	.270
	XCHILD5	-.571	.299	3.649	1	.056	.565
	XCHILDNO	.232	.244	.907	1	.341	1.262
	XTOTHER	-.572	.347	2.717	1	.099	.564
	XTENANT	-.663	.209	10.043	1	.002	.516
	QALEVP	.582	.231	6.374	1	.012	1.790
	QSOME	.085	.213	.158	1	.691	1.088
	HEALTH	-1.207	.216	31.227	1	.000	.299
	BETTER	.764	.311	6.037	1	.014	2.148
	WORSE	-.736	.329	5.016	1	.025	.479
	WORKIND	1.565	.272	32.991	1	.000	4.782
	LICENCE2	.388	.196	3.910	1	.048	1.474
	LITNUM2	-.374	.296	1.590	1	.207	.688
	Constant	-2.212	1.495	2.189	1	.139	.109

a. Variable(s) entered on step 1: PILOTAR, ORG2, GAP3, MISSGAP2, SEX, ETHNIC2, FIRSTPAR, LOSTONE, GAINONE, XA2534, XA3544, XA4554, XA5564, XCHILD5, XCHILDNO, XTOTHER, XTENANT, QALEVP, QSOME, HEALTH, BETTER, WORSE, WORKIND, LICENCE2, LITNUM2.

Reference case remained single and in good health throughout the survey period. She was female, white, aged under 25, had one child who was older than four, was buying her home on a mortgage, had no qualifications, had a driving licence and some previous working experience over the past two years.

**Table B.5 JSA clients - predicting work of 16 hours a week or more at second interview**

		Variables in the equation					
		B	S.E.	Wald	df	Sig.	Exp(B)
Step	PILOTAR	.187	.186	1.008	1	.315	1.206
1 <sup>a</sup>	ORG2	.179	.265	.460	1	.498	1.197
	GAP3	.004	.005	.651	1	.420	1.004
	MISSGAP2	.068	.367	.035	1	.852	1.071
	SEX	-.037	.174	.045	1	.833	.964
	ETHNIC2	-.496	.247	4.045	1	.044	.609
	FIRSTPAR	.870	.234	13.854	1	.000	2.388
	LOSTONE	-.528	.593	.792	1	.373	.590
	GAINONE	.661	.532	1.542	1	.214	1.937
	XA2534	.063	.234	.074	1	.786	1.066
	XA3544	.308	.286	1.162	1	.281	1.361
	XA4554	-.438	.296	2.189	1	.139	.645
	XA5564	-.570	.375	2.304	1	.129	.566
	XCHIDL5	-.765	.349	4.800	1	.028	.465
	XCHILDNO	.287	.290	.980	1	.322	1.332
	XTOTHER	.199	.264	.571	1	.450	1.220
	XTENANT	-.459	.219	4.408	1	.036	.632
	QALEVP	.605	.229	6.958	1	.008	1.832
	QSOME	.276	.236	1.367	1	.242	1.318
	HEALTH	-.661	.201	10.782	1	.001	.516
	BETTER	.373	.544	.469	1	.494	1.451
	WORSE	-1.007	.280	12.927	1	.000	.365
	WORKIND	.632	.217	8.472	1	.004	1.882
	LICENCE2	.655	.181	13.149	1	.000	1.924
	LITNUM2	.033	.264	.016	1	.899	1.034
	Constant	-2.671	1.737	2.365	1	.124	.069

a. Variable(s) entered on step 1: PILOTAR, ORG2, GAP3, MISSGAP2, SEX, ETHNIC2, FIRSTPAR, LOSTONE, GAINONE, XA2534, XA3544, XA4554, XA5564, XCHIDL5, XCHILDNO, XTOTHER, XTENANT, QALEVP, QSOME, HEALTH, BETTER, WORSE, WORKIND, LICENCE2, LITNUM2.

Reference case remained single and in good health throughout the survey period. She was female, white, aged under 25, had one child who was older than four, was buying her home on a mortgage, had no qualifications, had a driving licence and some previous working experience over the past two years.

**Table B.6 JSA clients - predicting work of 16 hours a week or more at first or second interview**

		Variables in the equation					
		B	S.E.	Wald	df	Sig.	Exp(B)
Step	PILOTAR	.116	.207	.311	1	.577	1.123
1 <sup>a</sup>	ORG2	.111	.294	.143	1	.705	1.118
	GAP3	.007	.006	1.328	1	.249	1.007
	MISSGAP2	-.252	.404	.388	1	.533	.777
	SEX	.334	.195	2.931	1	.087	1.397
	ETHNIC2	-.915	.256	12.795	1	.000	.401
	FIRSTPAR	.722	.256	7.944	1	.005	2.059
	LOSTONE	-.009	.691	.000	1	.990	.991
	GAINONE	.544	.616	.780	1	.377	1.724
	XA2534	-.186	.260	.513	1	.474	.830
	XA3544	-.092	.315	.085	1	.770	.912
	XA4554	-.760	.322	5.585	1	.018	.468
	XA5564	-.553	.405	1.864	1	.172	.575
	XCHILD5	-.649	.369	3.096	1	.078	.523
	XCHILDNO	.597	.315	3.584	1	.058	1.817
	XTOTHER	.176	.294	.356	1	.551	1.192
	XTENANT	-.287	.235	1.488	1	.223	.750
	QALEVP	.480	.246	3.800	1	.051	1.617
	OSOME	.303	.253	1.436	1	.231	1.354
	HEALTH	-.696	.216	10.422	1	.001	.499
	BETTER	.067	.559	.014	1	.904	1.070
	WORSE	-1.019	.287	12.615	1	.000	.361
	WORKIND	1.169	.220	28.124	1	.000	3.218
	LICENCE2	.703	.199	12.455	1	.000	2.020
	LITNUM2	.184	.281	.430	1	.512	1.202
	Constant	-3.157	1.977	2.549	1	.110	.043

a. Variable(s) entered on step 1: PILOTAR, ORG2, GAP3, MISSGAP2, SEX, ETHNIC2, FIRSTPAR, LOSTONE, GAINONE, XA2534, XA3544, XA4554, XA5564, XCHILD5, XCHILDNO, XTOTHER, XTENANT, QALEVP, OSOME, HEALTH, BETTER, WORSE, WORKIND, LICENCE2, LITNUM2.

