

Department for Work and Pensions

Research Report No 394

Repeat Jobseeker's Allowance spells

Hannah Carpenter

A report of research carried out by BMRB Social Research on behalf of the Department for Work and Pensions

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First Published 2006.

ISBN 1 84712 105 5

ISBN13 978 1 84712 105 9

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Printed by Corporate Document Services.

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Acknowledgements

The authors would like to thank the Department for Work and Pensions (DWP) team for their help with the project, in particular Andrea Kirkpatrick, Peter Weller and Tim Conway, as well as other DWP colleagues who contributed to the questionnaire design and analysis of the findings. Marianne Bacon's work in developing the repeat claimant groups was invaluable for the design of the study. We are also very grateful to all of the individuals who agreed to be interviewed in the survey.

The Author

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Abbreviations and acronyms

CATI	Computer Assisted Telephone Interviewing
DWP	Department for Work and Pensions
IB	Incapacity Benefit
IS	Income Support
IQCS	Interviewer Quality Control Scheme
JAD	Jobseeker Analysis Division
JSA	Jobseeker's Allowance
LFS	Labour Force Survey
NDYP	New Deal for Young People
NI	National Insurance
SIC	Standard Industrial Classification
SOC	Standard Occupational Classification
WBLA	Work-Based Learning for Adults

Summary

Background

Since the inception of the Jobseeker's Allowance (JSA) regime in 1996 and the mandatory New Deals in 1998, the numbers in both long-term and short-term unemployment have decreased. However, there is increasing concentration of unemployment within a challenging client group who repeatedly claim JSA without finding sustained employment between claims; the majority of those commencing a new JSA claim are repeat claimants (54 per cent between July 2003 and June 2004).

This research followed analysis of the JUVOS and Master Index databases by the Department for Work and Pensions (DWP), which examined the repeat claimant population in more detail. As part of this analysis, repeat claimants were divided into six groups, which have been used in design and analysis of the survey.

While administrative data are helpful in describing the nature of the problem, this survey helps to provide more detailed information to address the fundamental questions of **why** recycling is occurring and how it can be addressed.

Why do individuals make repeat claims?

Nature of labour market

The majority (72 per cent) of respondents who had made three or more JSA claims said that the reason for the multiple claims was that they had not been able to find 'suitable' work. The main problem for repeat claimants tends to be the type of work available rather than being able to find work at all: many repeat claimants were able to find work of some kind, as shown by the 67 per cent who moved into work when their last JSA spell ended, and the 41 per cent who were in work at the time of the survey. However, this work was often not sustained. In particular, the survey showed a strong link between temporary jobs and repeat JSA claims: 41 per cent of those with three or more claims said that a main reason for the repeat claims was that they

could only get temporary work, and 33 per cent of respondents said the reason they last left employment was because a temporary job had ended. Only 53 per cent said that their most recent job was permanent.

Temporary work is a reason for recycling in itself: once the job comes to an end, the individual often returns to JSA before starting their next job. In addition, a pattern of temporary work prevents individuals from gaining sustained employment, and from obtaining the benefits (training, salary increase or promotion) that accompany permanent jobs. As a result, the survey suggests that the JSA regime for repeat claimants is successful in so far as it does move people into work, but that it is less successful in tackling longer-term issues such as skills, employability and financial independence.

The survey identified two scenarios for temporary work: the first where the individual's working background and barriers to work restricted them to temporary, low skilled work; and the second where despite having better employment prospects, the individual has become stuck in a cycle of temporary work.

Analysis of the work undertaken by repeat claimants shows that a third were employed in elementary occupations, and this was higher for temporary than permanent jobs (37 per cent compared with 32 per cent). The average hourly take-home pay was £6.36, with 40 per cent earning less than £5. The majority (74 per cent) worked full-time (30 hours or more per week).

Barriers faced

One in five repeat claimants reported a serious health problem or disability that had a direct impact on their ability to work, and this increased to a quarter of those aged 50 or over. For these individuals, health is often the single greatest barrier to work, and can lead to a long absence from the labour market.

Repeat claimants without qualifications and with basic skills needs had more difficulty in finding sustained work. Overall, 23 per cent had no qualifications and 17 per cent had literacy or numeracy problems. In addition, having a driving licence had a large impact on repeat claimants' employment history and characteristics (54 per cent of repeat claimants did not have a licence). Lacking skills or qualifications can lead either to long-term unemployment or difficulties in finding permanent work.

In addition, eight per cent of repeat claimants reported problems with crime, three per cent with drugs and alcohol and 14 per cent said there had been a time in the last year when they had no permanent place to live. These problems tended to compound other barriers in making it difficult for individuals to find or keep a job, and were concentrated among those with longer-term absences from work, as well as those with basic skills problems.

Overall, 19 per cent said that their confidence in working was low, while 27 per cent rated their chances of getting a job as poor. Confidence was more of a problem with

a longer absence from work, and was also more common amongst those aged 50 or over: three-quarters of those aged 50 or over and not working said that it was unlikely that they would get a job because of their age.

Financial issues were relevant in a number of ways. One in eight experienced financial problems which they said made it difficult for them to find or keep a job. A similar proportion said that benefits gave them a more stable income than employment (and this was often those with long-term unemployment or programme experience).

Personal choice

There is little evidence in the survey to suggest that recycling is due to personal choice. The findings consistently indicate an **inability** to find sustained employment rather than a choice to avoid it. The vast majority said that they would have preferred to spend more of their life in work.

When asked directly why they had made repeat claims for JSA, only six per cent of respondents said it was because they **preferred** short-term work, compared with 41 per cent who were **only able to get** short-term work. Most had no option but to leave their last job (for example, because a temporary job ended, or because they were made redundant or sacked). Only six per cent of respondents left their last job through choice and were claiming JSA at the time of their interview. Just ten per cent of respondents who did not have a background of steady work said that they would not rather have spent more time in work.

Attitudes towards work and benefits

Most respondents expressed a positive attitude to work and the majority said they wanted to work. Of respondents who were not working at the time of their interview, 90 per cent said they were determined to find work. There was also evidence of high jobsearch intensity (61 per cent of those out of work had applied for ten or more jobs in the last six months), and the vast majority thought they would be (or were) better off financially in work than on benefits. Again, these findings indicate that in most cases, time spent on JSA is not the result of a negative view of work.

Nevertheless, the survey did identify small minorities of repeat claimants with less positive attitudes to work, specifically those with a lower commitment to work (eight per cent said they did not much care whether they worked or not), or at least a somewhat defeatist attitude (two in five agreed that getting a job was more down to luck than effort). Overall, a minority of repeat claimants (18 per cent) were identified who expressed a negative attitude in some way; those aged under 25 and with basic skills problems were most likely to have a less positive attitude towards work.

Role of Jobcentre Plus services and programmes

Respondents were as likely to disagree as agree that the Jobcentre had improved their chances of getting a job. In addition, a third of respondents agreed that 'at the Jobcentre people are pushed into things they don't want to do', although half disagreed. These attitudes did not vary according to claiming behaviour; as a result there is no evidence that these attitudes contribute to repeat claims or certain types of outcomes.

Overall, 70 per cent of respondents who had been on a programme found it useful. Where respondents said that programmes were not useful, the most common reasons were that they had not learnt anything new, that they did not receive the right sort of work experience or training, or that they did not get a job as a result of it.

Over a quarter of repeat claimants had experienced their benefit being stopped or reduced, and seven per cent said a sanction was the reason for their last JSA claim ending. Therefore, sanctioning in itself contributes to additional JSA spells, and can also impact on financial stability.

Work 'preferences'

Three in five respondents said they would be willing to accept a temporary job, and only around one in five said they would definitely not accept temporary work. Half of respondents said they would accept full-time or part-time work, a slightly lower proportion (43 per cent) said they would only accept full-time work, and just five per cent would only work part-time.

In general terms, preferences and flexibility tended to relate to circumstances (e.g. having young children) rather than ingrained preconceptions. In addition, a broad division can be made between those who are prepared to take any job and those who are more selective. The former, often with lower skills and qualifications, often move into unskilled, temporary work, thereby reinforcing the pattern of recycling. Those who are more selective are generally better qualified and have a greater chance of obtaining sustained work, but potentially face a longer time out of work.

How individuals find work

One in eight programme participants found their last job through the programme. The longer respondents spent on the programme, the more likely they were to get work through it rather than independently.

Over a third of repeat claimants said they had been in contact with a private employment agency, and this was more common among those who had been in temporary rather than permanent work.

Reasons for signing off benefit

Two-thirds of respondents had last stopped receiving JSA to start work. Smaller numbers of respondents had moved onto another benefit (seven per cent), started education or training (five per cent) or had their benefit stopped (seven per cent). This confirms that the most common pattern among repeat claimants is to switch between work and JSA, rather than moving onto other activities or benefits.

Do the members of different Jobseeker's Allowance claimant groups have different reasons for recycling?

Overall, the survey identified three patterns among repeat claimants:

- A cycle of temporary work interspersed with JSA spells. The survey indicated that many repeat claimants move into work fairly quickly, but only into temporary work.
- Longer-term unemployment. In some cases this can be prompted by redundancy, but also relates to employment background: those with a history of unemployment tend to remain unemployed, and this is compounded by a lack of qualifications and confidence in finding work.
- Health problems or disabilities were also likely to cause long-term absence from the labour market.

Overall, the system of grouping repeat claimants according to their benefit history was successful in identifying patterns and distinguishing features. In general, the differences between the six JSA claimant groups were most pronounced in terms of work history and barriers to work (in particular health). The groups were similar in relation to their aspirations and attitudes.

- Group 1 (long-term DWP programme experience, no other benefits), nine per cent of total: this group had the least experience of stable employment, leading to spells of long-term unemployment and numerous JSA claims. This pattern can be linked to a high incidence of temporary work, low skills (including lacking a driving licence), experience of sanctions and unsuccessful outcomes from programmes (resulting in a return to JSA). This group was relatively well off financially on benefits, reinforcing their dependence on benefits rather than income from employment.
- Group 2 (short-term DWP programme experience, no other benefits), 17 per cent of total: respondents in this group moved into work more quickly than Group 1 claimants (and often this was the reason for leaving DWP programmes), but faced similar (if less extreme) difficulties in finding sustained work.

- Group 3 (experience of DWP programmes and other benefits), 12 per cent of total: these respondents often faced multiple barriers to work, most notably health problems and lack of qualifications, as well as barriers related to housing, crime, drugs and alcohol. This often led to limited work experience, and low confidence in working in the future. While some other groups moved into work fairly easily but had difficulty sustaining it, those in Group 3 faced long periods out of work, as their barriers often prevented them from getting work at all.
- Group 4 (other benefits but no DWP programmes), 13 per cent of total: as with Group 3, Group 4 often had a health problem or disability restricting the work they could do. Otherwise, their barriers were less extreme and complex than Group 3. This group felt less secure on benefits financially, and this could lead to a preference to take any job that was available. However, jobsearch was less intensive than for other groups, as a result of their older age profile, health problems and pessimism about job prospects.
- Group 5 (two or more previous JSA spells but no other benefits or DWP programmes), 26 per cent of total: this group faced fewer barriers to work than other repeat claimants, were relatively well qualified and found it easier to get work. However, those in Group 5 had a strong tendency to move into temporary work, and to alternate between work and JSA.
- Group 6 (only one previous JSA spell, no other benefits or DWP programmes), 22 per cent of total: Group 6 had spent considerably less time on JSA than other groups, and had a more stable working background. This was linked to higher qualifications and a greater incidence of permanent work.

1 Introduction

1.1 Policy background

Since the inception of the Jobseeker's Allowance (JSA) regime in 1996 and the mandatory New Deals in 1998, the numbers in both long-term and short-term unemployment have decreased. However, there is increasing concentration of unemployment within a challenging client group who repeatedly claim JSA without finding sustained employment between claims: the majority of those commencing a new JSA claim have claimed before in the last five years.

This issue is at the heart of Government policy, which stresses the importance of work as the best route out of poverty and social exclusion, and promotes the view that any job is better than no job at all. Repeat claimants appear to challenge this view, as despite movement into work they return to claiming benefits, and appear to experience a 'revolving door syndrome'¹. In some respects, repeat claimants occupy a 'grey' area between those in employment and those without, appearing to be 'in and out of employment, at risk of losing their job, or unable, for various reasons, to move up the job ladder'². This suggests that a greater emphasis may be required on employment retention and skills upgrading for these claimants.

