

ONE Basic Model pilot and control areas:

Analyses from the ONE Evaluation Database

**Voluntary Phase
28 June 1999 –
31 March 2000**



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Information Centre, Analytical Services Division**

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ONE Basic Model Pilot and Control Areas

Summary analyses from the ONE evaluation database: Voluntary Phase - 28 June 1999 to 31 March 2000

Introduction

This bulletin gives a set of summary analyses from the ONE evaluation database for the Basic Model pilot and control areas from 28 June 1999 to 31 March 2000. This covers the period from start of the Basic Model pilot up until the end of the phase when work-focused meetings were voluntary for clients in the pilot areas who want to claim a benefit other than JSA.

ONE is being piloted as part of the Government's welfare to work strategy. It is a new initiative that brings together employment and benefit services (including those administered by local government) at a single point of contact for the client. It is designed to offer a common service for all which is capable of being tailored to the needs of individuals. It will offer help to clients via a personal adviser who will help them plan a route back to independence (or provide support for those who cannot), while also ensuring that they receive the benefits to which they are entitled.

DSS Analytical Services Division is running a formal evaluation of the ONE pilots on behalf of DSS and DFEE, who have joint responsibility for them. The evaluation will be comprised of four complementary elements: a delivery evaluation; a policy evaluation; cost-benefit analysis and a database. The evaluation database has been constructed from data collected through the administration of ONE to support the overall evaluation strategy (See section on ONE Evaluation Strategy).

The database aims to provide basic information on numbers of clients in the pilot areas who pass through the various stages of ONE and into and out of the benefits system. It also collects information on numbers of people who move into and out of the benefits systems in the control areas. This information will be used to support various other aspects of the evaluation strategy by providing the raw data needed to undertake analyses of the effectiveness of ONE in meeting its overall objectives. See "Methodology for the ONE evaluation database" for more details.

Definitions and conventions

ONE Client Group analysis is based on data from the Labour Market System (LMS).

ONE Benefit analysis is based on 100% data used for the monthly JSA claimant count, Generalised Matching Service (GMS) and Quarterly Statistical Enquiries.

ONE Client group

Client group is allocated when the client first enters ONE. This is based on the benefit the client intends to claim at the start of their spell in ONE. A client is given the first appropriate client group based on the list below. For example a disabled lone parent would be classified on the ONE evaluation database as sick or disabled.

Claimant of at least one of:

Jobseekers Allowance
Sick or disabled

Jobseekers Allowance
Incapacity Benefit, Severe Disablement Allowance, Income Support
claimants in receipt of a disability premium

Lone Parent
Other

Lone parents on Income Support
Carer (ICA claimants), Widows Benefit, Housing Benefit / Council
Tax Benefit, Income Support claimants not in other groups. A small
number of clients where the client group could not be determined are
also included in this group.

Key ONE benefits

Jobseekers Allowance (JSA)
Incapacity Benefit (IB)
Income Support (IS)
Severe Disablement Allowance (SDA)
Invalid Care Allowance (ICA)
Widows Benefit (WB)
Housing Benefit (HB)
Council Tax Benefit (CTB)

Clients claiming HB/CTB only are included in the ONE client analyses, but there is currently no benefit information available for this client group. It is estimated that only a small proportion of clients are excluded from the benefit analysis, as most HB/CTB claimants will claim another benefit.

Eligibility for ONE:

ONE is available to people of working age who live in one of the pilot areas. They are eligible to participate if they live in the pilot area, are working less than 16 hours per week, and are intending to claim JSA or are aged between 18 and 59 and wish to claim one of the other benefits available through the ONE service. Prior to March 2000, the period covered by this statistical bulletin, people intending to claim a benefit other than Jobseekers Allowance (JSA) could choose not to use the ONE service.

Start of Spell:

A spell in ONE starts when the ONE Start-Up adviser agrees that a client in the pilot area meets the criteria for ONE and they complete the Start-Up process.

End of Spell:

The Personal adviser records when a spell for ONE has ended. It ends when the client ceases to claim a ONE benefit or decides not to pursue a claim (or in some instances when the client becomes eligible to join one of the New Deal initiatives).

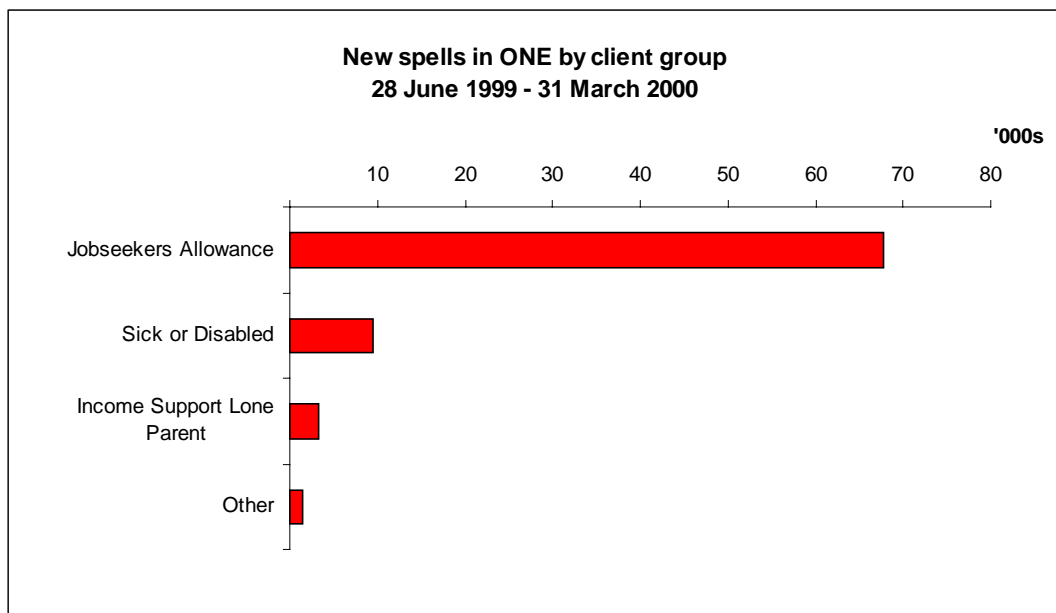
Basic Model Pilot and Control areas:

The Basic model pilot areas are Essex South East, Warwickshire, Clyde Coast & Renfrew and Lea Roding. The control areas are Surrey, Wiltshire, Tayside and Greater Manchester.

ONE Basic Model Pilot and Control Areas: 28 June 1999 to 31 March 2000

Summary of key findings

This section summarises the key findings in this bulletin. The majority of the analyses are based on spells in ONE, which covers the time in which an individual person is in it. Some people may have had more than one spell over the period covered by this report and will be counted each time they appear. We believe that the analyses of spells in ONE included in this bulletin undercount the true number of spells by up to 3 thousand because of a problem with the data sources. More detailed explanations of ONE and how to interpret these analyses are given in the individual sections in this bulletin and in "Methodology for the ONE evaluation database".



Over the period 28 June 1999 to 31 March 2000:

- The ONE service was used over 82 thousand times (spells) by people who wanted to claim benefits over this period, in the majority of cases (68 thousand) for Jobseekers Allowance.
- Some people have used the service on more than one occasion over this period, so about 70 thousand people account for the 82 thousand spells.
- Attendance at a work-focused meeting for non-JSA clients was voluntary over this period, but about 35% (5 thousand) agreed to attend one at the start of the spell and a further 11% (1.6 thousand) agreed to attend one at a suitable point in future.
- Some people leave the ONE service before a work-focused meeting can take place. A work-focused meeting was attended over this period for about 54 thousand spells in ONE among JSA clients and in about 5 thousand spells among non-JSA clients.
- Almost 43 thousand spells in ONE ended over this period (just over half of all those that began). Of those that do not have a known destination, 10 thousand ended without the client pursuing a claim for benefit and/or attending a work-focused meeting, a further 6 thousand without a destination being reporting to the personal adviser.
- About two thirds (18 thousand) of the remaining 27 thousand who did report their destination told their personal adviser that they were leaving ONE to take up a job.

Section 1. Spells in ONE and meetings with Personal advisers

This section looks at the number of times the ONE service was used in the Basic Model pilot areas between 28 June 1999 and 31 March 2000. It also looks at attendance at work focused meetings with ONE personal advisers.

The analyses are based on spells in ONE. A spell in ONE starts when the ONE Start-Up adviser agrees that a client in the pilot area meets the criteria for ONE and completes the Start-Up process. That is, they live in the pilot area, are working less than 16 hours a week, are intending to claim JSA or are aged between 18 and 59 and want to claim one of the other benefits that are available through the ONE service. Each client is allocated to a client group based on the main benefit that they wish to claim at the point of entry to the ONE service (see Definitions and conventions on page 3).

Some people may have had more than ONE spell over the period covered by this report and will be counted each time they appear (Section 3 gives analyses of numbers of people who have entered ONE).

We believe that the analyses of spells in ONE included in this bulletin undercount the true number of spells by up to 3 thousand because of a problem with the data sources (see "Methodology for the ONE evaluation database").

Spells in ONE

Table 1.1 shows the total number of spells in ONE that started between 28 June 1999 to 31 March 2000 by sex and client group.

Table 1.1: New Spells in ONE by Client Group
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000

Client Group	Numbers and percentages					
	All		Men		Women	
	No	%	No	%	No	%
All	82,039	100%	53,527	100%	28,512	100%
Jobseekers' Allowance	67,791	83%	46,897	88%	20,894	73%
Sick or Disabled	9,572	12%	5,721	11%	3,851	14%
Lone Parent	3,218	4%	301	1%	2,917	10%
Other	1,458	2%	608	1%	850	3%

1. Percentages may not tally due to rounding.

Source : ONE evaluation database - Labour Market System

Over this period:

- The ONE service was used over 82 thousand times (spells) by people who wanted to claim benefits over this period, in the majority of cases (68 thousand) for Jobseekers Allowance.
- About 14.2 thousand spells were for non-JSA clients, of which over two-thirds (9.6 thousand) were for sick or disabled clients, almost 23% (3.2 thousand) were for lone parents and the remaining (1.5 thousand) for other types of clients (mainly widows and carers).

Work focused meetings

Clients who wish to claim Jobseekers Allowance have to attend a meeting with Employment Service staff as part of their claim. Under ONE they get to see a personal adviser who is assigned to them for the duration of their spell in ONE. Non-JSA clients are also offered a meeting (work-focused) with a personal adviser at the start of their spell in ONE to help them with their claim for benefit and to discuss steps to help them towards finding employment. **Work-focused meetings were voluntary for non-JSA clients over the period covered by this report.** Additionally, not all work-focused meetings were attended, in some instances because the spell ends before it was due.