Reference case remained single and in good health throughout the survey period. She was female, white, aged under 25, had one child who was older than four, was buying her home on a mortgage, had no qualifications, had a driving licence and some previous working experience over the past two years.





This appendix describes the procedure used to compare the labour market outcomes of ONE participants and non-participants, as described in Chapter 4.

### C.1 How are participants matched to non-participants?

A list of characteristics known to affect participation and economic activity is drawn up, based on previous research and the Wave 1 analysis. These were used to match participants to non-participants.

A practical difficulty that arises when attempting to match individuals is that, as the number of characteristics to be matched increases, the probability of not finding a match increases. In other words, the chances of finding a 'similar' person fall as one becomes more specific as to what this person should be like. For example, if we wanted to match participants to non-participants in exactly the same cell across, say, five dimensions - age, gender, ethnic origin, area and work experience - the chances of finding a match would be low since there would be over a hundred separate cells, depending on the degree of banding. Where a suitable match can be found for an individual in the participant group, there is said to be *support* in the comparator group for that member of the participant group. However, if the identifying assumption for matching holds, it also holds for certain functions of the controlling variables. One such function is the propensity, or probability, of belonging to the participant group. Propensity score matching involves judging similarity between individuals purely on the basis of their propensity score. Matching on a single index in this way is much less demanding in terms of support than matching a large number of characteristics directly (Rosenbaum and Rubin, 1983).

The propensity score for each individual is the predicted probability of being in the participant group. This is generated with a probit equation estimating the probability of participating in ONE. Variables entering this participation equation should theoretically influence both participation *and* the outcome of interest, in this case labour market activity. Variables that are not predictive of labour market outcomes should be excluded, whether they are predictive of participation or not since, by definition, they will not bias estimates of the programme effect on labour market outcomes. Variables that are predictive of labour market outcomes but not predictive of participation should also be excluded, since they are, in effect, randomly assigned across the participant and non-participant groups. And, of course, variables predicting neither participation nor outcomes are of no interest.

The propensity score is then fed into the matching estimator which matches non-participants to 'like' participants. Some cases are removed from analysis because they are deemed insufficiently 'like' others to obtain a match. (As we show later, we remove very few cases.) That is, they fail the support requirement. We have enforced the support requirement by removing participants with propensity scores higher than the highest propensity score in the comparator group. This is discussed further below.

Analysis then proceeds via matching. This involves re-weighting the non-participant data such that mean scores on independent variables entering the participation equation match those for participants. In this way, propensity score matching can be viewed as a re-weighting exercise which seeks to mimic the random allocation of the treatment *post hoc*.

## C.2 The use of radius matching

There are a number of ways to identify the comparator group through propensity score matching. Perhaps the most common is the single nearest-neighbour technique used, for instance, in the evaluation of the New Deal for Young People (Bonjour *et al.*, 2001). This involves finding for each treated individual that non-treated individual with the most similar propensity score – and so, the most similar characteristics. Here we use an alternative technique known as radius matching. In radius matching all the comparators falling within the designated propensity score radius band are matched to the participants in that part of the propensity distribution. Participants are matched with 'synthetic' comparators composed of a weighted equivalent of the comparators falling within the radius of their propensity score. All comparators within the radius receive equal weight.<sup>34</sup> Those outside the radius for all participants are not matched at all. When sample sizes are small, this method may be preferable to nearest neighbour matching because it makes more efficient use of available observations, thus reducing the number of cases falling outside the support requirement.

## C.3 Diagnostics: assessing the performance of the match

An important feature of propensity score matching is that those who fail the support requirement are dropped from the analysis because they can not be matched. This is not a problem when the numbers dropped are relatively small. In this case it can be viewed as akin to dropping outliers in a more traditional regression analysis. However, if large numbers are dropped, this implies that there is fairly extensive lack of support across participant and non-participant groups. In other words, the two groups are dissimilar in important respects. If a large proportion of the eligible population is removed from the analysis, this raises questions about the applicability of results to the population for which the programme is intended, and thus the policy inferences that can be drawn. Although there are no hard and fast rules about what is considered an acceptable level of rejected cases, we drop very few cases, as we show later.

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<sup>34</sup> However, if a particular non-participant also falls within the radius for a match with another participant, this will affect that non-participant's final weight.

The most intuitive way of assessing how well the matching has performed is to compare mean scores on variables entering the participation equation for participants and non-participants respectively. If matching has been successful, then differences between mean scores for participants and non-participants should diminish markedly after matching. If a treatment is randomly assigned, one should expect to see no significant differences in the characteristics of participants compared with non-participants, looking at them jointly, although as one would expect in a randomised trial, differences on individual factors may arise by chance. So, in the case of propensity score matching, we should expect to see few significant differences across participant and non-participant mean scores after matching. As we show later, our matching performs very well.

#### C.4 To what extent can we generalise from the results?

There are three aspects we should consider when seeking to generalise from the results presented in this section: sample non-response and attrition; sensitivity of results to the width of the radius; and sample size.