The issue of repeat spells has been examined using the Department for Work and Pensions (DWP) administrative data, as well as research studies such as the British Household Panel Survey and the Family and Working Live Survey. The review of the literature undertaken by Heather³ identified that repeat JSA spells are indicative of longer-term employment barriers. In the first place, *'when examined over a period*

¹ OECD (2002), *Upgrading the skills of the low-qualified: a new local policy agenda*, LEED programme, Paris, p4.

² OECD (2002), *Upgrading the skills of the low-qualified: a new local policy agenda*, LEED programme, Paris, p7.

³ Heather, P. (2004), *Repeat Spells of Unemployment: A Review of the Literature*, Jobseeker Analysis Division (JAD) DWP.

longer than two years, repeat spells of unemployment are not associated with short spells of unemployment. A repeat spells history may include long spells of unemployment. In addition, there is evidence that repeat spells of JSA may lead to longer-term problems: *'As the number of spells of unemployment increases, so does the probability of returning to unemployment. People with short spells of unemployment, which total six months or more, have similar unemployment outcomes as those who are long term unemployed.'*

Furthermore, evidence suggests that cycles of working and not working are, to a considerable extent, the result of structural factors rather than differences in characteristics of individuals and their circumstances (labour market characteristics and individuals' skills, perspectives, attitudes and behaviour). Being low-paid, in itself, increases the probability of remaining in this cycle. The authors of one paper conclude that between three-fifths and three-quarters of this effect is structural rather than associated with the personal characteristics and circumstances of the individual⁴. Unemployment itself has a strong 'scarring effect' on individuals.

An additional concern relates to the effect of DWP programmes, in that *'some people with repeat spells of unemployment are people who have been on a Government supported training programme and then returned to unemployment. Government labour market programmes, which reduce long-term unemployment, may increase the numbers who enter short term unemployment'*.

It is, therefore, important to examine the issue of recycling further, in order to understand how these patterns of claiming can be addressed.

1.2 Background to the research

DWP carried out analysis of the JUVOS and Master Index databases, in order to examine the repeat claimant population in more detail. This provided information on the scale of recycling, as well as the characteristics of repeat claimants in terms of their previous JSA claims, and participation on DWP programmes and other benefits. As part of this analysis, repeat claimants were divided into six groups, as outlined in Chapter 2.

Administrative data can provide an insight into how recycling varies with different characteristics. Claim histories of individuals can be indicative of a number of issues including health, other barriers to work, type of employment and changing circumstances. However, a survey of repeat claimants can provide a clearer picture of these issues. In addition, while administrative data are helpful in describing the nature of the problem, more detailed information is required in order to address the fundamental questions of **why** recycling is occurring and how it can be addressed.

⁴ Stewart, M. and Swaffield, J. (1997), *The Dynamics of Low Pay in Britain*, in Gregg, P, (Ed), *Jobs, Wage and Poverty – Patterns of persistence and mobility in the flexible labour market*, London: Centre for Economic Performance.

A research study was, therefore, commissioned by DWP to examine this issue further. The six groups that were identified by the DWP analysis were integral to the design and analysis of the survey, and as a result it is possible to assess how successful the groupings are in distinguishing repeat claimants.

1.3 Research objectives

The main questions that the research was to address were as follows:

- 1 Do different claimant groups (defined in terms of claims, other programme participation and benefits histories) differ in terms of their personal and socio-economic characteristics, their attitudes and aspirations? What are their perceptions of the barriers and obstacles to getting and keeping satisfactory work?
- 2 To what extent do individuals in different claimant groups recycle through the system as a matter of choice rather than circumstances? What are their attitudes towards work and benefits? What are their perceptions about the availability of sustainable employment locally? How do they seek work?
- 3 What kinds of work do they prefer?
- 4 What led them to sign off benefits on the last occasion?
- 5 How do they explain their inability to sustain employment?
- 6 What are their perceptions of Jobcentre Plus services and of programmes?

1.4 Research methodology

The research consists of a quantitative survey of repeat JSA claimants, based on telephone interviews. Telephone interviewing represented the most cost-effective method for interviewing a large sample of individuals.

1.5 Sample

The sample was designed to be representative of all repeat JSA claimants who made a new claim for JSA between 14 February and 14 April 2005. The sample file was drawn from the DWP's Master Index database. The sample design reflected the need to examine separately the six groups that had been identified by DWP, as well as to analyse findings by other sub-groups relating to benefit and employment history, and demographic characteristics.

A relatively large proportion of the repeat claimant population had made just one previous claim in the preceding four years, and these individuals also tended to have spent a short amount of time on JSA. While of interest to the research, it was decided to under-sample these individuals, in order to increase the numbers of interviews with people who had more complex histories. This was achieved by under-sampling

those in Group 6 (just one previous JSA claim, and no other benefits or other DWP programmes), and increasing the number of cases in the remainder of the sample. Details on sample design and selection are included in Appendix A.

In accordance with data protection legislation, letters were sent to selected customers, to give them the opportunity to opt out of the survey (a copy of this letter is shown in Appendix C). Those who responded were removed from the final sample issued. A total of 2,725 interviews were achieved from the survey, with a response rate of 38 per cent (see Appendix B for detailed response rates, which are also discussed later in this chapter).

1.6 The questionnaire

The questionnaire can be found in Appendix D. The questionnaire was developed by BMRB Social Research and the Policy Studies Institute in consultation with DWP. The questionnaire included standard demographic questions and was divided into general sections as follows:

- introduction and household structure;
- employment details;
- benefits;
- experience of jobcentre and programmes;
- looking for work;
- training and skills;
- barriers to work;
- social networks;
- finance.

1.7 Piloting

A pilot was conducted to test the questionnaire. Fieldwork was conducted in August 2005 and lasted for one week. In total, 35 interviews were achieved. Interviewers were briefed by researchers prior to the pilot fieldwork. Researchers listened to some of the interviews to experience, first-hand, how the questionnaire was working. Some minor amendments were made to the questionnaire post-pilot, but on the whole it was found to work well.

1.8 Interviewer briefings

All interviewers were briefed by a member of the research team. This covered an introduction to the survey, discussion of the sample, contacting respondents, and the questionnaire. This ensured that interviewers had a thorough understanding of

the survey. It also served to motivate the field force and emphasise the importance of high quality results.

1.9 Fieldwork

All interviews were conducted by fully trained and supervised interviewers, working in accordance with the Market Research Society's Code of Conduct. Data was collected using Computer Assisted Telephone Interviewing (CATI). The pilot interviews took place at Hull Telephone Centre, and the main stage interviews at Ealing Telephone Centre. Main fieldwork took place from the 26 September 2005 to 23 December 2005.

1.10 Quality control measures

For all telephone surveys, BMRB's standard quality control procedures are those stipulated by Interviewer Quality Control Scheme (IQCS). As an IQCS member company, our quality control standards meet or exceed those required and our records are available for annual inspection. Our quality control procedures are summarised as follows:

- each interviewer is monitored at least every fourth shift;
- at least seven per cent of interviews are monitored;
- monitoring records are completed for each interviewer; these are discussed with the interviewer and signed;
- no interviews are carried out without a supervisor present;
- an interviewer performance review is held each month;
- all interviewers are personally briefed on each project.

1.11 Analysis and weighting

Once interviews had been conducted, data was collated and open-ended responses were coded. All code frames were approved before use. Tabulations of the data were produced and checked.

At the weighting stage, the profile of the interviewed sample was compared with the original population of repeat claimants, to assess any response bias. This was important because of the relatively low response rate achieved. As a result of this analysis, weights were applied to reflect minor differences in the profile by group, age and gender.

The weighting also compensated for the sample stratification that was carried out by group (as described in Appendix A).

1.12 Response rate

As previously mentioned, due to the fairly low response rate achieved on this survey (38 per cent), the profile of the interviewed sample was compared with the original population of repeat claimants, to assess any response bias. Apart from some minor differences in group, age and gender (which were corrected in the weighting), this analysis confirmed that the interviewed sample was representative of the repeat claimant population at least in respect of the variables that were contained in the Master Index database: these variables relate to previous JSA claims, spells on other benefits and DWP programmes, as well as gender and age.

Despite the analysis of variables on the Master Index database showing no signs of bias, it is still not possible to be sure that the interviewed sample is indeed truly representative of the population of repeat JSA claimants as a whole. As shown in Appendix B, a third of selected cases were not contactable by phone (either because the phone number was invalid or because the individual could not be reached at that number) and in addition to this, cases where no phone number could be found for the individual were not selected in the original sample; in some of these cases it is likely that the individual had no phone and in some cases the individual may have had no fixed address. It is possible that there are differences between individuals with no phone (and with no fixed address) and those with a phone, and the former are less likely to be represented in this survey.

Table B.2 shows the response rate by group. The response rate increased across the groups (lowest amongst Group 1 and highest amongst Group 6), as group one were the hardest group to contact, but any bias resulting from these differing response rates should have been removed by weighting. Analysis also showed that the level of refusals was consistent across different groups (as shown in Table B.2).

Overall, a relatively high proportion (28 per cent) of respondents refused to take part in the survey, and it is possible that refusals were more common amongst respondents who 'play the system', or had particular experiences or attitudes which made them more likely to refuse.

1.13 Interpretation of findings

When interpreting the findings for this survey, the following issues need to be borne in mind:

- The survey is based on sample only, rather than the total population of people with repeat JSA claims. This means that all findings are subject to sampling tolerances. In the report, differences are only reported when they are statistically significant at the 95 per cent confidence level.
- The survey was based on people with a new JSA claim at a particular point in time (between 14 February and 14 April 2005). The circumstances of the individuals concerned may be affected by the specific timing of the survey.

1.14 Explanatory notes

The main part of the report includes tables showing findings analysed by group⁵. The percentages in the report tables do not always add up to exactly 100 for each column. In some instances this is because multiple responses are possible. In all other cases, where the column total may be 99 per cent or 101 per cent, this is simply due to rounding of individual percentages to the nearest whole number.

1.15 Table symbols

- * Less than 0.5 per cent
- 0 No observations
- Category not applicable

⁵ See Chapter 2 for explanation of groups.

2 Background: repeat claimants and groups

2.1 Repeat claimants

This section provides a brief summary of the profile of the repeat claimant population. The analysis is based on all individuals who started a claim for Jobseeker's Allowance (JSA) between 1 July 2003 and 30 June 2004, and who had at least one previous JSA claim in the preceding four years: 1,152,330 individuals in total.

Repeat claimants form a significant proportion of all JSA claimants: 54 per cent of people making a claim for JSA were repeat claimants. Among the repeat claimant population, the **mean number of previous claims** made in the previous four years was three; the detailed distribution is shown in Table 2.1. On average, repeat claimants had spent **one year of the previous four on JSA**, although, again, there was substantial variation: 26 per cent had spent less than 12 weeks, while 15 per cent spent two years or more on JSA. The **mean length of individual JSA spells was three months**.

Over a third of repeat claimants had been **on a DWP programme** in the previous four years (440,114 claimants), most frequently New Deal for Young People (NDYP) (21 per cent), New Deal for Long Term Unemployed People (NDLTU) (ten per cent) and Basic Skills (13 per cent). The total amount of time spent on programmes varied from less than 12 weeks (25 per cent of those who had been on programmes) to a year or more (34 per cent).

A quarter of repeat claimants had been on **other benefits** in the previous four years (297,335 claimants); this was mostly just one benefit spell (in 74 per cent of cases), with spells typically lasting 10-11 months. The majority of repeat claimants with spells on other benefits received both Income Support (IS) and Incapacity Benefit (IB) (61 per cent).

Table 2.1 Summary of repeat claimant population

	%
Number of previous JSA claims in last four years:	
One	33
Two	22
Three-four	25
Five or more	20
Whether been on DWP programme in last four years	38
Whether been on other (non-JSA) benefit in last four years	26
<i>Base: Repeat claimants who made a claim between July 2003 and June 2004</i>	<i>1,152,330</i>

The majority of repeat claimants were in the 25-49 age group, while a quarter of the repeat claimant group were women (25 per cent). Compared with the JSA population as a whole, repeat claimants were more likely to be male and in the 25-49 age band; details are shown in Table 2.2.

Table 2.2 Age and gender profile of repeat claimants, compared with Jobseeker's Allowance flows as a whole

	<i>Column percentages</i>	
	Repeat claimants	JSA flow population
Gender		
Male	75	72
Female	25	28
Age		
Under 25	27	38
25-49	58	49
50+	15	13

Base: Repeat claimants who made a claim between July 2003 and June 2004; mean profile of all monthly JSA flows between July 2003 and June 2004

2.2 Background to groups

As noted above, the repeat claimant population is a large group. In addition, initial analysis of JUVOS and the Master Index (summarised in Section 2.1) indicated that there is considerable variety in the claiming patterns of repeat claimants, in terms of the length and number of previous claims, and their experience of the Department for Work and Pensions (DWP) programmes and other benefits. The repeat claimant group is, therefore, large and quite heterogeneous, and as a result it makes sense to break down the overall population into smaller groupings.