Tables 1.2 and 1.3 analyse spells in ONE by "First personal advisor meeting status". This shows whether the client agreed to have a meeting with a personal adviser immediately after completing Start-Up at the beginning of the spell. In some cases an immediate meeting may not be appropriate because of the client's circumstances so it may be deferred to a later date. In a minority of cases a meeting may never be appropriate, for example because the client is terminally ill.

All JSA clients should have a meeting booked for them, but some may leave ONE immediately after Start-Up. In some cases no record of a booking for a meeting has been recorded on the source system.

Table 1.2: New Spells in ONE by Client Group and First PA meeting status
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000

First Personal Advisor Meeting Status	Numbers						
	All	Client Group					
		No	JSA	Non-JSA			Others
				All	Sick or Disabled	Lone Parent	
All	82,039	67,791	14,248	9,572	3,218	1,458	
First PA Meeting Agreed	70,621	65,612	5,009	3,056	1,545	408	
First PA Meeting Deferred	1,799	203	1,596	1,158	340	98	
First PA Meeting Refused	6,489	272	6,217	4,596	1,084	537	
Exit	1,572	1,090	482	344	87	51	
PA Meeting Not Appropriate	22	7	15	8	3	4	
Other	1,536	607	929	410	159	360	

1. First PA status indicates whether the client agreed to have a meeting immediately after completing Start-Up and/or whether it was appropriate
2. "Other" status is clients who have completed Start-Up but no further action is recorded on LMS
3. PA = personal advisor

Source : ONE evaluation database - Labour Market System

**Table 1.3: New Spells in ONE by Client Group and First personal advisor meeting status
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000**

Percentages

First	All	Client Group				
		No	JSA	Non-JSA		
				All	Sick or Disabled	Lone Parent
All (=100%)	82,039	67,791	14,248	9,572	3,218	1,458
First PA Meeting Agreed	86%	97%	35%	32%	48%	28%
First PA Meeting Deferred	2%	0%	11%	12%	11%	7%
First PA Meeting Refused	8%	0%	44%	48%	34%	37%
Exit	2%	2%	3%	4%	3%	3%
PA Meeting Not Appropriate	0%	0%	0%	0%	0%	0%
Other	2%	1%	7%	4%	5%	25%

1. Percentages may not tally due to rounding.
2. First PA status indicates whether the client agreed to have a meeting immediately after completing Start-Up and/or whether it was appropriate
3. "Other" status is clients who have completed Start-Up but no further action is recorded on LMS
4. PA = personal advisor

Source : ONE evaluation database - Labour Market System

Over the period 28 June 1999 to 31 March 2000:

- Attendance at a work-focused meeting for non-JSA clients was voluntary over this period, but about 35% (5 thousand) agreed to attend one at the start of the spell and a further 11% (1.6 thousand) agreed to attend one a suitable point in future.
- Lone parents were the client group that was most likely to agree to an immediate meeting (48%). This compared with 32% for sick or disabled and 28% for other types of clients.

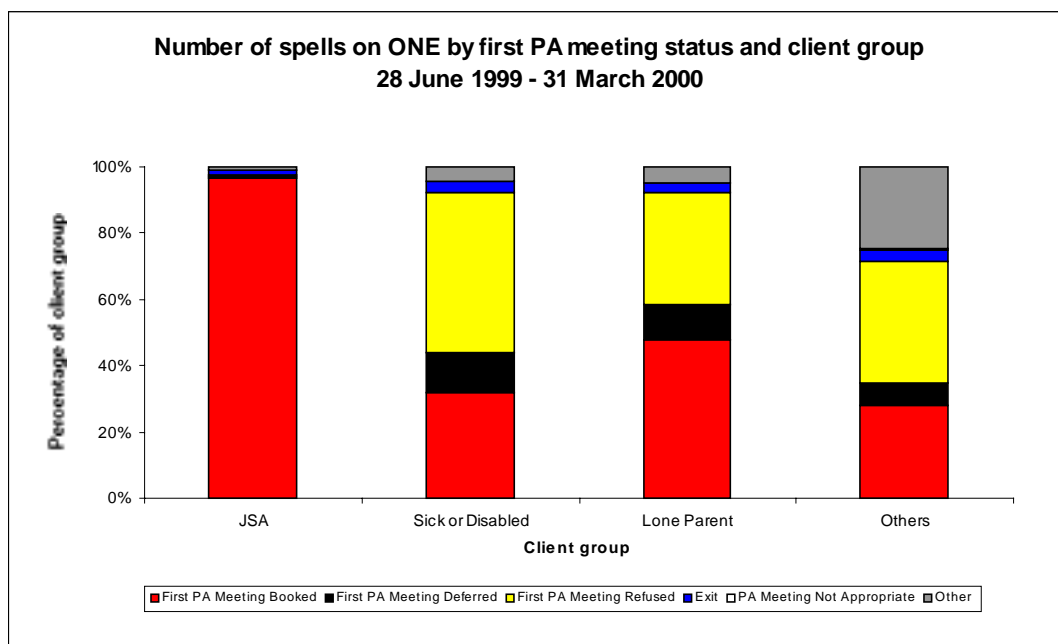


Table 1.4 looks at the number of spells in which the client attended a first meeting with their personal advisor.