Our results can only be applied to the whole eligible population if we account for sample non-response and attrition between Waves 1 and 2 of the survey since differential non-response and attrition may lead to biases in estimated programme effects. In order to address this, sample weights were constructed using probabilistic models. The first weight attempts to correct for non-response. To do this, a probit model of survey response was estimated across all individuals in the sampling frame using administrative data used to draw the sample. The inverse of the estimated probability is used to weight back to the sampling frame. This was done separately for the lone parent group and the sick or disabled group. The second weight attempts to account for sample attrition between Waves 1 and 2, conditional on being a respondent at Wave 1. So a probit model of response to the second wave was estimated across all Wave 1 survey respondents and the inverse of the estimated probability is used to weight back to the sample of Wave 1 respondents. Again, this process was undertaken for lone parents and the sick or disabled separately. The final sample weight is the product of these two weights.<sup>35</sup> It allows the sample of wave two respondents to be regarded as representative of the cohort population.

It would be possible to derive a single weight by directly modelling the probability in a single step of an individual in the sampling frame responding to wave two survey. However, there are two reasons why it is useful to explicitly model non-response and then sample attrition. The

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<sup>35</sup> In the case of the sick or disabled, the final weight is the product of three weights, the third weight accounting for differential probabilities of selection into the sampling frame in the first place. This arose because low take-up of the programme among the sick or disabled meant it was necessary to over-sample participants to boost their numbers in the achieved sample.

first is that factors affecting non-response are likely to be different from those determining attrition: this proved to be the case. Secondly, only administrative data are available to estimate non-response at Wave 1, whereas estimating attrition to Wave 2 conditional on response at Wave 1 permits the use of rich data collected at the Wave 1 survey. We present the non-response and attrition models because they are informative in their own right. The participation equation generating the propensity scores is run with sampling weights. Our results are presented with and without sampling weights.

Results may be sensitive to the size of the radius that is the basis for matching. Choosing a different radius may result in non-participants being matched to different participants. Furthermore, the smaller the, the more difficult it is to find a match within that range, resulting in a greater number of cases failing the support requirement. We therefore test the sensitivity of our results to three radius bands: 0.005, 0.01 and 0.02. Results do not differ very much when using a different radius, so we report results based on the 0.01 radius band.

Finally, like any technique, results can be sensitive to the number of observations available for analysis. It is important to recognise the limitations of the matching methodology in the presence of small samples. It is possible that results may differ with a newly drawn sample. The best way to guard against this is to have large sample sizes. Unfortunately, the low take-up rate for ONE meant that these were not available for the ONE evaluation.

## C.5 The analysis for lone parent clients

### C.5.1 *Non-response and sample attrition among lone parents*

There were 1,247 lone parents in our sampling frame. Of these, 758 responded to the Wave 1 interview, and 550 responded to the Wave 2. Probit equations were used to estimate the probability of non-response and attrition between Waves 1 and 2, and the results were used to produce a single weight which was used when estimating participation. The models for non-response at Wave 1 and sample attrition by Wave 2 are presented as Model (1) and (2) respectively in Table C.1. The figures are the coefficients from the probit equations. The absolute values of the z-statistics are shown in parentheses.

**Table C.1 Non-response and sample attrition models for lone parents**

	(1) Response at Wave 1	(2) Response at Wave 2
<b>ONE-related variables:</b>		
Selection group category (reference: GMS not LMS)		
PA interview booked	-0.057 (0.63)	0.006 (0.04)
PA interview deferred	0.152 (0.77)	-0.431 (1.70)
PA interview refused	-0.203 (2.05)*	-0.012 (0.08)
Pilot area (reference: Lea Roding):		
Essex South East	0.156 (1.51)	0.194 (1.16)
Warwickshire	0.384 (3.53)**	0.201 (1.19)
Clyde Coast	0.048 (0.51)	0.022 (0.13)
<b>Date of eligibility for ONE</b>		
	-	-0.004 (1.04)
Participating in ONE by Wave 1 interview	-	0.216 (1.60)
<i>Interview-related variables:</i>		
BMRB allocation (reference: ONS allocation)	-0.172 (2.21)*	-0.072 (0.62)
Number of days between sampling and Wave 1 interview		-0.009 (2.59)**
<i>Demographics:</i>		
Female	0.315 (2.40)*	0.300 (1.50)
Date of birth	-0.000 (2.16)*	-0.000 (1.96)*
Non-white ethnic minority		-0.211 (1.20)
Self-assessed health in last 12 months (reference: good)		
Fairly good		0.026 (0.20)
Not good		-0.230 (1.42)
Any long-standing illness, disability or infirmity		0.100 (0.71)

Continued

**Table C.1 Continued**

	(1) Response at Wave 1	(2) Response at Wave 2
<b>Work experience and qualifications:</b>		
In paid work at any point in two years before eligibility for ONE		0.205 (1.48)
In paid work at Wave 1		0.067 (0.50)
Highest qualification (reference: none)		
Degree		0.240 (0.92)
A-level		0.391 (2.58)**
GCSE		0.164 (1.26)
Other		0.015 (0.08)
<b>Valid car or motorcycle licence</b>		-0.256 (2.21)*
<b>Household characteristics:</b>		
Age of youngest child (reference: under 3 yrs)		
3-4 years		-0.196 (1.20)
5-10 years		-0.306 (2.05)*
11-17		-0.567 (2.81)**
No dependent children		-0.361 (1.46)
<b>Has partner at Wave 1</b>		-0.210 (1.25)
<b>Social rented accommodation</b>		
		-0.088 (0.57)
Someone in the household other than respondent (or partner) in paid work		0.391 (1.98)*
If claimed in-work benefit in two years prior to eligibility		-0.263 (1.80)
Expecting to move address in near future (at Wave 1)		-0.175 (1.17)
Constant	3.826 (2.17)*	8.423 (2.45)*
Observations	1247	758
Log likelihood	-817.63	-415.99
LR chi2 (9)	34.96	-
LR chi2 (32)	-	58.82
Prob > chi2	0.0001	0.0027
Pseudo R2	0.0209	0.0660

\* significant at 5% level; \*\* significant at 1% level.