Prior to the survey, DWP conducted some analysis of repeat claimants according to information contained in the Master Index data. Previous analysis of JUVOS data indicated some distinct patterns of claiming JSA, claimants with long previous claims taking a long time to flow off the claimant count again, whilst those with short previous claims flow off very quickly. The JUVOS data gave some information on the destinations of repeat JSA claimants, but the Master Index was able to provide additional information on the other programmes and benefits that individuals participate in. Specifically, this included data on previous JSA claims; attendance on DWP programmes and spells on other benefits⁶. Cluster analysis was used, based on 11 separate variables, covering the previous four years:

- total length of time on JSA; number of JSA spells; average length of JSA spells;
- total length of time on other programmes (such as New Deal); number of spells on other programmes; average length of spells on other programmes;
- total length of time on other benefits; number of spells on other benefits; average length of spells on other benefits;
- total length of time away from benefits and programmes; number of spells away from benefits and programmes.

Cluster analysis is a technique which groups individuals into discrete clusters, so that individuals within each cluster are as similar as possible to one another, and individuals in different clusters are as different as possible to one another. This analysis arrived at seven clusters.

These clusters were a good starting point, but it was decided to revise them slightly, reducing the number of groups from seven to six, because some of the seven groups were quite similar, and the descriptions of each group were not mutually exclusive. The revised six groups were more transparent and consistent in terms of their definitions. These six groups have been used as the basis of both the sample design and the analysis of this survey. As noted above, it is important to use some grouping system for analysis; the advantages of a definition based on Master Index data (rather than survey data) are that:

- these definitions are linked directly to prior claiming behaviour. As the survey aims to understand this behaviour, distinctions between the groups are immediately more meaningful and relevant than other measures (e.g. demographic variables);

⁶ This work used an earlier data extract than the one used for the analysis in this section of the report. The DWP analysis covered everyone who had made a repeat claim for JSA in 2003 (1,009,605 individuals). Additional DWP analysis was carried out on individual **claims**, rather than **claimants**. This explains any differences between figures reported here and those included in DWP analysis.

- the grouping system can be useful within DWP in predetermining which group an individual will be in. Any policy decisions affecting particular groups can, therefore, be planned and targeted effectively.

An important element of this survey is to assess the extent to which the grouping system categorises the repeat claimant population in a meaningful way. In general, analysis of the survey data indicates that this grouping system is effective in providing useful distinctions: there are differences in the findings for the various groups, and these differences allow a picture of individual groups to emerge.

The group definitions are shown in Table 2.3 (based on the four year period leading up to the latest claim).

Table 2.3 Group definitions

Group	Number of claimants	% of total	Description	Definition		
				Number of previous JSA spells	Spells on other benefits	DWP programmes
1	100,236	9	Long time on other programmes	One or more	No	Yes, more than one year
2	197,290	17	Short time on other programmes	One or more	No	Yes, less than one year
3	142,588	12	Programmes and other benefits	One or more	Yes	Yes (any)
4	154,747	13	Other benefits	One or more	Yes	No
5	302,932	26	More than one previous JSA claim, no programmes or other benefits	Two or more	No	No
6	254,537	22	Just one previous JSA claim, no programmes or other benefits	One only	No	No

2.3 Profile of groups

In this section we look at the characteristics of the groups, beyond their actual definition.

2.3.1 Master Index data

Firstly, we can examine the groups in relation to the data contained in the Master Index; all data relates to the previous four years.

Group 1 has the highest number of previous JSA spells (4.5 on average); excluding Group 6 (defined as having just one previous spell), Group 4 has the lowest number on average. The same variations applied to the total number of months spent on JSA. These findings reflect a general pattern: the number of previous spells and the total length of time on JSA were higher among those with experience of DWP programmes. In particular, NDYP participants tended to have a large number of previous JSA spells (five on average); NDLTU and Employment Zone participants tended to have spent the longest time on JSA overall.

Individual JSA spells typically lasted between three and six months (in 32 per cent of cases). Group 6 was distinctive in having very short JSA spells (52 per cent had a mean spell lasting no more than eight weeks); with JSA spells for Groups 4 and 5 also relatively short (36 per cent and 43 per cent, respectively, with a mean spell lasting eight weeks or less). Group 1 had the longest JSA spells (23 per cent had a mean JSA spell lasting a year or more).

Those in **Group 1 were more likely to have multiple spells on DWP programmes** (1.7 on average); the length of time on programmes is built into the definitions, but it is useful to note that on average those in Group 1 spent around two of the previous four years on programmes. Individual spells on programmes were also long in Group 1 (62 per cent had a mean programme spell of a year or more); while programme spells in Group 2 were often short (34 per cent had a mean spell of no more than eight weeks). Participation in individual programmes is fairly consistent across Groups 1-3, differences generally consistent with the age profile (Group 2 having a relatively high proportion on NDYP and, therefore, being the youngest).

As discussed throughout the report, those who have participated in DWP programmes were more likely to have had difficulties in finding sustained employment. The exceptions were participants of Work-Based for Learning for Adults (WBLA), who had more stable work characteristics. This may be related to the voluntary nature of WBLA, which may attract people who are more committed to finding sustained employment.

Table 2.4 Profile of groups: Jobseeker's Allowance spells

Column percentages

	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Number of previous JSA spells							
1	33	10	20	15	35	0	100
2-4	47	51	55	42	47	78	0
5-10	18	35	23	20	17	20	0
11+	2	4	1	3	2	2	0
Mean number of previous JSA spells	3.0	4.5	3.4	4.0	2.9	3.6	1
Mean total number of months on JSA	12	27	16	20	7	9	3
Mean length of individual JSA spells							
Less than 12 weeks	46	12	20	21	55	65	66
12 weeks – less than six months	32	37	43	40	31	27	23
Six months – less than one year	16	29	28	26	11	7	8
One year or more	6	23	9	13	3	1	2

Base: All repeat claimants (1,152,330)

Table 2.5 Profile of groups: DWP programmes

	<i>Column percentages</i>			
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)
Mean number of programme spells	1.5	1.7	1.3	1.5
Mean total number of months on DWP programmes	11	23	5	11
Mean length of programme spells				
Less than six months	54	7	77	55
Six months – up to one year	25	31	23	23
One year or more	19	56	0	20
Individual programme				
NDYP	54	53	60	47
NDLTU	26	34	21	27
ND50+	8	16	3	10
Basic Skills	33	39	30	33
WBLA	15	13	15	15
Employment Zones	5	11	1	5

Base: All repeat claimants with previous spells on DWP programmes (440,114)

Groups 3 and 4 are very similar in terms of the number of spells on other benefits, and the amount of time spent on these benefits. The majority of individual spells on other benefits lasted more than six months (57 per cent in both Groups 3 and 4 had a mean benefit spell of six months or more). **Group 3 were more likely** than Group 4 **to have been on IS**, while **Group 4 were more likely** than Group 3 **to have been on IB only**. Those who have been on both IB and IS were more likely to have had multiple previous JSA claims.

Throughout the report, there are clear differences between those who received IS (with or without IB) and those who received IB only. The latter group often have a relatively stable work history (where, for example, long-term work is interrupted by a specific, short-term problem). This is related to the conditions for receiving these benefits, in that people receiving IB must have made a minimum amount of National Insurance (NI) contributions (by virtue of earnings over a minimum level). In addition, the receipt of IS in combination with IB is means tested; therefore, those receiving IB without IS will tend to be relatively more financially stable (again often through earnings). In practice, this means that people receiving IB only are likely to have experienced a one-off injury or illness, which may affect their short-term work capability but is less likely to have a long-term impact on their employment patterns. By contrast, those receiving IS with IB are more likely to have experienced on-going or longer-term problems.

Table 2.6 Profile of groups: Benefits

	<i>Column percentages</i>		
	Total	Programmes and other benefits (3)	Other benefits (4)
Mean number of spells on other benefits	1.3	1.3	1.3
Mean number of months on other benefits	13	13	14
Mean length of individual benefit spells			
Less than six months	43	44	43
Six months – upto one year	29	31	27
One year or more	28	26	30
Individual benefit			
IB	82	83	82
IS	77	83	71
Other (ICA/SDA)	6	5	6
IB and IS	61	67	55
IB only	22	16	27
IS only	16	16	16

Base: All repeat claimants with previous spells on other benefits (297,335)

DWP analysis showed that claimants belonging to Groups 5 and 6 flowed off JSA more quickly than other repeat claimants: 50 per cent left JSA in the first ten weeks of their new claim. Those with spells on other benefits flowed off more quickly than those with spells on DWP programmes.

2.3.2 Survey data

As well as the groups differing in their benefit histories, there are also other demographic differences between groups.

Gender

Group 1 had a particularly low proportion of women (14 per cent). This reflects a general pattern of men tending to have more JSA claims, spending longer on JSA overall, and being more likely to participate in DWP programmes (in particular NDLTU). There were **higher proportions of women in Groups 4 and 6** (27 per cent and 31 per cent respectively) than in the other groups; the finding for Group 4 reflects the high proportion of women who receive IS.

Age

Younger repeat claimants (under 25) were more likely than average to have been on DWP programmes (specifically Basic Skills as well as NDYP), but less likely to have had spells on other benefits. **Group 2 in particular had a young age profile** (38 per cent aged 18-24), while **Group 4 had the oldest age profile**. Those aged 50 or

over tended to have had a smaller number of previous JSA claims in the previous four years, and were more likely than average to have had a spell on IB without IS.

Household structure

The repeat claimant group, as a whole, contained a high proportion who were **living with parents** (41 per cent), and the proportion was **highest in Groups 1 and 2**; this is because younger people (including participants on programmes such as NDYP) were more likely to be living with parents.

Groups 3 and 4 contained the highest proportions living alone; this is linked to the higher proportions living alone who were receiving both IB and IS.

Both of the above groups (those living with parents and those living alone) tended to have more previous JSA spells. By contrast, repeat claimants with dependent children tended to have fewer JSA spells and a shorter length of time overall on JSA, and were more likely than average to be in Group 6.

Ethnicity

The proportion of non-white ethnic groups was highest in Groups 1, 2 and 6.

The higher numbers in Groups 1 and 2 reflect the fact that non-white repeat claimants were more likely than average to have been on DWP programmes; Basic Skills courses contained a particularly high proportion of non-white repeat claimants.

2.4 Group summaries

The information covered in this chapter can give an initial picture of the six groups, which can be assessed in the remainder of the report:

- **Group 1:** This group contains people who are potentially the hardest to help. On average, this group have spent over two years out of the last four years claiming JSA, and may, therefore, be considered as 'entrenched' in long-term unemployment; they have also spent long periods on DWP programmes, suggesting that they may be either more 'passive' in their participation or have 'failed' to reach the outcomes desired by the programmes. The large number of JSA spells may be a feature of programme participation (returning to JSA on leaving the programme).
- **Group 2** are similar to Group 1, but have spent less time on DWP programmes. They also tend to have spent less time on JSA than Group 1 (on average, one year and three months of the last four years claiming JSA). Although less than Group 1, this is still relatively high overall, and suggests that this group too can be considered long-term unemployed. The shorter period of time spent on programmes may suggest a number of things: dissatisfaction with the programme, that they are deliberately avoiding New Deal options, or that the programme has been successful in moving them into work. Group 2 has the youngest age profile, and this may be related to their claiming behaviour.

- **Group 3** have some similarities with Groups 1 and 2, as they have been on a DWP programme, but they have also claimed another benefit. Their participation in programmes and other benefits (often both IB and IS) suggest that some people in Group 3 may be significantly disadvantaged.
- **Group 4** have some similarities with Group 3, but they have not been on a DWP programme in the last four years. Group 4 also spent a lot less time, on average, claiming JSA (seven months out of the last four years). Their spells on other benefits may indicate significant disadvantage (as with Group 3), although the relatively high proportion who received IB only may indicate more specific, shorter-term barriers than for Group 3. Their absence from DWP programmes may be indicative either of multiple shifts between different benefits, or deliberate avoidance of programmes.
- **Group 5** have, on average, spent nine months of the last four years on JSA, and they have not been on a DWP programme or claimed any other benefits. People in Group 5, therefore, tend to have less complex histories, and move off JSA quickly, but are clearly failing to find sustainable work.
- **Group 6** have similarities with Group 5, except that they have only made one previous JSA claim. Group 6 have, on average, spent only three months of the last four years claiming JSA. Some of this group may only be repeat claimants for specific reasons, which are not indicative of longer-term difficulties, and may have a more stable working background.