**Table 1.4: First Personal Advisor Meetings booked/attended by client group
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000**

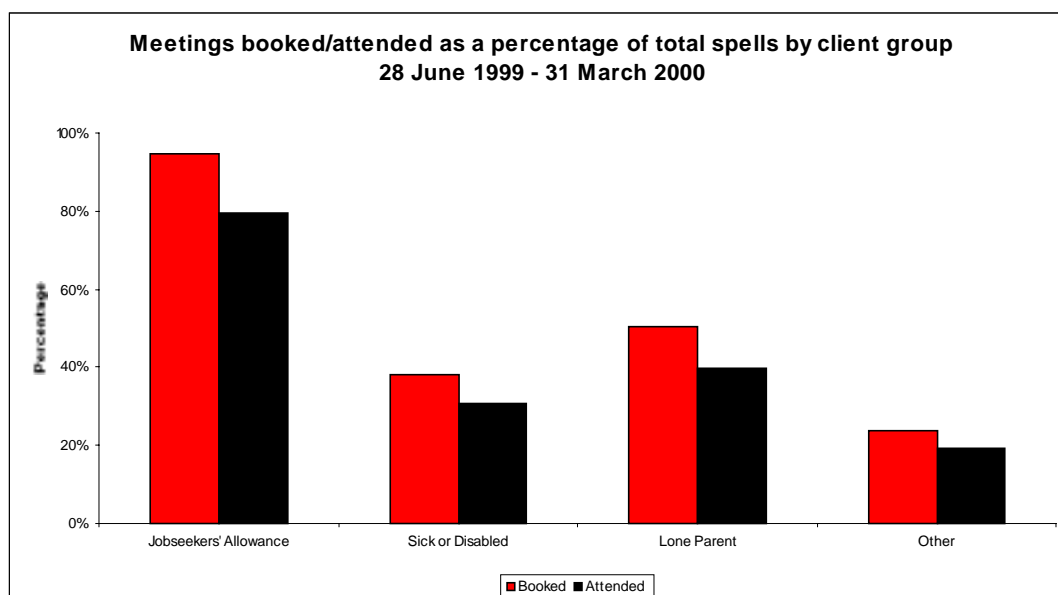
Client Group	No of Spells	First PA Meetings		Meetings Attended as % of	
		Booked	Attended	All Spells	Booked
All	82,039	69,662	58,416	71%	84%
Jobseekers' Allowance	67,791	64,049	53,915	80%	84%
Sick or Disabled	9,572	3,649	2,946	31%	81%
Lone Parent	3,218	1,617	1,274	40%	79%
Other	1,458	347	281	19%	81%

1. Percentages may not tally due to rounding.
2. Meetings booked is a count of spells in ONE where a meeting was booked with a personal advisor. It does not include multiple bookings for the same spell where the client cancelled or failed to attend the meeting. It does include meetings booked after Start-Up and meetings booked before 31 March 2000 for attendance after this
3. Not all clients who agree to participate in a work-focused meeting will book such a meeting. Some will leave the ONE service before a booking can be made. There will also be a number of clients who initially deferred or refused to participate who will have booked a work-focused meeting later in their claim.

Source : ONE evaluation database - Labour Market System

Over the period 28 June 1999 to 31 March 2000:

- Some people leave the ONE service before a work-focused meeting can take place. A work-focused meeting was attended for about 54 thousand spells in ONE among JSA clients and in about 5 thousand spells among non-JSA clients.
- A first meeting with a personal advisor was attended in about 80% of spells for JSA clients, 31% for sick or disabled, 40% for lone parents and 19% for others. Most of this variation is due to the fact that non-JSA clients are not required to attend a meeting and so decline one.
- A first personal advisor meeting was attended in about 84% of cases when it was booked.



Section 2. Spells in ONE that have ended

The Personal adviser records when a spell for ONE has ended. It ends when the client ceases to claim a ONE benefit or decides not to pursue a claim (or in some instances when the client becomes eligible to join a New Deal).

Table 2.1 looks at the number and proportion of spells in ONE that have ended by client group.