*C.5.2 Participation in ONE by the Wave 1 interview: lone parent clients*

The probability of lone parents participating in ONE by the Wave 1 interview is estimated in Table C.2. There are four types of predictor in the model: those relating to ONE; clients' demographic characteristics; their work experience and qualifications; and their household characteristics. With the exception of the ONE-related variables, all information was collected at the Wave 1 survey interview, about four months after the claim enquiry, although some of the information relates to labour market experiences in the two years prior to eligibility for the programme. The variables are jointly significant, and the model contains a number of statistically significant effects.

**Table C.2 Whether lone parents participated in ONE by Wave 1 interview**

	<b>onepart2</b>
<b>ONE-related variables:</b>	
Pilot area (reference: Lea Roding):	
Essex South East	0.488 (2.31)*
Warwickshire	0.547 (2.58)**
Clyde Coast	1.299 (5.89)**
Date of eligibility for ONE:	0.000 (0.06)
<b>Demographics:</b>	
Female	0.249 (0.99)
Date of birth	0.000 (0.58)
Non-white ethnic minority	0.296 (1.21)
Self-assessed health in last 12 months (reference: good)	
Fairly good	-0.032 (0.23)
Not good	-0.450 (2.51)*
<b>Work experience and qualifications:</b>	
Any time looking after children/family in two years prior to eligibility for ONE	-0.318 (2.19)*
Spent 80%+ of two years prior to eligibility for ONE in paid work of 30+ hours per week	-0.049 (0.23)
Spent 80%+ of two years prior to eligibility for ONE in paid work of 16-29 hours per week	0.207 (0.84)
	Continued

**Table C.2 Continued**

	<b>onepart2</b>
<b>Work experience and qualifications (continued):</b>	
Social class in last job prior to eligibility for ONE (reference: skilled manual)	
No job in two years prior to eligibility for ONE	0.170 (0.81)
Professional/Managerial/Technical	0.032 (0.13)
Skilled non-manual	0.425 (2.55)*
Partly skilled	0.175 (0.76)
Unskilled	-0.028 (0.11)
Highest qualification is A-level or above	0.173 (1.23)
Valid car or motorcycle licence	0.423 (3.05)**
<b>Household characteristics:</b>	
Age of youngest child (reference: under 3 years)	
3-4 years	0.293 (1.45)
5-10 years	0.573 (3.08)**
11-17 years	0.804 (3.30)**
No dependent children	0.654 (2.04)*
<i>Two or more dependent children</i>	-0.235 (1.43)
If claimed in-work benefit in two years prior to eligibility	-0.335 (2.19)*
Housing tenure (reference: Other, including with family)	
Owner occupier	0.303 (1.24)
Social rented	0.205 (1.00)
Private rented	0.253 (1.03)
<i>No telephone</i>	0.454 (1.67)
Someone in the household other than respondent (or partner) in paid work	-0.073 (0.32)
<i>Has partner at Wave 1</i>	0.112 (0.54)
Constant	-4.418 (1.08)
Observations	550
F (31,727)	2.66
Prob > F	0.0000

Absolute value of t-statistics in parentheses

\* significant at 5% level; \*\* significant at 1% level



### C.5.3 *The matching process: lone parent clients*

The participation equation generated propensity scores running from 0.02 to 0.90 for participants. Figure C.1 presents histograms showing the distribution of propensity scores for participants and non-participants who went on to respond to the Wave 2 survey.

Among the 379 non-participants, the minimum propensity score was .012 and the maximum was .762. Among participants, the minimum score was .020 and the maximum was .889. Although non-participants generally had a lower propensity to participate than participants (the mean scores being .243 and .408 respectively), and they tended to be bunched in the lower half of the propensity score distribution, the scores for non-participants offer support for participants throughout most of the distribution. Nine participants were removed before matching because they had higher propensity scores than any of the non-participant sample.

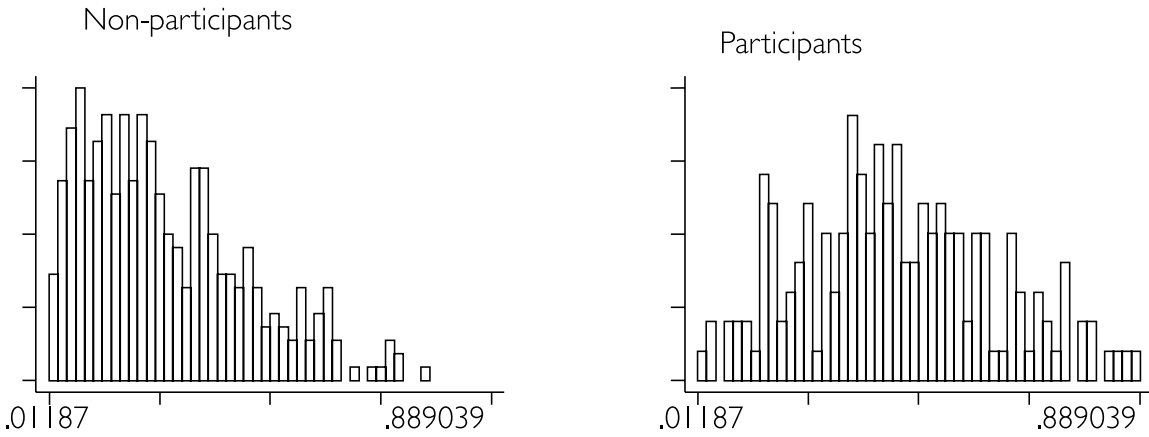
The remaining 162 participants were then matched with the 379 non-participants using a 0.01 radius band. The matching programme rejects 24 non-participants because they do not fall within the radius for a match with any of the participants.<sup>36</sup> This leaves us with 162 participants and 355 non-participants for analysis. Our results will therefore be representative of Wave 2 respondents and, with sampling weights adjusting for non-response and attrition, they will be representative of the sampling frame from which they were drawn.