3 Overview of reasons for repeat claims

Summary

- While many repeat claimants are able to find work, inability to find 'suitable', sustainable work is the main reason for repeat claiming.
- Many repeat claimants have patterns of non-permanent work; this is generally because they cannot find permanent work, rather than a preference for temporary jobs.
- Other reasons for repeat claims are related to illness, family circumstances or problems with Jobseeker's Allowance (JSA) claims (e.g. sanctions).

This chapter highlights some of the key issues affecting repeat JSA claims, which are then followed up in more detail in subsequent chapters in relation to the six groups and other sub-groups.

Analysis draws primarily from three questions: overall reasons why individuals have made numerous JSA claims; reasons why their last job ended; and the reason for their previous JSA spell ending. These questions, therefore, provide an overview of the reasons for moving on and off JSA.

3.1 Reasons for repeat claims

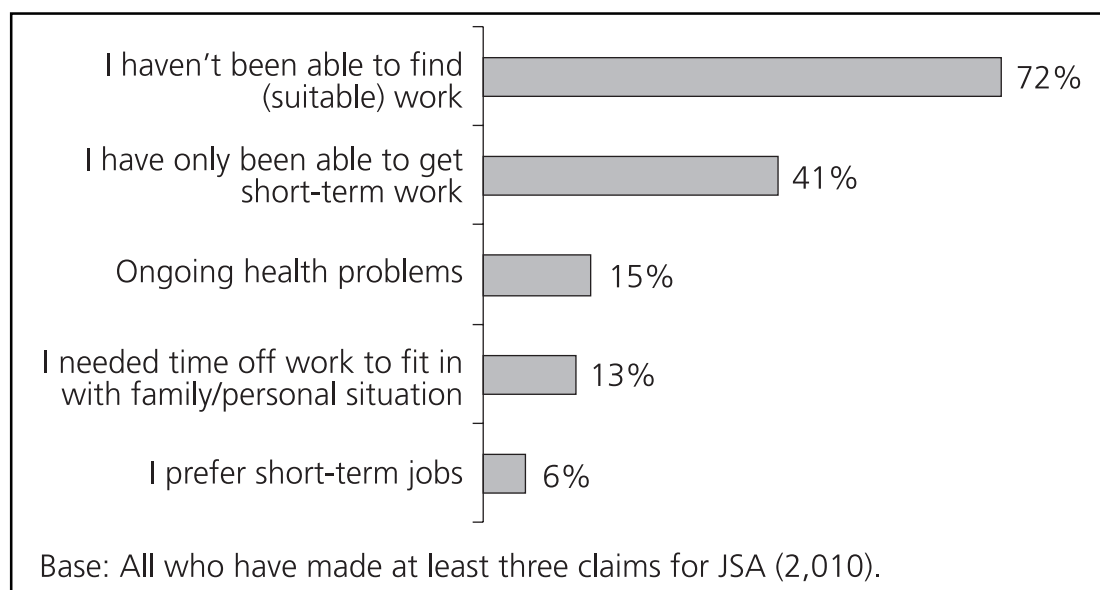
All respondents who had made at least three claims for JSA in the previous four years (latest claim plus at least two previous claims) were asked why they had made the number of claims they had. It was not considered appropriate to ask those with only two claims this question, as it was less likely that there would be a pattern to their claiming behaviour that could be generalised. In practice, this means that Group 6 respondents were not asked this question, as well as those in other groups with only two JSA claims (in total, this question covered 68 per cent of the sample).

Results for this question are shown in Figure 3.1. The majority of respondents (72 per cent) said it was because they had **not been able to find (suitable) work**. Sections 4.4.1 and 4.5 explore the reasons why respondents had difficulty finding work.

The work experience of many repeat claimants is in **non-permanent jobs**. This is a major reason for repeat JSA claims being made, and in the longer term, this also prevents individuals achieving sustainable employment. In addition, while 41 per cent of respondents said they had only been able to get short-term work, only six per cent said they **preferred** short-term jobs. This suggests that, in general, it is an **inability to find permanent jobs rather than a preference** for short-term work that causes so many JSA claimants to recycle (Section 4.2.1).

Other respondents mentioned **ongoing health problems** (15 per cent) and **needing time off work to fit in with a family or personal situation** (13 per cent). These and other barriers to work are discussed in Chapter 6. Note that in Section 6.2, analysis shows that childcare and caring responsibilities are not issues which have a significant impact on claiming behaviour; this suggests that the category of 'family or personal situation' should be defined fairly broadly.

Figure 3.1 Reasons for repeated JSA claims



3.2 Why jobs end

The most common reasons that respondents gave for leaving their last job are shown in Table 3.1. Again, the issue of temporary work is prominent. Respondents being made **redundant or dismissed** were also quite common reasons. Overall, these reasons indicate that many respondents had no option but to return to JSA, and reflect inability to stay in work, rather than a choice. These results are discussed further in later sections (Sections 4.3.2 to 4.3.4).

Table 3.1 Reasons for leaving last job

	<i>Column percentages</i>
	Total
Temporary job ended	33
Made redundant	16
Dismissed/sacked	10
Became ill/injured and had to leave	8
Left because I did not like it	9
<i>Base: All respondents who have left a job</i>	<i>2,627</i>

3.3 Why Jobseeker's Allowance claims end

When asked why they last stopped receiving JSA, the majority said that they had returned to (or started) work. This confirms that the **most common pattern for repeat claimants is movement between work and JSA**. Only just over half (56 per cent) of those who left JSA to start work were still working at the time of their interview. This indicates that **many respondents were able to find work, but that the job was often not sustainable** (because it was temporary, or for some other reason).

Seven per cent of respondents said they had moved onto another benefit, while a further seven per cent said their benefit had been stopped. **Problems with JSA claims** are a further area for examination (Chapter 8).

Table 3.2 Reasons for stopping receiving Jobseeker's Allowance

	%
Returned to/started work	67
Returned to/started training or education	5
Moved onto another benefit	7
Told no longer eligible/benefit stopped	7
<i>Base: All respondents</i>	<i>2,725</i>

The most recent administrative data on destinations from JSA show that, among those with a known destination, 73 per cent left JSA to start work, while eight per cent moved onto another benefit. These figures are, therefore, similar to those in Table 3.2, and suggest that the destinations of repeat claimants are similar to the JSA population as a whole⁷.

⁷ Data for JSA leavers between 9 March and 12 April 2006, from Labour Market Trends, Office for National Statistics, June 2006.

4 Experience of work

Summary

- A third of repeat claimants said they had a steady working background, and this was most common amongst Groups 5 and 6. These were also the groups who were most likely to be working at the time of their interview. A background of long-term unemployment was most common in Group 1, while temporary work was most prevalent in Groups 1 and 5.
- Of respondents who were working, two in five were being paid less than five pounds per hour. Despite this, four in five were satisfied with their current job, with satisfaction higher amongst those with permanent jobs.
- Few respondents (two in five) left their previous job out of choice, and in many cases this was due to a temporary job coming to an end. Just under half of respondents said their current or most recent job was temporary.
- All groups were likely to say that inability to find suitable work had caused their multiple Jobseeker's Allowance (JSA) spells, and this was highest in Groups 1 and 2.
- Groups 3 and 4 were least optimistic about their ability to find work in the future.

This chapter looks at the effect of employment issues on repeat JSA spells, specifically individuals' working background and the characteristics of the work they have done, as well as the reasons why they have had difficulties finding or staying in work.

4.1 Working background

All respondents were asked to describe their working background from a list of statements. A summary of the answers to this question are shown in Table 4.1. This indicates four broad categories, as discussed overleaf.

Over a third of repeat claimants said that they had a working background **of steady, long-term jobs or self employment**, and this was highest amongst the following respondents:

- Groups 5 and 6;
- respondents within groups 3 and 4 who had claimed IB but not IS⁸;
- older respondents (50+) and those with living with a partner or children.

A working background of **casual, short-term or seasonal jobs** was most common amongst the following respondents:

- those in Group 5;
- younger respondents;
- those with a large number of JSA claims in the last four years.

Respondents who had spent **more time unemployed than in work**, or had been in and out of work several times, were more likely to be in Groups 1, 2 and 3. Related to this, respondents were more likely to be in this category if they had been on the Department for Work and Pensions (DWP) programmes, particularly where they had been on programmes for a total of a year or more in the last four years. Looking at individual programmes, those who had been on New Deal for Young People (NDYP) or Basic Skills were most likely to have spent more time unemployed than in work; in contrast, Work-Based Learning for Adults (WBLA) participants were no different to repeat claimants as a whole in this respect. Respondents with a large number of JSA spells were also more likely to have spent a lot of their life unemployed. Also more likely than average to be in this category were:

- respondents within Groups 3 and 4 who had claimed Income Support (IS) (but not IB);
- younger respondents (under 25) and those living with parents;
- men.

Having had time off work due to **sickness or injury, or to look after family or home** was more common amongst:

- Groups 3 and 4, particularly where respondents had spent at least one out of the last four years on non-JSA benefits;
- women.

⁸ As noted in Section 2.3.1, differences between Incapacity Benefit (IB) and IS recipients are related to the conditions for receiving these benefits.

Table 4.1 Summary of working background

Column percentages

	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Total						
Steady long-term jobs or self-employment	38	17	31	22	38	46
Casual, short-term or seasonal work	15	12	17	13	11	21
More time unemployed/in and out of work several times	32	64	38	43	31	26
Time out of work due to sickness or injury/looking after family or home	10	3	8	20	18	4
Other/not known	5	5	6	3	3	3
<i>Base: All respondents</i>	2,725	187	529	376	426	864
						343

Overall, working background has a strong influence on the types of work that respondents move into, with **steadier work backgrounds linked to permanent work and higher occupational groups**; this is discussed further in Section 4.2.

4.1.1 Time since last job

Respondents who were not working at the time of their interview (57 per cent of the total sample) were asked how long it had been since they had last had a paid job; answers can be seen in Table 4.2.⁹ Overall, two-thirds (67 per cent) of respondents had worked in the last year. Only four per cent of respondents said it had been more than five years since they had a paid job, and a further four per cent had never worked.

Groups 5 and 6 were most likely to have been in a paid job recently: 80 per cent and 78 per cent respectively had been in a paid job in the last year. **Group 3 were particularly unlikely to have worked recently**: only half (50 per cent) had had a paid job in the last year.

Respondents whose last job had been a permanent one were more likely to have not worked for over a year: 35 per cent compared with 22 per cent of those whose last job was not permanent. Looking at respondents who had last worked over a year ago, and had been in a permanent job, they tended to be a little older than average, and their previous job was most likely to have ended due to redundancy (27 per cent), or because they became ill/injured and had to leave (18 per cent).

Overall, this suggests two separate scenarios: people in **temporary work**, who find a job relatively quickly but then have problems of remaining in work; and those with a background of **permanent work**, who take longer to move back into work.

⁹ The sample for this survey was selected from a database of people who had made a new claim for JSA between 15 February 2005 and 14 April 2005, between five and ten months before their interview. From this you would expect that they had been doing something other than claiming JSA (possibly working) before making this JSA claim.

Table 4.2 Length of time since last in a paid job

Column percentages

	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Less than six months ago	24	31	18	32	48	32
Six months up to one year	36	37	32	31	32	46
One year up to two years	15	16	14	14	11	12
Two years up to five years	13	8	19	13	5	3
More than five years ago	4	2	9	6	1	0
Never worked	6	5	5	3	2	6
Don't know	2	0	3	1	1	1
<i>Base: All not currently working</i>	144	341	279	262	377	146
Total	32	35	14	10	4	4

4.1.2 Movement into work

Two-thirds of respondents (66 per cent) said the reason they last stopped receiving JSA was to return to (or start) work of 16 hours or more per week, and a further one per cent said it was to return to (or start) work of less than 16 hours a week.

The proportions of claimants returning to work after they last stopped claiming JSA varied by group. **Group 5 were the most likely group to return to work** (75 per cent), confirming the pattern of alternating between (often temporary) work and JSA that is evident for Group 5. **Group 3 were the least likely to have returned to work** after they last stopped receiving JSA (52 per cent): these respondents were more likely than average to move onto another benefit, reflecting their history of other benefits and long-term health problems.