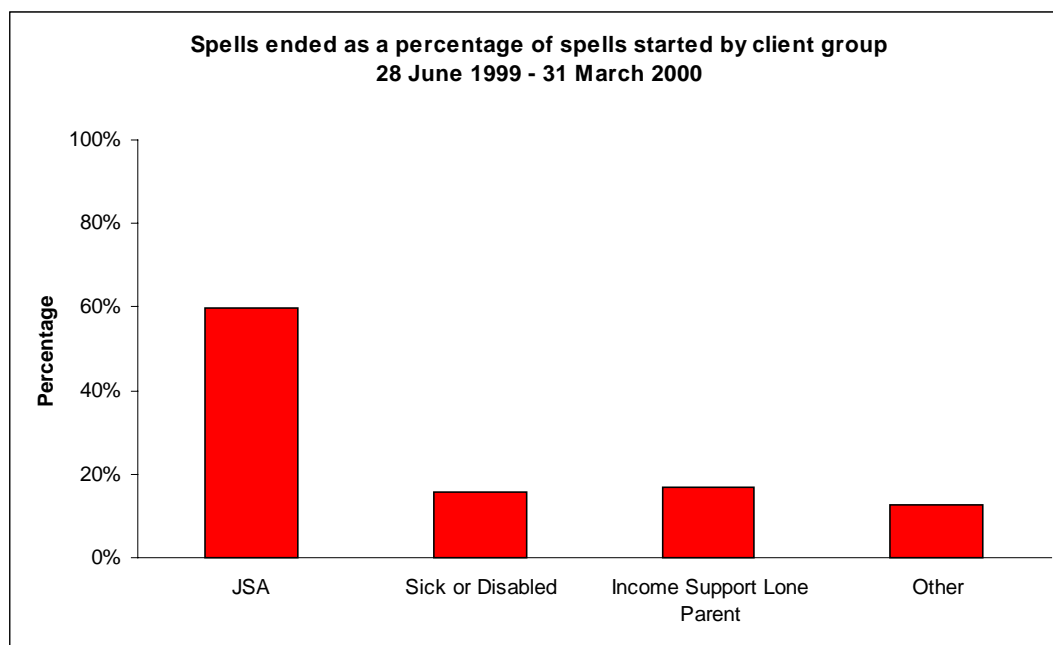
Table 2.1: Spells in ONE that have ended by client group
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000

Numbers and percentages

	All	Client Group				
		JSA	Non-JSA			
			All	Sick or Disabled	Lone Parent	Others
New spells started	82,039	67,791	14,248	9,572	3,218	1,458
Spells ended	42,665	40,443	2,222	1,498	541	183
Spells ended as % spells started	52%	60%	16%	16%	17%	13%

1. Spells recorded on LMS by PAs as having ended. This occurs when a claimant decides not to pursue a claim for benefit; a successful claim for a ONE benefit ends; or the claimant enters a New Deal Gateway.

Source : ONE evaluation database - Labour Market System



Over the period 28 June 1999 to 31 March 2000:

- Around 43 thousand spells for ONE ended over this period (52% of all spells). Among the client groups the comparable figures were 40 thousand (60%) for JSA clients, 1.5 thousand (16%) for sick or disabled clients, 0.5 thousand (17%) for lone parents and 0.2 thousand for other types of clients (13%)

Table 2.2 looks at the number and proportion of spells in ONE that have ended by client group and duration of spell. Given that this report only includes spells that started during the first ten months of ONE, it is not surprising that the majority of those that have ended have relatively short durations.

Table 2.2: Spells in ONE that have ended by client group and duration
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000

Duration of Spell	All	Client Group					Numbers
		JSA	Non-JSA			Others	
			All	Sick or Disabled	Lone Parent		
All	42,665	40,443	2,222	1,498	541	183	
0 - 3 days	6,809	6,042	767	502	169	96	
4 - 6 days	3,333	3,175	158	89	55	14	
1 < 2 weeks	3,805	3,634	171	103	57	11	
2 < 4 weeks	5,166	4,995	171	106	57	8	
4 < 8 weeks	9,236	8,985	251	180	55	16	
8 < 12 weeks	5,341	5,161	180	132	35	13	
12 < 16 weeks	3,308	3,158	150	106	36	8	
16 weeks or over	5,667	5,293	374	280	77	17	

1. Spells recorded on LMS by PAs as having ended. This occurs when a claimant decides not to pursue a claim for benefit; a successful claim for a ONE benefit ends; or the claimant enters a New Deal Gateway.

Source : ONE evaluation database - Labour Market System

Over the period 28 June 1999 to 31 March 2000:

- About 33% of 43 thousand spells for ONE that ended over this period lasted less than 2 weeks. Among the client groups the comparable figures were 32% for JSA clients, 46% for sick or disabled clients, 52% for lone parents and 66% for other types of clients.

Table 2.3 looks at the stage in the ONE process (final status) that the client had reached at the end of their spells in ONE. Clients are classified according to whether they have attended a first meeting with their personal advisor. If not, they are classified by whether they had a meeting booked before the end of their spell.

**Table 2.3: Spells in ONE that have ended by client Group and final status
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000**

Final Status	All	Client Group					Numbers
		JSA	Non-JSA				Others
			All	Sick or Disabled	Lone Parent		
All	42,665	40,443	2,222	1,498	541	183	
First personal advisor meeting attend	31,587	30,575	1,012	660	287	65	
First personal advisor meeting not attended	11,078	9,868	1,210	838	254	118	
Agreed	8,262	7,844	418	267	121	30	
Deferred	141	31	110	89	14	7	
Refused	217	45	172	141	22	9	
Not Appropriate	6	4	2	1	-	1	
Exit at Start-Up	1,386	971	415	290	76	49	
Other ⁽³⁾	1,066	973	93	50	21	22	

1. Spells recorded on LMS by personal advisor's as having ended. This occurs when a claimant decides not to pursue a claim for benefit; a successful claim for a ONE benefit ends; or the claimant enters a New Deal Gateway.
2. Final Status indicates whether the client had attended a first meeting with their personal advisor and/or whether this was appropriate.
3. Other includes all spells in ONE where the client has completed start up, but no further activity has been recorded.

Source : ONE evaluation database - Labour Market System

Over the period 28 June 1999 to 31 March 2000:

- The client had attended a first meeting with their PA in about 74% of the 43 thousand spells for ONE that ended over this period. Among the client groups the comparable figures were 76% for JSA clients, 44% for sick or disabled clients, 53% for lone parents 36% for other types of clients.
- A further 19% of clients had booked a first personal advisor meeting but left the ONE service before attending.