Table C.3 illustrates data after re-weighting and after matching. The matching results in a convergence of mean values on independent variables in the participation equation for participants and non-participants. There are some characteristics, such as housing tenure, access to a telephone and whether the respondent had a partner, where the participant and non-participant groups were already very similar, so that matching makes little difference. In some cases, such as the age of the youngest child, matching has brought mean scores closer together, though some differences in mean scores remains. But in most instances (location, ethnicity, health, social class, work history, qualifications), matching has a dramatic effect. This is so in both the sample weighted and unweighted data.

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<sup>36</sup> Seventy-seven non-participants are unmatched with a 0.005 radius band, and two are unmatched with a 0.02 radius band. We have run analyses using all three radius bands. Results do not differ markedly.

**Figure C.1 Propensity scores for lone parent non-participants and participants**



**Table C.3 Mean values for independent variables in participation equation: lone parents**

	Without non-response/attrition weights:			With non-response/attrition weights:		
	Participants	Non- participants, pre-matching	Non- participants, matched	Participants	Non- participants, pre-matching	Non- participants, matched
<b>ONE-related:</b>						
Pilot area:						
Essex SE	.24	.23	.23	.22	.23	.22
Warwickshire	.22	.25	.21	.18	.20	.17
Clyde Coast	.38	.23	.38	.41	.23	.39
Lea Roding	.17	.29	.18	.20	.34	.22
<b>Entry date</b>	28.3	27.5	28.7	28.3	27.4	28.6
<b>Demographics:</b>						
<b>Female</b>	.93	.95	.93	.91	.93	.91
<i>Date of birth</i> <sup>1</sup>	140069	140623	140256	140260	140625	140287
<i>Non-white</i>	.10	.15	.10	.11	.18	.12
Health:						
Good	.56	.54	.58	.56	.54	.58
Fairly good	.32	.27	.29	.31	.26	.28
Not good	.13	.18	.13	.14	.20	.13
<b>Work, quals.:</b>						
Social class:						
No job	.15	.18	.14	.16	.20	.16
Prof/Man.	.11	.10	.12	.12	.10	.11
Skilled NM	.31	.22	.28	.29	.21	.26
Skilled M	.11	.11	.14	.12	.12	.15
Part skilled	.25	.31	.26	.25	.29	.25
Unskilled	.07	.08	.06	.07	.08	.06
<b>Any time looking after home in 2 yrs pre-ONE</b>	.49	.63	.50	.47	.62	.51
In 30+ HPW work for 80%+ of 2 yrs pre-ONE	.14	.10	.15	.14	.10	.14
In 16-29 HPW work for 80%+ of 2 yrs pre-ONE	.12	.07	.10	.11	.06	.09
A-level or above	.35	.27	.34	.34	.25	.33
<i>Licence</i>	.55	.44	.54	.56	.45	.55
<b>Household:</b>						
Partner	.09	.10	.10	.10	.11	.11
Others in household in paid work	.09	.11	.10	.09	.10	.09
<i>2+ children</i>	.14	.22	.16	.15	.22	.16
Youngest child aged:						
<3	.25	.39	.32	.25	.36	.30
3-4	.15	.16	.15	.15	.16	.15
5-10	.35	.28	.31	.34	.29	.31
11-18	.19	.13	.18	.20	.13	.19
None	.06	.05	.05	.07	.06	.06

Continued

**Table C.3 Continued**

	Without non-response/attrition weights:			With non-response/attrition weights:		
	Participants	Non- participants, pre-matching	Non- participants, matched	Participants	Non- participants, pre-matching	Non- participants, matched
<i>Claimed in-work benefit in 2 yrs pre-ONE</i>	.33	.31	.33	.34	.31	.33
Tenure:						
Owner occ.	.20	.16	.17	.19	.16	.17
Soc. Rent	.51	.54	.55	.51	.55	.56
Priv. Rent	.14	.15	.15	.15	.15	.14
Other	.15	.15	.13	.15	.15	.13
No telephone	.06	.06	.07	.06	.06	.07
<b>N obs</b>	162	355	355	162	355	355

<sup>1</sup> The date of birth is presented in terms of the number of days elapsed since the beginning of the Gregorian calendar

**C.6 The analysis for sick or disabled clients**

**C.6.1 Non-response and sample attrition among the sick or disabled**

There were 1,248 sick or disabled clients in our sampling frame. Of these, 683 responded to the Wave 1 interview, and 453 responded to the Wave 2 interview. The non-response and attrition models used to create the sample weights are presented as models (1) and (2) respectively in Table C.4.

**Table C.4 Non-response and sample attrition models for sick or disabled**

	(1) Response at Wave 1	(2) Response at Wave 2
<b>ONE-related variables:</b>		
Pilot area (reference: Clyde Coast)		
Essex South East	-0.159 (1.67)	-0.287 (1.95)
Warwickshire	0.140 (1.30)	0.018 (0.12)
Lea Roding	0.020 (0.20)	-0.422 (2.50)*
Selection group category (reference: GMS not LMS)		
PA interview booked	0.106 (1.24)	0.008 (0.06)
PA interview deferred	0.188 (1.56)	-0.088 (0.53)
PA interview refused	-0.131 (1.17)	-0.056 (0.32)
Date of eligibility for ONE		0.004 (0.74)
Participating in ONE by Wave 1 interview		0.239 (1.89)