Respondents with experience of DWP programmes, and with a longer amount of time on JSA in the past, were less likely to have left JSA to start work, as were those aged 50 or over. While analysis by the number of previous JSA claims is not significant, previous analysis of JUVOS administrative data has shown that those with a very large number of JSA claims (11 or more) in a five year period are more likely to move into work than those with a smaller number of claims. This confirms the pattern of alternating temporary work with short JSA claims that is evident for Group 5.

At the time of their interview, 41 per cent of respondents said they were in paid work, and a further one per cent said they were being paid for doing something even though they did not consider it to be a paid job. **This confirms that a fairly high proportion of respondents do return to work reasonably quickly after a JSA claim** (all respondents in this survey had made a JSA claim between February and April 2005).

As shown in Table 4.3, Groups 5 and 6 were the most likely to be working at the time of their interview, with Groups 1 and 3 the least likely. This confirms that **Groups 1 and 3 are the most difficult groups to move into work**. These findings are linked to a more general pattern, in which those with a greater amount of time on JSA overall were less likely to move into work. This confirms that a background of unemployment is likely to lead to unemployment in the future.

Within Groups 3 and 4, the proportion of respondents who were currently working was much higher amongst those who had claimed IB only (44 per cent) than it was amongst those who had claimed IS and IB (27 per cent) or who had claimed IS only (24 per cent). Again, those with experience of DWP programmes (in particular New Deal for Long Term Unemployed People (NDLTU) and Basic Skills) were less likely to be in work.

Table 4.3 Whether in work at the time of the survey interview

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
In work	41	20	34	24	37	54	54
Unemployed and looking for work	42	63	47	56	41	34	31
Other	17	17	19	20	22	12	15
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

4.2 Job characteristics

Only a small minority of the total sample (three per cent) had never worked; all others were asked some details about their current or most recent job.

4.2.1 Temporary work

Around half (53 per cent) of respondents said their current or most recent job was permanent, and 45 per cent said that it was not permanent in some way. Comparing this to data from the Labour Force Survey (LFS), it is apparent that **the proportion of repeat JSA claimants who have a permanent job is far lower than amongst the labour force as a whole**. In LFS data covering September to November 2005, 94 per cent of current employees had a permanent job and only six per cent had a job that was not permanent in some way. In this survey, only 62 per cent of those who were currently working had a permanent job, and 35 per cent had a job that was not permanent in some way.

Non-permanent jobs were a particular feature for Group 1: this group was less likely than any of the other groups to have a permanent job (39 per cent). By contrast, those in Group 6 were more likely than most of the other groups to have a permanent job (61 per cent). These differences are linked to more general variations: those with a greater number of previous JSA spells and with long-term experience of DWP programmes (particularly Basic Skills) were more likely to have had non-permanent jobs. By contrast, those with a background of steady work were more likely to be in permanent jobs. In addition, **Group 5 were also less likely than average to be in permanent work**: this group tended to alternate between temporary work and short JSA spells.

Within Groups 1 and 2, respondents who had been on WBLA were more likely to have a permanent job than those who had not (59 per cent compared with 48 per cent). Within Groups 3 and 4, respondents who had claimed IB but not IS were more likely than those who had claimed IS to have a permanent job (62 per cent compared with 51 per cent). These two features run across many of the findings: **WBLA participants and those who have received IB only (rather than IS) tend to have relatively stable work patterns**¹⁰.

Women were more likely than men to say their current/most recent job was permanent (61 per cent compared with 50 per cent), as were respondents with dependent children: 60 per cent of those with dependent children said their current/previous job was permanent, compared with 52 per cent of respondents without dependent children.

¹⁰ See Section 2.3.1 for discussion of the conditions for receiving these benefits.

Table 4.4 Permanency of current/most recent job

Column percentages

	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
A permanent job	53	39	54	54	55	48	61
A seasonal, temporary or casual job	26	31	28	24	23	29	20
A job done under contract for a limited period of time	11	13	8	10	10	12	11
A job done through an agency	9	11	9	10	9	9	7
Self-employed	1	2	*	1	1	*	1
Don't know	1	3	1	1	*	1	*
Other	1	2	1	*	1	1	*
<i>Base: All respondents who have had a job at some point</i>	2,663	178	511	361	420	858	335

Other questions confirm the impact of temporary work on employment patterns. As noted in Section 3.1, 41 per cent of respondents with three or more JSA claims said that the reason for their multiple JSA claims was that they had only been able to get short-term work, and a further six per cent said it was because they preferred short-term work. In addition, when asked why their last job came to an end, a third (33 per cent) of respondents said it was because a temporary job ended. This response was most common amongst Group 1 (41 per cent).

Table 4.5 summarises the impact of temporary work, by showing the proportion of respondents in each group who either said either that the reason their last job came to an end was because it was a temporary job, or that their repeat JSA claims were due to only being able to get short-term jobs or preferring short-term work. In total, 48 per cent of respondents had been negatively affected by temporary work and the proportion varied significantly across the groups. Figures were highest in Groups 1 and 5, and this suggests two different scenarios for a pattern of temporary work:

- Group 1 respondents had a background of long-term unemployment and were the least likely to be in work at the time of the survey; this suggests that temporary work may have been their only option in getting a job;
- Group 5 had less difficulty finding work and were relatively well qualified. This suggests that respondents in Group 5 may have got stuck in a pattern of temporary work.

Table 4.5 Previous job ended because it was temporary/temporary work has caused repeat Jobseeker's Allowance claims

		<i>Column percentages</i>					
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Yes	48	60	50	49	40	61	31
No	52	40	50	51	60	39	69
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

These findings confirm that temporary work has a prominent impact on the causes of recycling through JSA.

4.2.2 Pay and hours

Table 4.6 shows hourly pay, however, for respondents who were currently working, and where salary information was obtained (this covers 28 per cent of the total sample). **Group 3 tended to be paid less than the other groups**, with the exception of Group 1 where the base size was too small for inclusion.

Previous evidence indicated that *'people with repeat spells of unemployment tend to enter low paid work'* and that *'entry jobs that are low-paid tend not to act as a stepping stone to higher paid jobs'*¹¹.

On average, respondents worked 36 hours per week, with 26 per cent working part-time (less than 30 hours per week). Women were more likely than men to work part-time (40 per cent compared with 23 per cent), and part-time work was also more common among those with DWP programme experience and those with literacy/numeracy problems. There were no significant differences by group, however. By occupation, part-time work was most prevalent in personal service and sales/customer service occupations, as well as in the following sectors: wholesale/retail/vehicle repair, hotels/restaurants, education, health/social work and other community/social and personal service activities.

Neither hours nor pay differed significantly between respondents with permanent jobs and those with temporary jobs.

¹¹ Heather, P. (2004), Repeat Spells of Unemployment: A Review of the Literature, Jobseeker Analysis Division (JAD) DWP.

Table 4.6 Hourly take-home pay

	<i>Column percentages</i>					
	Total	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Less than £5 per hour	40	41	56	38	37	34
£5 per hour or more	61	59	44	62	64	66
Average hourly take-home pay	£6.36	£6.29	£5.29	£6.00	£6.48	£6.92
<i>Base: All currently employed respondents for whom hourly pay could be calculated</i>	769	119	66	111	325	121

Note: Group 1 have been excluded due to the small base size (only 27 respondents) in this group.

4.2.3 Standard Industrial Classification

Where possible, the organisations which respondents currently/most recently worked for were classified using Standard Industrial Classification (SIC). The areas in which a notable proportion of respondents worked were manufacturing (17 per cent), wholesale and retail trade; repair of motor vehicles and personal and household goods (16 per cent), real estate, renting and business activities (14 per cent), construction (12 per cent) and transport, storage and communication (11 per cent). There were no differences by group.

Respondents with permanent jobs were more likely than those with temporary jobs to work in wholesale or retail trade; repair of motor vehicles and personal and household goods (19 per cent compared with 11 per cent), but less likely to work in construction (ten per cent compared with 14 per cent).

4.2.4 Standard Occupational Classification

Where possible respondents' current/most recent jobs were classified using Standard Occupational Classification (SOC). Results are shown in Table 4.7. The most common classification across all groups was elementary occupations (34 per cent).

Group 6 were more likely than the other groups to be classified as managers and senior officials (nine per cent compared with five per cent or less in the other groups).

Groups 5 and 6 were less likely than other groups be in elementary occupations. Other than these, differences between groups were not significant. More generally, those with qualifications and with a steadier work background tended to work in higher occupational groups.

Respondents with permanent jobs were more likely than those with temporary jobs to be managers and senior officials (seven per cent compared with two per cent), and sales and customer service occupations (13 per cent compared with eight per cent). Those with temporary jobs were more likely to have administrative and secretarial occupations (14 per cent compared with ten per cent of those with permanent jobs) or elementary occupations (37 per cent compared with 32 per cent).

Overall, the above analysis suggests that non-permanent jobs are as well paid as permanent jobs, but tend to be in lower SOC groups. A comparison of individual job/SOC types may, therefore, show that non-permanent jobs are slightly better paid¹².

¹² More detailed analysis is not possible within the sample size for this survey.

Table 4.7 Standard Occupational Classification

Column percentages

	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Managers and senior officials	2	3	3	4	5	9
Professional occupations	2	3	2	3	5	5
Associate professional and technical occupations	6	5	4	6	9	8
Administrative and secretarial occupations	12	10	9	10	13	15
Skilled trades occupations	12	13	15	12	16	10
Personal service occupations	3	5	5	6	5	5
Sales and customer service occupations	14	13	11	9	11	10
Process, plant and machine operatives	9	11	13	14	10	10
Elementary occupations	41	38	40	38	28	28
Total	171	498	354	413	844	330

Base: All respondents whose current/most recent job was classifiable using SOC

4.3 Attitudes to recent work

4.3.1 Satisfaction with current job

The majority of respondents (79 per cent) who were working at the time of their interview (43 per cent of the total sample) **were satisfied with their current job**; only nine per cent were dissatisfied. There were no differences between groups at this question.

Respondents who had a **permanent job were more likely to be satisfied** with it than those who had a non-permanent job (84 per cent compared with 72 per cent), and this difference was driven by the proportions who were **very** satisfied with their job: 43 per cent amongst those with a permanent job, and 32 per cent for those with a non-permanent job.

Respondents with a health problem or disability were less likely than average to be satisfied with their job (73 per cent).

Table 4.8 Satisfaction with current job broken down by whether job permanent

	<i>Column percentages</i>		
	Total	Permanent job	Temporary job
Very satisfied	39	43	32
Fairly satisfied	40	40	41
Neither satisfied nor dissatisfied	7	5	11
Fairly dissatisfied	5	4	6
Very dissatisfied	4	3	7
No opinion	4	4	4
<i>Base: All respondents who had a job at the time of their interview</i>	<i>1,176</i>	<i>716</i>	<i>435</i>

4.3.2 Reasons for leaving last job

When asked why their last job came to an end, a wide variety of specific responses were given, and the full data is shown in Table E.1. Table 4.9 gives a summary of whether respondents left their previous job out of choice, or whether they had to leave. As shown in Table 4.9, around two-thirds of respondents (69 per cent) said they had to leave, and one in five (20 per cent) said they chose to leave. This confirms earlier findings that it is **inability to stay in work, rather than preference, which has the greatest impact on repeat claiming**.

The 'had to leave' category in Table 4.9 comprises of respondents who said they were made redundant (16 per cent), were dismissed or sacked (ten per cent), had a temporary job come to an end (33 per cent), became ill/injured and had to leave

(eight per cent), worked for a company that closed down/went into liquidation (two per cent) or said their work dried up/there was a lack of work (two per cent).

The 'chose to leave' category in Table 4.9 comprises of respondents who said they left because they didn't like it (nine per cent), took retirement (less than one per cent), left to have a baby (one per cent), left to look after someone (one per cent), moved area (three per cent), started a college/university course (two per cent), left because they were bullied/did not get on with their colleagues/management (two per cent), left to go travelling/on holiday (less than one per cent), left because of problems with pay (one per cent), or they left because of unsociable or changing hours (less than one per cent).

Groups 1 and 3 were more likely to have had to leave their last job than Group 5, but this is the only significant difference in Table 4.9.

Respondents whose current or most recent job was permanent were more likely to say that they chose to leave: 24 per cent compared to 15 per cent of respondents whose current/latest job was not permanent.

Older respondents were more likely to have had to leave their last job: 77 per cent amongst those aged 50 or more compared with 70 per cent of those aged 25 to 49, and 65 per cent of under 25s. This difference by age was mostly driven by the proportions of respondents in each age group who had been made redundant: 26 per cent of those aged 50 or more, 17 per cent of those aged 25 to 49 and ten per cent of under 25s. Younger people were slightly more likely to say they had been dismissed or sacked: 13 per cent of under 25s compared with eight per cent of those aged 25 or more.