Table 2.4 looks at the reported destination of the client when leaving ONE. This is the destination as recorded by their personal advisor on LMS. Not all clients report their destination to their personal advisor, so there is an "unknown" category. Also, no attempt has been made for this analysis to verify via the evaluation database that the client no longer had a live claim for a ONE benefit after the end of the recorded spell in ONE.

**Table 2.4: Spells in ONE that have ended by client group and recorded destination
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000**

Destination	All	Client Group					Numbers
		Non-JSA				Others	
		JSA	Non-JSA	Sick or Disabled	Lone Parent		
All	42,665	40,443	2,222	1,498	541	183	
Claim not made	5,335	4,997	338	214	93	31	
Failed to Attend / Sign	4,192	4,098	94	66	21	7	
Into Work	17,117	16,601	516	307	182	27	
Into New Deal	3,406	3,345	61	48	6	7	
Abroad - Holiday or Working	811	804	7	3	3	1	
Left ONE Pilot Area	585	550	35	23	8	4	
Into Education/Training	619	592	27	16	8	3	
Other (known)	4,232	3,444	788	558	165	65	
Not Known	6,368	6,012	356	263	55	38	

1. Spells recorded on LMS by personal advisors as having ended. This occurs when a claimant decides not to pursue a claim for benefit; a successful claim for a ONE benefit ends; or the claimant enters a New Deal
2. Destination as recorded by the personal advisor.
3. For non-JSA clients failure to attend/sign does not mean that clients are disallowed benefit.
4. The client group used is that set at the beginning of the spell on ONE. It is possible for a client to move across the client groups during the time they are in the ONE service.

Source : ONE evaluation database - Labour Market System

Over the period 28 June 1999 to 31 March 2000:

- Almost 43 thousand spells in ONE ended over this period (just over half of all those that began). Of those that do not have a known destination, 10 thousand ended without the client pursuing a claim for benefit and/or attending a work-focused meeting, a further 6 thousand without a destination being reporting to the personal adviser.
- About two thirds (18 thousand) of the 27 thousand who did report their destination told their personal adviser that they were leaving ONE to take up a job, 13% moved into New Deal initiatives, whilst 2% went into education or training.

Section 3. People who have had one or more spells in ONE

Some people have had more than one spell in ONE during the first 10 months of the Basic Model pilots. This section therefore gives analyses based on numbers of people who have had at least one spell in ONE. They are allocated to client group based on their first spell.

Table 3.1: Clients who have had one or more spells in ONE by first client group
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000

Client Group	Numbers and percentages					
	All		Men		Women	
	No	%	No	%	No	%
All	70,424	100%	44,937	100%	25,487	100%
Jobseekers' Allowance	56,850	81%	38,684	86%	18,166	71%
Sick or Disabled	9,053	13%	5,385	12%	3,668	14%
Lone Parent	3,111	4%	278	1%	2,833	11%
Other	1,410	2%	590	1%	820	3%

Source : ONE evaluation database - Labour Market System

Over the period 28 June 1999 to 31 March 2000:

- Some people have used the service on more than one occasion over this period, so about 70 thousand people account for the 82 thousand spells. The majority (57 thousand) 81% were JSA clients, 9 thousand for sick or disabled clients, 3 thousand were lone parents and 1.4 thousand were other types of clients.
- JSA clients had on average 1.19 spells in ONE compared with around about 1.05 spells for non-JSA clients.

Section 4. Claimants of key ONE benefits

The database also collects information on the benefits that can be claimed through the ONE service (with the exception of Housing Benefit and Council Tax Benefit - though only a small minority claim them without also receiving another of the ONE benefits). All clerically processed cases are excluded from this analysis. There are also a small number of claims of fairly short durations are also not covered (see "Methodology for the ONE evaluation database").

This includes all successful claims for relevant benefits in the pilot areas, irrespective of whether the client used the ONE service and/or participated in a work-focused meeting with a personal adviser. Non-JSA clients in the pilot areas could ask to use the existing routes for claiming non-JSA benefits during the voluntary phase of ONE and it was also not compulsory for them to attend a work-focused meeting. There will be a number of JSA cases where no benefit is in payment (these will be cases where the client is in receipt of National Insurance credits only).

Some people can also claim more than one benefit, for example Incapacity Benefit and Income Support. Therefore, the tables in this section cannot be compared directly with the tables in sections 1 to 3 for all of the client groups who have used the ONE service. Annex A provides the same information for control areas.

Table 4.1 shows the number of successful claims for the key ONE benefits in the pilot areas.

Table 4.1: Successful claims for key ONE benefits
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000

Numbers and percentages

Client Group	No	%
All	102,500	100%
Jobseekers' Allowance ¹	67,180	66%
Incapacity Benefit ²	16,400	16%
Severe Disablement Allowance ²	100	0%
Income Support (Lone Parent) ³	6,865	7%
Income Support (Other) ^{3,4}	10,172	10%
Widows Benefit ³	513	1%
Invalid Care Allowance ³	1,301	1%

1. Based on 100% data used for the monthly JSA claimant count.

2. Based on 5% Quarterly Statistical Enquiry, rounded to nearest hundred.

3. Excludes some short duration claims that are not covered by the data source.

4. IS (other) includes claimants of Income Support who do not have to be available for employment, eg Carers.

100% GMS data used for Income Support, Widows Benefit and Invalid Care Allowance

Source : ONE evaluation database

Over the period 28 June 1999 to 31 March 2000:

- JSA claimants accounted for about two thirds (67 thousand) of successful benefit claims. The next largest group was Incapacity Benefit claimants (16%), followed by income support claimants not in receipt of a lone parent premium (10%) and claimants of Income Support as a lone parent (7%).