Continued

**Table C.4 Continued**

	(1) Response at Wave 1	(2) Response at Wave 2
<b>Interview-related variables:</b>		
BMRB allocation (reference: ONS allocation)	-0.267 (3.44)**	-0.269 (2.31)*
Number of days between sampling and Wave 1 interview	-0.001	(0.16)
<b>Demographic:</b>		
Female	0.184 (2.49)*	0.080 (0.73)
Date of birth	-0.000 (4.85)**	-0.000 (1.72)
Non-white ethnic minority		0.062 (0.29)
Self-assessed health in last 12 months (reference: not good)		
Good		0.009 (0.05)
Fairly good		-0.034 (0.25)
Any long-standing illness, disability or infirmity	-0.104	(0.75)
<b>Work experience and qualifications:</b>		
In paid work at any point in two years before eligibility for ONE		0.031 (0.25)
In paid work at Wave 1		0.138 (1.02)
Highest qualification (reference: none)		
Degree		0.282 (1.22)
A-level		-0.027 (0.19)
GCSE		0.078 (0.57)
Other		-0.094 (0.45)
Valid car or motorcycle licence		-0.014 (0.12)

Continued

**Table C.4 Continued**

	(1) Response at Wave 1	(2) Response at Wave 2
Household characteristics:		
Age of youngest child (reference: no dependent children)		
Aged under 3 years		0.016 (0.08)
3-4 years		0.147 (0.39)
5-10 years		0.314 (1.49)
11-17 years		0.340 (1.79)
Has partner at wave one		-0.092 (0.72)
Social rented accommodation		-0.120 (0.93)
Someone in household other than respondent (or partner) in paid work at Wave 1		0.107 (0.81)
If claimed in-work benefit in two years prior to eligibility for ONE		0.031 (0.19)
Expecting to move address in near future (at Wave 1)		-0.387 (1.99)*
Constant	5.457 (4.94)**	4.066 (1.89)
Observations	1248	683
Log likelihood	-832.62	-413.39
LR chi2 (9)	53.67	-
LR chi2 (32)	-	45.89
Prob > chi2	0.0000	0.0531
Pseudo R2	0.0312	0.0526

Absolute value of z-statistics in parentheses.

\* significant at 5% level; \*\* significant at 1% level.

*C.6.2 Participation in ONE by  
the Wave 1 interview: sick or  
disabled clients*

The probability of the sick or disabled participating in ONE by the Wave 1 interview is estimated in Table C.5. The search for the best fitting model means that it differs in some respects to the participation model for lone parents but the variables it contains are similar.

**Table C.5 Whether sick or disabled clients participated in ONE by Wave 1 interview**

	<b>onepart2</b>
<b>ONE-related variables:</b>	
Pilot area (reference: Clyde Coast):	
Essex South East	-0.424 (2.11)*
Warwickshire	-0.102 (0.49)
Lea Roding	-0.686 (2.59)**
Date of eligibility for ONE	0.001 (0.13)
<b>Demographics:</b>	
Female	-0.330 (1.97)*
Date of birth	0.000 (2.04)*
Non-white ethnic minority	-0.444 (1.17)
Self-assessed health in last 12 months (reference: not good)	
Good	0.275 (1.07)
Fairly good	0.044 (0.25)
Any long-standing illness, disability or infirmity	0.304 (1.60)
<b>Work experience and qualifications:</b>	
Highest qualification is GCSE or above	-0.378 (2.21)*
Social class in last job prior to eligibility for ONE (reference: partly skilled)	
No job in two years prior to eligibility for ONE	0.337 (1.13)
Professional	0.480 (0.62)
Managerial/technical	0.417 (1.65)
Skilled non-manual	0.421 (1.65)
Skilled manual	0.322 (1.43)
Unskilled	0.158 (0.61)
<b>Household characteristics:</b>	
Social rented accommodation	0.469 (2.57)*
Has access to car or motorcycle	-0.321 (1.95)
No telephone	0.450 (1.69)
	Continued

**Table C.5 Continued**

	<b>onepart2</b>
<i>Has partner at Wave 1</i>	-0.160 (0.95)
Age of youngest child (reference: no dependent children)	
Under 3 years	-0.480 (1.49)
3-4 years	-1.568 (2.06)*
5-10 years	-1.069 (3.55)**
11-17 years	0.210 (0.92)
Two or more dependent children	1.000 (2.65)**
Someone in the household other than respondent (or partner) in paid work at Wave 1	-0.339 (1.77)
Constant	-6.049 (2.05)*
Observations	453
F (27,656)	2.21
Prob > F	0.0004

Absolute value of t-statistics in parentheses.

\* significant at 5% level; \*\* significant at 1% level.

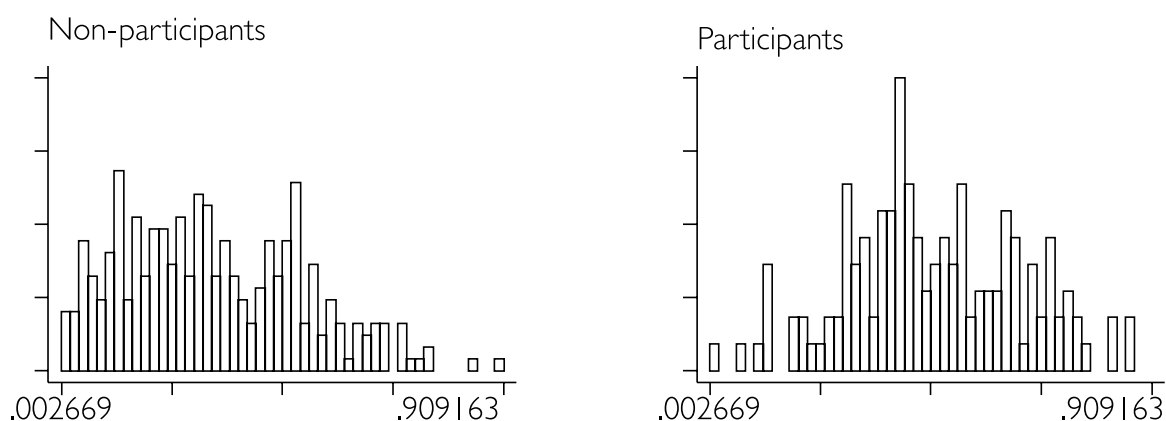
### *C.6.3 The matching process: sick or disabled clients*

The participation equation generated propensity scores running from 0.00 to 0.91 for Wave 1 participants. Figure C.2 presents histograms showing the distribution of propensity scores for participants and non-participants who went on to respond to the Wave 2 survey.