Table 4.9 Summary of reasons for leaving last job

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Had to leave	69	75	70	73	68	67	69
Chose to leave	20	15	21	19	20	20	21
Other	11	10	10	8	12	14	10
<i>Base: All respondents who have left a job</i>	2,627	177	509	355	417	844	325

Looking at the people who had chosen to leave their previous job, 46 per cent of them were working at the time of their interview and seven per cent were in training

or education. Around a third (35 per cent) were unemployed and looking for work and a further three per cent were on a Government scheme. Three per cent were sick, injured or disabled and two per cent were looking after the home or family; the remaining five per cent said they were not working for some other reason.

4.3.3 Dissatisfaction with previous/last job

We can explore further the respondents who chose to leave their job, and focus on sources of dissatisfaction with work. Overall, 22 per cent of respondents who had left a job at some time mentioned a source of dissatisfaction as the reason why they left. This breaks down further into **39 per cent whose reason for dissatisfaction was specific to the job they were doing**, and **61 per cent** for whom dissatisfaction related more to the **type of job they were doing or their career path**.

Specific reasons for dissatisfaction are shown in Table 4.10.

Table 4.10 Reasons for leaving last job which were related to dissatisfaction with work

Answers given by more than one per cent of respondents:	%
Specific to job	
The pay was too low	6
Working conditions were poor	5
Training was poor	4
The journey to work was unsatisfactory	4
Wanted to work longer hours	4
Wanted to work shorter hours	3
Respondent was bullied or did not get on with colleagues/management	2
Related to type of work/career	
No future in the job	9
Work was not what the respondent wanted	8
Had a chance of a better job	4
<i>Base: All respondents who have left a job</i>	2,627

No differences can be discerned according to the type of job (SOC or whether permanent or not).

4.3.4 Moving jobs

Very few respondents had left their last job to start another job: three per cent of respondents said they had left for another job; four per cent had left because they had a chance of a better job, and less than one per cent had left because they were promoted. These findings confirm that **most repeat claimants switch between JSA and work (often temporary work)**, with little evidence of moving directly from one job to another.

4.4 Job opportunities

4.4.1 Problems with finding work

As noted in Section 3.1, inability to find suitable work is the main reason for repeat JSA spells. Among those who had made at least three claims for JSA (68 per cent of the total sample), 72 per cent said that the reason for the multiple spells was that they could not find (suitable) work. In all groups, the majority of respondents said this, but there was some variation: **Groups 1 and 2 were most likely to say they could not find (suitable) work**, and among programme participants figures were highest among those who had been on NDLTU or Basic Skills training. The latter is linked to the more general finding whereby respondents with literacy or numeracy problems were more likely than average to say that they had not been able to find work (79 per cent).

Younger respondents were more likely than older ones to say that they had not been able to find work: 75 per cent of 18 to 24 year olds and 72 per cent of 25 to 49 years olds compared with 65 per cent of those aged 50 or more. Respondents with dependent children and those with caring responsibilities (often in older age groups) were also less likely to say the reason for their repeated JSA claims was not being able to find work, and were more likely to mention family/ personal circumstances as the reason.

Table 4.11 Reason for repeat Jobseeker's Allowance spells: cannot find (suitable) work

	<i>Column percentages</i>					
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)
I haven't been able to find suitable work	72	81	79	72	64	68
<i>Base: All respondents who have made at least three JSA claims</i>	2,010	177	410	305	254	864

Note: Group 6 are not included, as this question was only asked of people who had made at least three claims for JSA (latest claim plus at least two previous claims).

Half (47 per cent) of repeat claimants agreed that there were not enough local job opportunities for them, and 53 per cent agreed that it is difficult to find the kind of work that suits them. As can be seen in Table 4.12, there was little variation between groups for these statements, although **Group 6 respondents were less likely than average to say it was difficult to find suitable work.**

Amongst Groups 5 and 6, those whose current/most recent job was temporary were more likely to agree that there were not enough local job opportunities for them than those whose current/most recent job was permanent (47 per cent compared with 41 per cent).

Respondents with literacy or numeracy problems, and with health problems or disabilities, were more likely than average to say that it was difficult to find the kind of work that would suit them.

Table 4.12 Things that make it difficult to work

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
There aren't enough job opportunities locally for people like me	47	47	50	51	47	43	44
It's difficult to find the kind of work that would suit me	53	55	57	58	54	53	45
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

4.4.2 Perceived chances of getting a job

Respondents who were not working at the time of their interview (57 per cent of the total sample) were asked to rate their chances of getting a job in the next three months. Overall, around two-thirds (64 per cent) of respondents thought they had a good chance of getting a job in the next three months, including 18 per cent who described their chances as **very** good. A quarter (27 per cent) of respondents thought their chances were bad.

Groups 3 and 4 were the least optimistic about their chances of getting a job in the next three months. This is linked to a less optimistic outlook among those with a health problem or disability, and in particular those who had spent more than a year on non-JSA benefits, or who had not worked for at least six months. Respondents aged over 50 were also less optimistic (only 42 per cent of those aged 50 or more thought their chances were good), and women were less likely than men to rate their chances as good (59 per cent compared with 66 per cent); related to this, people living with a partner and/or children were also less optimistic (39 per cent).

As well as health problems, other barriers to work also reduced respondents' optimism: caring responsibilities, lacking qualifications, and literacy or numeracy problems.

Amongst Groups 5 and 6 (and across the sample as a whole), respondents whose previous job was temporary were more positive about their chances of getting a job than those whose previous job was permanent: 72 per cent with previous temporary jobs thought their chances were good, compared with 61 per cent who had previously had a permanent job. An explanation for this is that people whose last job was permanent were holding out for another permanent job, and were less willing to accept a temporary job. These people (whose last job was permanent) tended to have been unemployed for longer (76 per cent had been unemployed for at least six months), were slightly older, were more likely to have a health problem or disability, and were more likely to have been made redundant from their last job. **This illustrates a general dilemma for repeat claimants, in deciding whether to wait for a permanent job or to accept a temporary job, which may be easier to obtain but will only move them into work for a short time.**

Table 4.13 Perceived chances of getting a job in the next three months

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Very good	18	17	20	14	18	21	19
Fairly good	46	55	48	47	37	46	47
Fairly bad	16	11	15	16	19	18	13
Very bad	11	9	10	13	17	8	13
Don't know	8	9	7	10	9	6	9
<i>Base: All respondents who are not currently working</i>	1,549	144	341	279	262	377	146

4.4.3 Job offers

Two-fifths of respondents who had been for a job interview in the past six months (41 per cent of the total sample) said they had been offered a job. Results at this question varied by group, with Groups 4 and 5 being more likely to have had job offers. Results can be seen in Table 4.14.

Within Groups 3 and 4, respondents who had claimed IB but not IS were more likely to have been offered a job than those who had claimed IS (49 per cent compared with 36 per cent). This at least partly accounts for the higher figure overall in Group 4 (this group contains a higher proportion who had claimed IB without IS).

Overall, 29 per cent of repeat claimants who **applied** for a job received a job offer. DWP administrative data indicates that around one in six vacancies notified to Jobcentre Plus in 2005/06 were also filled in that financial year.

Table 4.14 Whether been offered a job in the last six months

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Yes	40	27	34	32	48	52	38
No	59	72	66	69	52	47	61
<i>Base: All respondents who have had at least one job interview in the last six months</i>	1,219	107	267	174	177	382	112

This analysis indicates that while Group 1 respondents were likely to say their chances of getting work were at least fairly good (in Table 4.8), those in Group 1 that had been for job interviews tended to be unsuccessful. By contrast, Group 4 respondents were generally pessimistic about job prospects; however, they had applied for jobs and were relatively successful.

4.5 Restrictions on getting a job

4.5.1 Lack of references

Around two in five (21 per cent) respondents said that lack of references from a previous employer had caused them difficulty in finding a job in the last year. The proportions were higher in Groups 1 and 3 (28 per cent and 33 per cent respectively) and lower amongst Groups 5 and 6 (17 per cent and 14 per cent respectively).

More generally, a lack of references was seen as more of a problem by those with a long-term background of unemployment and in low-skilled jobs. Respondents with literacy or numeracy problems were also more likely than average to say that a lack of references had made it hard for them to find work (29 per cent).

4.5.2 Confidence

Group 3 respondents were most likely to say that their confidence in working was low. This reflects a higher figure among:

- DWP programme participants (24 per cent), in particular NDLTU (30 per cent);
- those with spells on non-JSA benefits (26 per cent), especially where the claim was for both IS and IB.

As expected, lack of confidence is more marked among those with a more prolonged absence from the labour market; related to this, it is a greater barrier for people with health problems and with literacy or numeracy problems.

Table 4.15 Proportion who said that their confidence in working is low

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Confidence in working is low	19	22	20	30	21	14	15
<i>Base: All respondents</i>	<i>2,725</i>	<i>187</i>	<i>529</i>	<i>376</i>	<i>426</i>	<i>864</i>	<i>343</i>

4.5.3 Employer prejudices

A quarter (24 per cent) of respondents not in work said that they were unlikely to get a job because of their age, while 11 per cent said that *'other people's prejudices made it difficult for them to work'*.

Age is primarily a concern for repeat claimants aged 50 or over: 74 per cent of those not in work and aged 50 or over said that their age makes it unlikely that they will get another job. The base size is too small for more detailed analysis.

'Other people's prejudices' were mostly raised either by non-white respondents or by those with a health problem or disability, indicating the prejudices that respondents were thinking about. There were no differences between groups on this issue, indicating that it has no direct impact on claiming behaviour; however, it is likely to compound the problems that some claimants face.

5 Work aspirations and attitudes

Summary

- Four in five of those who were not working had looked for work in the past four weeks. Those in Group 1 were most likely to have looked for work, while this was lowest in Group 4.
- The number of job applications and interviews was similar across the groups.
- Over a third of respondents who were not working and were seeking work had made less than ten job applications in the last six months.
- Job flexibility was also very consistent by group; differences related more to current circumstances than to working background.
- Repeat claimants generally expressed a strong desire to work, and this applied to all groups. However, there was a tendency for some respondents to express more defeatist attitudes to getting work, and this was higher in Group 1.

This chapter looks at respondents' jobsearch activities and their flexibility over the kind of job they would accept. General attitudes to work are also examined.

5.1 Jobsearch intensity

In analysing jobsearch, it makes sense to separate those out of work from those in work (i.e. looking for a different job).

5.1.1 Respondents who were not working at the time of their interview

Whether looked for work in the past four weeks

Looking only at respondents who were not working at the time of their interview (57 per cent of the total sample), 81 per cent of this group had looked for work in the last four weeks. **Those in Group 4 were less likely than average to have looked for work in the last four weeks** (73 per cent), and Group 1 were a little more likely (89 per cent). Within Groups 5 and 6, **respondents whose previous job had been temporary were more likely to have looked for work than those with a permanent previous job** (85 per cent compared with 76 per cent). This is in line with the findings in Section 4.4.2, that respondents whose last job was permanent had lower perceived chances of finding a job, because they were more likely to be holding out for a permanent job. Given this, one would expect their jobsearch activities to be more selective.

Respondents who were not looking for work were mostly those who were not receiving Jobseeker's Allowance (JSA), specifically those with a health problem or disability, and women with children.

Number of job applications and interviews in last six months

Table 5.1 shows how many jobs respondents had applied for in the last six months, among those who were actively looking for work at the time of the survey (53 per cent of the total sample). Three in five respondents (61 per cent) said they had applied for ten jobs or more, while six per cent said they had not applied for any jobs. **Findings were very similar across the various groups.**

As shown in Table 5.1, 37 per cent of respondents who were not working at the time of their interview and were actively seeking work had applied for less than ten jobs in the last six months. For a third of these respondents, their last job had ended less than six months ago, so this could explain the low number of job applications, but for the rest this would seem a low number of job applications if they are genuinely looking for work. Three in five (60 per cent) of this group were claiming JSA at the time of their interview.

Those with qualifications tended to have applied for more jobs: 65 per cent had applied for ten or more jobs compared with 52 per cent of respondents who did not have qualifications.

Table 5.1 Number of job applications made in the last six months (respondents who were not working only)

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
None	6	4	4	7	10	6	7
One	2	1	1	3	1	3	1
Two to four	13	15	15	10	12	14	13
Five to nine	16	16	15	15	18	14	16
Ten or more	61	62	65	61	56	62	60
Don't know	2	1	1	4	3	1	3
<i>Base: All respondents who had looked for a job in the last six months and were not employed</i>	<i>1,435</i>	<i>141</i>	<i>320</i>	<i>261</i>	<i>226</i>	<i>356</i>	<i>131</i>

Of respondents who had applied for at least one job, 71 per cent had been to at least one job interview in the last six months (most had been to between two and four).