Table 4.2 shows the number of successful claims for the key ONE benefits that have ended during this period.

**Table 4.2: Successful claims for key ONE benefits ending
Basic Model Pilot Areas - 28 June 1999 to 31 March 2000**

Numbers and percentages

Client Group	No	%
All	49,900	100%
Jobseekers' Allowance ¹	41,915	84%
Incapacity Benefit ²	5,200	10%
Severe Disablement Allowance ²	-	0%
Income Support (Lone Parent) ³	1,121	2%
Income Support (Other) ^{3,4}	1,658	3%
Widows Benefit ³	13	0%
Invalid Care Allowance ³	57	0%

1. Based on 100% data used for the monthly JSA claimant count.

2. Based on 5% Quarterly Statistical Enquiry, rounded to nearest hundred.

3. Excludes some short duration claims that are not covered by the data source.

4. IS (other) includes claimants of Income Support who do not have to be available for employment, eg Carers.

100% GMS data used for Income Support, Widows Benefit and Invalid Care Allowance

Source : ONE evaluation database

Over the period 28 June 1999 to 31 March 2000:

- Although JSA clients accounted for 66% of successful claims during this period they accounted for 84% of claims that ended, highlighting that JSA clients are more likely to be the most work-focused group.

It was not compulsory for non-JSA clients to use the ONE service over this period. Some JSA clients are not recorded as having used the ONE service on the evaluation database. Some of this (perhaps up to 3 thousand) is due to a problem with the source system (see "Methodology for the ONE evaluation database"). For some of the remainder it is possible that ONE staff failed to flag the client record as being part of ONE.

Methodology for the One evaluation database

Scope and purpose of the evaluation database

The analyses in this report have been produced from the ONE evaluation database (OEDB). This is being especially constructed to support the formal evaluation of the ONE pilots from administrative data collected through the operation of ONE and the administration of claims for Social Security benefits. It is intended to provide a source of information for detailed analysis of flows of people who move in and out of ONE and the key stages of the process that they pass through, including the individual benefits that they receive whilst in it. It can also provide summary information to help monitor the operation of the pilots.

Data sources

OEDB is constructed from data that have been taken from the various IT systems that support the operation of the pilots and the payment of the benefits that can be claimed through it. This includes the Employment Service Labour Market System (which is used to record participation in ONE and such things as attendance at work-focused meetings) and the DSS benefit systems that are used to pay and administer the various benefits that can be claimed through ONE.

Constructing client records

OEDB attempts to capture data for all clients who have been through the ONE process in the pilot areas and all eligible claimants of ONE benefits in the control areas.

It links together separate records for individual claimants on each of these IT systems to create a single record for the purpose of analysis. This includes information on such things as entry to ONE, attendance at meetings with their ONE personal adviser, help with finding employment and the benefits that they receive. This enables the evaluation team to produce analyses of the numbers of claimants who pass through the key stages of ONE and to track the various routes that individuals and groups of claimants take through it.

Benefit Sources

The benefits data are taken from the following sources.

Analyses of claimants on Jobseekers Allowance (JSA) shown in section 4 are based on data used for the monthly claimant count produced by the Office for National Statistics.

The benefits for Income Support, Invalid Care Allowance and Widows Benefit are based solely on data from the Generalised Matching Service (GMS) system. This data misses some short duration claims. – Work is ongoing to address this shortfall by using other data sources but this is a more complex part of the analysis. It is estimated that spells on benefit are under estimated by between 2% to 4%.

Estimates of claimants on Incapacity Benefit (IB) and Severe Disablement Allowance (SDA) shown in Section 4 are based on data taken from existing DSS 5% statistical samples. This is because the GMS data does not capture a significant number of claims. GMS data for IB will be used in future, once it has been supplemented with data from other sources.

Key caveats about the analyses

To build and maintain OEDB we have to merge data from several different data sources. We need to validate the data from each of them, as well as the consistency between them. Inevitably there are inconsistencies within and between data sources where methods of analysing the data have to be devised to overcome them.

A large part of the work to build and analyse OEDB is now complete, but there is still more work to be done before we can produce the full range of analyses needed to support the evaluation of ONE. We have therefore concentrated on producing the basic analyses first.