Among the 314 non-participants, the minimum propensity score was .003 and the maximum was .909. Among the 139 participants, the minimum score was .013 and the maximum was .868. As in the case of lone parents, non-participants' average propensity to participate was much lower than participants' (the mean scores being .313 and .459 respectively). However, as Figure C.2 illustrates, the scores for non-participants offer support for participants throughout most of the distribution. Only two participants were removed before matching due to a lack of overlapping support in the propensity distributions.



**Figure C.2 Propensity scores for sick or disabled non-participants and participants**



The remaining 137 participants were then matched with the 270 non-participants using a 0.01 radius band. The matching programme rejected 44 non-participants because they did not fall within the radius for a match with any of the participants.<sup>37</sup> One hundred and thirty-seven participants and 270 non-participants remain for analysis.

Table C.6 shows the convergence of mean values on independent variables in the participation equation for participants and non-participants after matching. Non-participants more closely resemble participants in terms of their location, demographic characteristics (gender and ethnicity), household characteristics (partnership, others working, number of children, access to cars, and telephone ownership) post-matching. However, in some cases matching makes little difference because participants and non-participants were already closely matched (long-standing illness, tenure and social class).

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<sup>37</sup> The figures for the narrower 0.005 and wider 0.02 radius bands were 83 and 19 respectively. We have run analyses using all three radius bands. Results do not differ markedly.

**Table C.6 Mean values for independent variables in participation equation: sick or disabled**

	<i>Without non-response/attrition weights:</i>			<i>With non-response/attrition weights:</i>		
	Participants	Non- participants, pre-matching	Non- participants, matched	Participants	Non- participants, pre-matching	Non- participants, matched
<b>ONE-related:</b>						
Pilot area:						
Essex SE	.18	.22	.16	.20	.28	.20
Warwickshire	.18	.22	.22	.16	.16	.18
Clyde Coast	.54	.39	.50	.51	.36	.50
Lea Roding	.11	.18	.11	.13	.20	.12
<b>Entry date</b>	31.5	31.9	31.9	31.2	31.4	31.6
<b>Demographics:</b>						
<b>Female</b>	.39	.44	.39	.33	.40	.36
Date of birth	137210	136679	137034	137845	137579	138054
Non-white	.04	.09	.04	.05	.09	.04
Health:						
Good	.14	.12	.13	.14	.13	.16
Fairly good	.26	.21	.24	.27	.23	.24
Not good	.60	.68	.64	.59	.64	.60
Long-standing illness	.72	.71	.72	.71	.66	.69
<b>Work, quals.:</b>						
Social class:						
No job	.10	.08	.11	.11	.09	.11
Professional	.01	.01	.01	.01	.01	.01
Managerial	.15	.14	.17	.14	.12	.17
Skilled NM	.13	.14	.12	.14	.14	.11
Skilled M	.25	.24	.22	.24	.25	.22
Part skilled	.23	.27	.26	.24	.27	.28
Unskilled	.13	.12	.11	.13	.12	.12
GCSE or above	.47	.55	.52	.48	.58	.56
<b>Household:</b>						
Partner	.48	.53	.47	.47	.52	.43
Others in household in						
paid work	.18	.22	.17	.18	.22	.19
2+ children	.08	.06	.07	.08	.07	.07
Youngest child aged:						
<3	.11	.09	.09	.11	.12	.11
3-4	.00	.02	.01	.00	.04	.01
5-10	.04	.09	.04	.04	.08	.03
11-18	.12	.12	.11	.10	.09	.08
None	.72	.68	.76	.75	.68	.77
Social rented accommodation	.32	.33	.32	.32	.31	.30
Access to car or motorcycle	.42	.50	.41	.40	.45	.36
No telephone	.11	.06	.10	.11	.05	.09
<b>N obs</b>	137	270	270	137	270	270

**APPENDIX D COMPARISON OF LABOUR MARKET OUTCOMES OF ONE PARTICIPANTS AND NON PARTICIPANTS: PROBIT EQUATIONS**

**Table D.1: Probit equations estimating lone parents' likelihood of paid work at wave two**

	Weighted	Not Weighted
<b>ONE-related variables:</b>		
<b>Participant in ONE</b>	0.213	0.205
Pilot area (reference: Lea Roding):	(1.52)	(1.48)
Essex South East	-0.131 (0.66)	-0.119 (0.61)
Warkwickshire	-0.127 (0.69)	-0.098 (0.53)
Clyde Coast	-0.315 (1.29)	-0.238 (1.04)
Date of eligibility for ONE:	0.003 (0.79)	0.003 (0.77)
<b>Demographics:</b>		
<b>Female</b>	0.326 (1.19)	0.190 (0.65)
<b>Date of birth</b>	-0.000 (0.25)	-0.000 (0.04)
<b>Non-white ethnic minority</b>	0.084 (0.35)	0.041 (0.17)
Self-assessed health in last 12 months (reference: good)		
<i>Fairly good</i>	-0.080 (0.53)	-0.078 (0.54)
Not good	-0.294 (1.55)	-0.131 (1.64)
<b>Work experience and qualifications:</b>		
Any time looking after children/family in two years prior to eligibility for ONE	-0.289 (1.94)	-0.304 (2.01)*
Spent 80% of two years prior to eligibility for ONE in paid work of 30+ hours per week	-0.042 (0.20)	0.003 (0.01)
Spent 80% of two years prior to eligibility for ONE in paid work of 16-29 hours per week	-0.287 (1.16)	-0.240 (0.99)
Social class in last job prior to eligibility for ONE (reference: skilled manual)		
<i>No job in two years prior to eligibility for ONE</i>	-0.491 (2.01)*	-0.525 (2.29)*
<i>Professional/Managerial/Technical</i>	-0.186 (0.79)	-0.248 (1.02)
<i>Skilled non-manual</i>	-0.123 (0.71)	-0.117 (0.68)