Why did not apply for more jobs

Respondents who were looking for work but had applied for no more than one job in the last six months were asked why they had not applied for more/any jobs. Still looking just at people who were not working, the most common answers given were as follows:

- not enough suitable jobs (21 per cent) and no/few jobs available (nine per cent);
- ill-health or injury (22 per cent);
- looking after family (eight per cent);
- full-time education (six per cent).

The small number of respondents to this question prevents any sub-group analysis.

5.1.2 Respondents who were working at the time of their interview

Whether looked for work in the past four weeks

Looking now at people who were working at the time of their interview, 32 per cent said they had looked for work in the last four weeks. The proportion was slightly higher in Group 5 (38 per cent), but otherwise there were no sub-group differences.

Respondents with temporary jobs were more likely to have looked for work/a change of job than those with permanent jobs (42 per cent compared with 25 per cent); this may reflect either dissatisfaction with temporary work or the knowledge that the work will soon be coming to an end.

Looking more closely at the group of people who were working at the time of their interview, and who had been looking for work/a change of job in the last four weeks, a third (33 per cent) of them had been in their current job for less than a month, suggesting that their jobsearch activities may have been to find the job they were currently doing. For the rest of the group, they had been in their current job for longer than a month, so their jobsearch activities in the last four weeks must have been for a change of job.

5.2 Preferences

5.2.1 Whether turned down job offers

Section 4.4.3 examined the proportion of repeat claimants who had received job offers in the previous six months. A third (33 per cent) of respondents who had been offered a job in the last six months had turned down at least one offer. Of those who turned down a job offer in the past six months, a quarter had not worked at all during that time.

When asked why they turned down job offers, **a quarter (24 per cent) said it was because they had got a better offer or were already working, and the same proportion (24 per cent) said that the pay was too low.** The base size for this question is too small to allow any analysis by group, but the sample can be split into people who have not worked in the last six months (i.e. those who turned down a job but have not found other work during that time), and people who have worked over that time:

- Looking firstly at respondents who had turned down a job offer in the last six months but had **not** worked at all during that time (40 respondents only), the most common reasons given were issues that were specific to the particular job: the pay was too low, it was too far to travel or the hours were unsuitable.
- Amongst respondents who had worked in the previous six months and had turned down a job offer (116 respondents), the most common reason given was that they already had a job or had a better offer (30 per cent), while others said that the pay was too low (23 per cent) or it was too far to travel (20 per cent).

5.3 Flexibility

A number of questions were asked about respondents' flexibility in doing different types of work. **Overall, there were only minor differences between the groups in terms of the amount of work flexibility expressed.** The only significant differences were that:

- those in Group 1 were more likely to say they would accept either full-time or part-time work;
- Group 3 respondents were less likely than the other groups to say that they would accept a temporary job;
- within Groups 3 and 4, those who had claimed both Incapacity Benefit (IB) and Income Support (IS) were more likely to say they would be prepared to move for a job. Those who received IS only were more likely than average to say they would accept either full-time or part-time work.

In addition, those with experience of longer-term unemployment, and those with long-term experience of DWP programmes, were more likely to say they would accept **any** job. By contrast, those with qualifications were less likely to say they would accept **any** job, despite being more flexible with regard to moving area or accepting full-time or part-time work. This highlights a general dilemma for repeat claimants, as to whether to take any job, even though this is likely to be a temporary job which will in time lead to additional JSA claims, or to hold out for a better, more permanent job.

The sub-groups differences for these questions mostly relate to **respondents' current circumstances**, suggesting it is this, rather than more ingrained preferences, that **dictate job flexibility**. Specifically, respondents who were not in work, and in particular those claiming JSA at the time of their interview, were more likely to say they were flexible on most of the above measures. Other groups that one would expect to be more flexible, e.g. younger, male respondents and those without children, also tended to report greater flexibility on these measures.

Specific differences relating to current circumstances were as follows:

- willingness to move for work: lower among women and those aged 50 or over, those with health problems or disabilities, and those with children, in particular older children (aged nine or over): this may be because moving schools would be more disruptive to the education of older children than it would be for younger children;
- whether would accept either full-time or part-time work: higher among respondents whose current/most recent job was temporary. Men and younger age groups were more likely to want full-time work only; those aged 50 or over, women and those with children were more likely to want part-time work only, as were those who were not actively looking for work. It is also notable that 44 per cent of those whose most recent job was full-time said that they would be prepared to work full- or part-time;
- whether would accept a temporary job: lower among respondents with dependent children, as well as those with literacy or numeracy problems;
- whether willing to train or retrain to get a different type of job: lower among older respondents (aged 50 or over).

In addition, those with more intensive jobsearch activity (ten or more job applications in the last six months) were more likely to say they would be willing to move, and that they would accept **any** job.

Table 5.2 Measures of job flexibility

		<i>Column percentages</i>					
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Willing to move	50	48	52	47	44	53	49
Would accept full- or part-time work	50	60	51	49	44	49	50
Would accept temporary work	61	63	63	55	62	65	59
Would train or retrain	77	80	82	77	79	74	72
Would accept any job	54	58	50	59	56	54	53
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

5.4 Whether would have preferred to spend more time in work

Respondents who had spent most of their working life unemployed, doing casual work, going in and out of work several times, or looking after their families (65 per cent of the total sample) were asked if they would rather have spent more time in work. This question was asked of two-thirds of respondents.

The majority said they would have preferred to have spent more time in work (89 per cent), while just ten per cent said they would not rather have spent more time in work. **This confirms a strong preference for work among repeat claimants.** Findings are influenced by the amount of time spent in employment: those with a background of long-term unemployment were more likely to say they would have preferred to spend more time in work. By contrast, those in Group 6 were less likely to say they would rather have spent more time in work.

Table 5.3 Whether would have preferred to spend more time in work

		<i>Column percentages</i>					
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	2+ previous claims (5)	One previous claim (6)
Yes	89	94	91	93	91	86	81
No	10	6	8	7	8	12	17
Don't know	1	1	1	1	1	2	2
<i>Base: All respondents who have mostly done casual work, spent more time unemployed, been in and out of work, or looked after family</i>	1,772	160	367	290	259	535	161

Those who said they would not rather have spent more time working were asked why:

- a quarter (27 per cent) said it was because they did not enjoy work, or because there is more to life than work;
- another quarter (26 per cent) said they had spent as much time working as they needed to;
- nine per cent said they had spent time studying or would like to spend time studying;
- ten per cent said they would like to spend more time with their family;
- a further six per cent said they wanted to look after their children rather than work.

Due to the small number of people who were asked this question (only 182) there were few sub-group differences, but men were more likely than women to say they did not enjoy work/there is more to life than work (32 per cent compared with 15 per cent) and they had spent as much time working as they needed to (31 per cent compared with 13 per cent). Women were more likely than men to say they would like to spend more time with their family (20 per cent compared with six per cent) and they wanted to look after their children (18 per cent compared with two per cent).

5.5 General attitudes to work

Table 5.4 shows the proportion of respondents who agreed with a series of statements about work. The various statements have been grouped together using factor analysis. Factor analysis is a technique which examines the relationship between different answers or characteristics, and was used here to identify sets of statements which went together (i.e. if a respondent agreed to one statement, they were more inclined to also agree with another). This produced three groups of statements. It should be noted that these are not three distinct sets of **respondents**, but three underlying attitudes. Any individual can have more than one of these attitudes; in fact a particular individual could fit into all three groups. The three groups are as follows:

- People who agreed with 'I am determined to find work' also tended to agree with 'Even if I had enough money to live comfortably for the rest of my life, I would still want to work' and tended to disagree with 'I don't much care whether I work or not'. The underlying factor here appears to be wanting to work and having a positive attitude towards work.
- People who agreed with 'Having almost any job is better than being unemployed' also tended to agree with 'Once you've got a job, it's important to hang onto it, even if you don't really like it' and tended to disagree with 'If I didn't like a job I'd pack it in, even if I had no other job to go to'. The underlying factor here appears to be wanting to work, and being willing to work, but having a fairly negative (even slightly despairing) attitude towards work.
- People who agreed with 'Getting a job is more down to luck than the effort you put in' also tended to agree with 'Benefits give a more stable income than trying to earn a wage', 'If I didn't like a job I'd pack it in, even if I had no other job to go to', 'You need to be in a job to get another job' and 'I don't much care whether I work or not'. The underlying factor here appears to be a certain apathy towards work, although not necessarily an unwillingness to work.

Looking at each of the groups of statements in turn:

As shown in Table 5.4, almost all respondents agreed with the statement 'I am determined to find work' (this was only asked of people who were not working at the time of their interview), and three-quarters agreed with 'even if I had enough money to live comfortably for the rest of my life, I would still want to work'. Only a minority of respondents agreed with the statement 'I don't much care whether I work or not'. These findings suggest a **high level of commitment to work**, and that the reason for individuals making repeat claims is not an avoidance of work. Findings to these questions were very similar by sub-group, the main difference being that respondents with qualifications were less likely to agree that they didn't care whether they worked or not, while those with literacy or numeracy problems were more likely to agree.

The majority also agreed that 'having almost any job is better than being unemployed' and 'once you've got a job it's important to hang onto it, even if you don't really like it'. For the latter, **Group 4 respondents were more likely** than those in Groups 3, 5 and 6 **to agree**, as were respondents with lower rates of hourly pay and in lower occupational groups. Three in ten respondents agreed 'if I didn't like a job I'd pack it in, even if I had no other job to go to': agreement was higher among those who had spent a long time on JSA (more than two of the previous four years), and New Deal for Long Term Unemployed People (NDLTU) participants. Those with more intensive jobsearch activities (ten or more applications in the last six months) were less likely to agree that they'd pack in a job even if they didn't like it, and this ties in with the finding reported in Section 5.3, that the same respondents were more likely to say they would accept **any** job. This suggests that **claimants who make large numbers of job applications may do so because they do not discriminate between jobs, as much as because they are spending more time looking for vacancies**.

Although **Group 1** respondents were more likely than the other groups to agree that they were determined to find work, they were also **more likely to agree that 'getting a job is more down to luck than the effort you put in' and 'benefits give a more stable income than trying to earn a wage'**. Related to this, agreement was higher among those on Basic Skills training and respondents with literacy problems, those with lower qualifications and in lower occupational groups. **Group 5 were less likely** than the other groups (with the exception of Group 6) **to agree that 'getting a job is more down to luck than the effort you put in'**, and also less likely than Groups 1 and 2 to agree 'you need to be in a job to get another job'. This reflects the work patterns of Group 5 respondents, who tend to move into work fairly quickly but also to alternate between work and JSA. Those aged 50 or over, as well as those on NDLTU, were most likely to agree that you have to be in a job to get another job.

Table 5.4 Attitudes to work

	Column percentages					
	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
	Total					
I am determined to find work	96	91	89	86	90	89
<i>Base: All respondents who are not currently working</i>	144	341	279	262	377	146
Even if I had enough money to live comfortably for the rest of my life, I would still want to work	76	75	73	74	71	74
Having almost any job is better than being unemployed	73	70	71	68	71	69
Once you've got a job, it's important to hang onto it, even if you don't really like it	72	70	66	74	67	68
If I didn't like a job I'd pack it in, even if I had no other job to go to	30	32	32	27	27	27
Getting a job is more down to luck than the effort you put in	52	40	42	40	34	37
Benefits give a more stable income than trying to earn a wage	24	17	17	13	13	12
You need to be in a job to get another job	60	58	57	57	52	55
I don't much care whether I work or not	9	8	8	9	7	7
<i>Base: All respondents</i>	187	529	376	426	864	343

5.5.1 Negative attitude to work

A group of people with a negative attitude to work was defined by the following criteria:

- anyone who agreed with the statement 'I don't much care whether I work or not';
- anyone who left their previous job because they did not like it, and was not working at the time of the interview;
- anyone whose (self-defined) working background involved spending a lot of time out of work, and who said they would not rather have spent more time working because they do not like work or because there is more to life than work.

This group comprised 18 per cent of the total sample. Groups 1, 2 and 3 were more likely to have a negative attitude to work than Groups 5 and 6 (results in Table 5.5).

Other sub-groups that were more likely to have a negative attitude were respondents:

- aged under 25 (20 per cent);
- with literacy or numeracy problems (24 per cent).