OEDB captures details for all clients who enter ONE, as opposed to a sample, so there are no sampling errors associated with the data. However, because data have to be brought together from a range of different IT systems there are a number of factors that affect the quality of the information that can be produced. These include:

- The ONE client analyses on numbers coming into ONE in the pilot areas are not fully comparable with the Benefits data for a number of reasons:
 - Some clients using the ONE service will not make it onto benefits as they do not satisfy the criteria for receiving them and/or leave before completing their claim.
 - Some clients can claim more than one of the benefits that can be claimed through the ONE service. For example clients can claim both Incapacity Benefit and Income Support and will appear more than once in the figures in tables 4.1 and 4.2 (whereas they will appear once in the ONE client group breakdowns in sections 1 to 3).
 - Some clients will have claimed benefits in the pilot areas without using the ONE service (non-JSA clients could ask to use the existing routes during the voluntary phase of ONE).
 - A problem with LMS itself means that it has failed to record some ONE clients – provisional work suggests that this may only be around 3 thousand and mainly affect figures for November and December. There may be other clients who were not recorded on LMS as going through ONE.
- The benefits analyses do not include those people who claim Housing Benefit and/or Council Tax Benefit without also claiming one of the other ONE benefits – we estimate that they will account for only a very small percentage of the overall number of clients who have entered ONE.
- General issues around the compatibility of data taken from different IT issues, including differences due to the timings over which data are extract, different procedures for recording and updating information, etc.

ONE evaluation strategy

The evaluation will be comprised of four complementary elements: a delivery evaluation; a policy evaluation; cost-benefit analysis and a database.

The **delivery evaluation** will have two components: social research and operational research. Social research will be conducted with ONE clients and staff to assess people's experience and views of the service and difficulties with delivering the service. Operational research will examine the cost and operational effectiveness of the different models.

The **policy evaluation** will test the impact of ONE in improving labour market participation of people of working age. It will comprise a programme of quantitative and qualitative research including a survey of ONE clients (in pilot areas) and non-clients (in control areas); in-depth meetings with ONE clients, and research with employers.

Cost-benefit analysis will draw upon data on labour markets, benefit receipt and other elements of the evaluation to measure effectiveness and efficiency of ONE.

The **ONE evaluation database** will support the formal evaluation of ONE through the provision of specialist analysis and a flexible sampling frame for evaluation surveys. It will also provide regular and ad hoc analyses to help monitor ONE and answer questions on it prior to the results of formal evaluation being made available; and provide a means to look at the joint impact of ONE and the various New Deal initiatives.

Quantitative information on the immediate labour market effects, 2-3 months after joining ONE (i.e. putting benefit recipients in touch with the labour market, getting them into work etc.), should be available for the non-compulsory pilots in Autumn 2000. Findings on the medium term labour market effects (9 months after joining ONE) will be available in Autumn 2001.

For the Compulsory pilots, quantitative information on the immediate labour market effects should be available in Autumn 2001, and for medium term effects in Winter 2001/2.

Annex A: Claimants of ONE key benefits – Control Areas.

This control data should not be compared with the pilot area data provided elsewhere in this bulletin in order to assess the effectiveness of ONE against its labour market objective. For such comparisons to be robust, data on local labour markets, claimant characteristics and any 'gateway' effect of ONE should be incorporated. The planned cost benefit analysis will do this, with interim results expected to be available in Autumn 2001.

Table A.1 shows the number of successful claims for the key ONE benefits in the control areas.

Table A.1: Successful claims for key ONE benefits

Basic Model Control Areas - 28 June 1999 to 31 March 2000

Numbers and percentages

Client Group	No	%
All	161,300	100%
Jobseekers' Allowance ¹	103,530	64%
Incapacity Benefit ²	25,300	16%
Severe Disablement Allowance ²	600	0%
Income Support (Lone Parent) ³	12,434	8%
Income Support (Other) ^{3,4}	16,425	10%
Widows Benefit ³	962	1%
Invalid Care Allowance ³	2,086	1%

1. Based on 100% data used for the monthly JSA claimant count.

2. Based on 5% Quarterly Statistical Enquiry, rounded to nearest hundred.

3. Excludes some short duration claims that are not covered by the data source.

4. IS (other) includes claimants of Income Support who do not have to be available for employment, eg Carers.

100% GMS data used for Income Support, Widows Benefit and Invalid Care Allowance

Source : ONE evaluation database

Over the period 28 June 1999 to 31 March 2000:

- JSA claimants accounted for about two thirds (104 thousand) of successful benefit claims. The next largest group was Incapacity Benefit claimants (16%), followed by income support claimants not in receipt of a lone parent premium (10%) and claimants of Income Support as a lone parent (8%).

Table 4.2 shows the number of successful claims for the key ONE benefits that have ended during this period.

**Table A.2: Successful claims for key ONE benefits ending
Basic Model Control Areas - 28 June 1999 to 31 March 2000**

Numbers and percentages

Client Group	No	%
All	80,200	100%
Jobseekers' Allowance ¹	66,547	83%
Incapacity Benefit ²	8,500	11%
Severe Disablement Allowance ²	-	0%
Income Support (Lone Parent) ³	2,145	3%
Income Support (Other) ^{3,4}	2,901	4%
Widows Benefit ³	7	0%
Invalid Care Allowance ³	89	0%

1. Based on 100% data used for the monthly JSA claimant count.

2. Based on 5% Quarterly Statistical Enquiry, rounded to nearest hundred.

3. Excludes some short duration claims that are not covered by the data source.

4. IS (other) includes claimants of Income Support who do not have to be available for employment, eg Carers.

100% GMS data used for Income Support, Widows Benefit and Invalid Care Allowance

Source : ONE evaluation database

Over the period 28 June 1999 to 31 March 2000:

- Although JSA clients accounted for 64% of successful claims during this period they accounted for 83% of claims that ended, highlighting that JSA clients are more likely to be the most work-focused group.