	<b>Weighted</b>	<b>Not Weighted</b>
<i>Partly skilled</i>	0.204 (0.92)	0.124 (0.56)
<i>Unskilled</i>	-0.284 (1.15)	-0.201 (0.76)
<b>Highest qualification is A-level or above</b>	0.444 (3.09)**	0.443 (3.08)**
<b>Valid car or motorcycle licence</b>	0.343 (2.34)*	0.350 (2.49)*
<b>Household characteristics:</b>		
Age of youngest child (reference: under 3 years)		
<i>3-4 years</i>	-0.029 (0.14)	-0.003 (0.01)
<i>5-10 years</i>	0.033 (0.18)	0.163 (0.87)
<i>11-17 years</i>	0.078 (0.31)	0.200 (0.78)
<i>No dependent children</i>	0.197 (0.58)	0.025 (0.07)
<b>Two or more dependent children</b>	0.101 (0.62)	0.092 (0.54)
If claimed in-work benefit in two years prior to eligibility	0.289 (1.85)	0.224 (1.46)
Housing tenure (reference: Other, including family)		
<i>Owner occupier</i>	0.159 (0.63)	0.238 (0.94)
<i>Social rented</i>	0.042 (0.20)	0.076 (0.36)
<i>Private rented</i>	-0.067 (0.27)	0.041 (0.16)
<b>No telephone</b>	-0.883 (2.53)*	-0.787 (2.01)*
Someone in the household other than respondent (or partner) in paid work	-0.015 (0.077)	-0.044 (0.19)
<b>Has partner at wave one</b>	0.373 (1.81)	0.380 (1.81)
Constant	0.067 (0.02)	-0.777 (0.18)
<i>Observations</i>	517	517
<i>F(32, 485)</i>	1.92	-
<i>Prob &gt; F</i>	0.0022	-
<i>Log likelihood</i>	-	-279.82
<i>LR chi2 (32)</i>	-	76.82
<i>Prob &gt; chi2</i>	-	0.0000
<i>Pseudo R2</i>	-	.1207
Absolute value of t-statistics in parentheses		
*significant at 5% level; **significant at 1% level		

**Table D.2 Probit equations estimating the likelihood of paid work at wave two for sick or disabled**

	Weighted	Not Weighted
<b>ONE-related variables:</b>		
<b>Participant in ONE</b>	-0.042	0.066
Pilot area (reference: Clyde Coast):	(0.24)	(0.40)
<i>Essex South East</i>	0.131	0.086
	(0.61)	(0.43)
<i>Warkwickshire</i>	0.023	0.259
	(0.69)	(0.53)
<i>Lea Roding</i>	0.199	0.436
	(0.70)	(1.68)
<b>Date of eligibility for ONE:</b>	-0.000	-0.001
	(0.02)	(0.21)
<b>Demographics:</b>		
<b>Female</b>	0.256	0.292
	(1.47)	(1.82)
<b>Date of birth</b>	-0.000	-0.000
	(0.33)	(0.07)
<b>Non-white ethnic minority</b>	-0.748	-0.837
	(1.70)	(2.00)*
Self-assessed health in last 12 months (reference: not good)	0.996	0.763
<i>Good</i>	(3.75)**	(3.15)**
<i>Fairly good</i>	0.293	0.374
	(1.44)	(2.01)*
<b>Any long-standing illness, disability or infirmity</b>	-0.631	-0.876
	(3.08)**	(4.76)**
<b>Work experience and qualifications:</b>		
<b>Highest qualification GCSE or above</b>	0.085	0.007
	(0.45)	(0.04)
	(1.16)	(0.99)
Social class in last job prior to eligibility for ONE (reference: partly skilled)		
<i>No job in two years prior to eligibility for ONE</i>	0.233	-0.083
	(0.67)	(0.26)
<i>Professional/Managerial/Technical</i>	0.329	0.339
	(1.12)	(1.39)
<i>Skilled non-manual</i>	-0.045	-0.057
	(0.15)	(0.22)
<i>Skilled manual</i>	0.053	0.065
	(0.24)	(0.30)
<i>Unskilled</i>	0.325	0.076
	(1.18)	(0.28)
<b>Household characteristics:</b>		
<b>Social rented accommodation</b>	0.03	0.162
	(1.44)	(0.93)
<b>Has access to car or motorcycle</b>	0.272	0.274
	(1.48)	(1.63)
<b>No telephone</b>	-0.250	-0.706
	(0.65)	(2.19)*

	<b>Weighted</b>	<b>Not Weighted</b>
<b>Has partner at wave one</b>	0.127 (0.67)	0.264 (1.49)
Age of youngest child (reference: no dependent children)		
Under 3 years	0.308 (0.82)	0.023 (0.07)
3-4 years	-0.082 (0.11)	-0.708 (1.11)
5-10 years	0.033 (0.18)	0.163 (0.87)
11-17 years	0.851 (3.46)**	0.608 (2.68)**
<b>Two or more dependent children</b>	-0.444 (1.05)	-0.872 (2.16)*
Someone in the household other than respondent (or partner) in paid work at wave one	0.355 (1.85)	0.428 (2.31)*
Constant	-0.006 (0.00)	-0.684 (0.23)
Observations	407	407
F(27, 380)	2.72	-
Prob > F	0.0000	-
Log likelihood	-	-200.46
LR chi2 (27)	-	104.35
Prob > chi2	-	0.0000
Pseudo R2	-	.2065
<i>Absolute value of t-statistics in parentheses</i>		
<i>*significant at 5% level; **significant at 1% level</i>		

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