Sub-groups that were less likely to have a negative attitude were respondents with:

- dependent children (11 per cent);
- a health problem or disability (14 per cent).

Table 5.5 Proportions of respondents who have a negative attitude to work by group

		<i>Column percentages</i>					
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Negative attitude to work	18	24	21	20	18	15	14
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

6 Barriers to work

Summary

- One in five repeat claimants reported health problems that had restricted their ability to work; this was highest in Group 3. Health problems tend to be related to long-term absence from the labour market, rather than short-term recycling.
- Group 3 respondents were also least likely to have formal qualifications. Literacy or numeracy problems were noted most frequently by those with experience of the Department for Work and Pensions (DWP) programmes (Groups 1-3), partly explained by participation in Basic Skills training
- Those in Group 1 were least likely to have a driving licence. This is a strong discriminator in claiming behaviour, and is indicative of a range of other features, including multiple Jobseeker's Allowance (JSA) spells and long-term unemployment.
- Lacking a permanent place to live, drugs, alcohol and problems with crime were barriers to work mentioned by a minority of respondents. There was little variation between groups, although those who had been on non-JSA benefits (Groups 3 and 4) were more likely to experience these problems
- Childcare and caring responsibilities had little impact on the repeat claimant group

This chapter examines the different barriers to work faced by repeat claimants, and the ways in which these affect their behaviour in the labour market and benefits system. It focuses on issues which are not directly related to work; some work-related barriers (e.g. lack of references from previous employers) have been covered in Chapter 4.

Chapter 3 highlighted that a proportion of repeat claimants related their claiming history to ongoing health problems (15 per cent) and needing time off work to fit in with a family or personal situation (13 per cent). In addition, eight per cent of repeat claimants left their last job because of illness or injury. These issues are explored further in Sections 6.1 and 6.2.

In addition, there are other barriers which have a less direct impact on repeat claimants, such as:

- lack of qualifications and basic skills, which restrict employability (discussed in Section 6.3);
- housing instability, problems with drugs or alcohol, and a criminal record, which are likely to disrupt stable patterns of employment (discussed in Sections 6.4 and 6.5).

Issues relating to finance are covered in Chapter 7.

6.1 Health and disability

Table 6.1 summarises the proportion of respondents who reported health problems which restricted their ability to work, specifically those who:

- said that their multiple JSA claims were caused by on-going health problems (15 per cent of those with three or more previous claims);
- left their last job because of illness (eight per cent who have had a job);
- said they were unlikely to get a job in the future because of health problems (nine per cent of all respondents).

This shows that **one in five repeat claimants reported health problems which restricted their ability to work**, and that as expected this is **concentrated in Groups 3 and 4**. Over a quarter of respondents in Groups 3 and 4 said specifically that **health problems were the main cause of their multiple JSA claims** (40 per cent and 26 per cent respectively of those with three or more previous claims).

Within Groups 3 and 4, over half (54 per cent) of those who had spent a long time on other benefits (one year or more of the last four) had health problems that restricted their ability to work. The figure was also higher among those claiming both Income Support (IS) and Incapacity Benefit (IB) together (47 per cent).

Respondents with experience of **DWP programmes** were also more likely than average to report **health problems**, in particular participants of **New Deal for Long Term Unemployed People (NDLTU) and Work-Based Learning for Adults (WBLA)**. This is partly (but not entirely) explained by the older age profile of people on NDLTU and WBLA; in general, health problems increased with age, although only to a limited extent (ranging from 15 per cent of those aged under 25 to 24 per cent of those aged 50 or over).

Table 6.1 Summary of health problems

		<i>Column percentages</i>					
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Health problem restricting work	19	16	17	46	32	10	9
<i>Base: All respondents</i>	<i>2,725</i>	<i>187</i>	<i>529</i>	<i>376</i>	<i>426</i>	<i>864</i>	<i>343</i>

Analysis of recent work experience confirms that health problems can have a long-term impact on individuals' ability to work. Over a quarter (29 per cent) of the respondents with restrictive health problems had not worked for at least two years (double the proportion for other repeat claimants). While Chapter 4 highlighted that many repeat claimants are able to enter work but not for long periods, **those with health problems often face a longer period of time out of work**. This is confirmed by other survey findings: respondents with health problems were more likely than average to say that they had low prospects of finding work, and to say that they had low confidence in finding work.

6.2 Childcare and caring responsibilities

A relatively small proportion of repeat claimants had dependent children (11 per cent). While the majority of these respondents said that their children's needs or childcare issues made it difficult to work, or work longer hours, this did not differ significantly by the various groups, and **this does not appear to be a particular barrier for the repeat claimant group**. In fact, just two per cent left their last job because of pregnancy or to look after children (five per cent in Group 4), and respondents with children generally had more stable employment histories than those without (greater proportions in work at the time of the survey, in permanent jobs and with a background of steady work).

Nine per cent of repeat claimants said that they provided care, help or support for anyone because of illness, disability, old age or infirmity of some kind. In only a quarter of these cases did these responsibilities affect the type or amount of work they could do. Further analysis shows that **caring responsibilities did not have any impact on the claiming behaviour or employment patterns** of repeat claimants.

6.3 Qualifications and skills

6.3.1 Qualifications

Around three-quarters of repeat claimants said they had qualifications of some kind. This was higher than average in Groups 5 and 6, with **Group 6 most likely to have degree-level qualifications**. Group 3 were least likely to have degree-level qualifications, and more generally respondents who had been on non-JSA benefits were less likely to have formal qualifications. Related to this, there was a **link between health problems and lack of qualifications**: 13 per cent of all repeat claimants – and 30 per cent in Group 3 – reported health problems that restricted their work and did not have formal qualifications.

Respondents who had spent longer on JSA were less likely to have qualifications, as were those with experience of DWP programmes; however, the latter finding is linked specifically to Basic Skills rather than other programmes. Respondents without qualifications were also more likely to work in less skilled jobs and to have had problems related to crime.

Groups 1 and 3 were most likely to say that they had insufficient qualifications or experience to find the right type of work, while Groups 5 and 6 were least likely to say this. Younger people were most likely to say this, indicating that answers reflected experience at least as much as qualifications.

Table 6.2 Qualifications and experience

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Whether have any qualifications	77	74	79	69	72	81	82
Degree/ diploma	18	13	14	9	13	21	27
Say that do not have sufficient qualifications and experience to find the right work	37	48	40	47	38	30	31
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

Previous research indicated that the relationship between repeat spells and education is complex: *'The higher a person's qualifications, the lower the risk of unemployment. But people with good qualifications may take longer to leave unemployment because they have a high reservation wage'*.¹³

6.3.2 Basic skills and language

One in six repeat claimants said that they had experienced problems with reading, writing or arithmetic since the age of 16. Those who had been on **Basic Skills training** were, as expected, most likely to say that they had experienced these problems, and as a result, respondents in Groups 1-3 were more likely to report these problems than those in Groups 4-6 (as shown in Table 6.3). In addition, **New Deal for Young People (NDYP) participants and people who had claimed both IB and IS were more likely than average to report basic skills problems.**

Repeat claimants with less recent work experience and with a history of unemployment were more likely to say they had literacy or numeracy problems (22 per cent of those who had spent most of their life out of work said they had literacy and/or numeracy problems). There are also links between basic skills problems and a number of other barriers to work, including confidence (32 per cent with basic skills problems said their confidence in working was low), financial problems (25 per cent said debt or money problems were a barrier to work) and lacking a permanent place to live (15 per cent).

We can look further at the 215 respondents whose first language is not English. There were no differences between the groups in the proportion whose first language is/is not English, and there was no overall impact on claiming behaviour or working characteristics. In fact, respondents whose first language is not English were more likely than average to have just one previous JSA claim (42 per cent compared with 32 per cent of other respondents). However, respondents not speaking English as their first language were more likely to face other barriers: lacking necessary qualifications and experience (46 per cent), lacking references (27 per cent), financial difficulties making it difficult to find or keep a job (18 per cent) and not having a permanent place to live in the last year (13 per cent). This analysis suggests that while on an overall level, people who do not speak English as their first language are similar to other repeat claimants, a proportion of these individuals face particularly extreme barriers to work.

¹³ Heather, P. (2004), Repeat Spells of Unemployment: A Review of the Literature, Jobseeker Analysis Division (JAD) DWP.

Table 6.3 Literacy and numeracy problems

		<i>Column percentages</i>					
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Problems with reading, writing or arithmetic	17	26	20	22	17	11	13
reading or writing English	13	21	14	16	14	9	11
arithmetic	8	12	12	11	7	6	4
Say that problems with reading, writing or numbers make it difficult to find the right work	8	13	11	12	10	3	6
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

6.3.3 Driving licence and vehicle access

Previous research has shown that holding a driving licence has a major impact on employability. Overall, less than half of repeat claimants (46 per cent) had a driving licence, and there were large differences between the groups: **Group 1 respondents are by far the least likely to hold a driving licence**, with Groups 5 and 6 significantly higher than average. These findings are linked to the following sub-group patterns:

- those with experience of DWP programmes were less likely to have a licence, in particular NDYP and Basic Skills participants;
- those with multiple JSA spells, and a longer time on JSA overall, were less likely to have a licence.

There is also a link with employment background and characteristics: people with a driving licence were more likely to have a background of steady work and to have permanent jobs in higher occupational groups. Other barriers to work were also linked to holding a driving licence: not having a permanent place to live, lacking qualifications and basic skills, and having problems with crime.

The other main sub-group variation is by age: only 22 per cent of repeat claimants aged under 25 had a driving licence, increasing to 56 per cent of 25-49 year olds and 76 per cent of those aged 50 or over. However, age differences do not explain the variations noted above (i.e. there are still differences by group, claiming behaviour and work details after controlling for age).

Similar patterns applied to access to a vehicle (sole or shared).

Table 6.4 Driving licence and vehicle access

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Whether have driving licence for car or motorcycle	46	23	40	36	48	54	58
Access to vehicle: sole use	31	13	24	23	32	38	40
Access to vehicle: shared use	16	15	16	10	15	16	19
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

When asked directly whether the lack of a driving licence and/or access to a vehicle limits their opportunities for work, the majority of respondents said that it limited them at least a fair amount; **54 per cent said that the lack of a driving licence limited them a lot**. In addition, around one in five respondents said that the cost of transport to work was likely to be prohibitive, and that travelling to work would be difficult; respondents in group 6 were least likely to mention these issues as barriers to work.

Table 6.5 Problems in travelling to work

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
I can't/couldn't afford the cost of transport to work	20	28	20	26	24	17	15
Travelling to work is/would be difficult	21	26	24	24	24	19	14
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

These findings confirm that **access to transport and having a driving licence are important barriers to work**, and an influential ingredient in the variations between the groups, as well as in claiming and employment behaviour generally.

6.4 Housing stability

Chapter 2 showed that the groups differed in terms of household structure, with Groups 1 and 2 more likely to be living with parents, and Groups 3 and 4 more likely to be living alone.

Those living alone at the time of the survey were also more likely than average to say they had faced difficulties in finding or keeping a job in the past year because they had no permanent place to live (14 per cent). Overall, eight per cent of repeat claimants reported this problem. Although there were no significant differences between the groups, figures were higher among those with longer-term absences from the labour market: those with five or more previous JSA spells (12 per cent), those who had spent a year or more on DWP programmes in total out of the last four years (13 per cent) and those who had spent a year or more on non-JSA benefits (14 per cent). Those with basic skills problems were also more likely to say they had experienced this problem (15 per cent). These findings suggest that this tends to be an issue facing some of the repeat claimants who can be termed 'hardest to help', and may be an additional complicating factor for these individuals. Within DWP programme participants, this was more of a problem for NDYP participants (13 per cent compared with five per cent of those with spells on NDLTU).

There is no clear link between housing mobility and claiming behaviour: the majority of repeat claimants (70 per cent) had lived in their neighbourhood for at least five years, and there were no differences between groups. Only a small proportion (three per cent) left their last job because they were moving to a different area.

Table 6.6 Problems that have made it difficult to find/keep a job in past year: no permanent place to live

	<i>Column percentages</i>						
	DWP programmes			Non-JSA benefits			
	Total	One+ years	Less than one year	None	One+ years	Less than one year	None
No permanent place to live	8	13	8	7	14	10	7
<i>Base: All respondents</i>	<i>2,725</i>	<i>300</i>	<i>792</i>	<i>1,633</i>	<i>304</i>	<i>498</i>	<i>1,923</i>

6.5 Problems with drugs, alcohol and crime

Eight per cent of repeat claimants said that they had had experienced problems with the law that had made it difficult for them to find or keep a job in the past year, while three per cent reported problems with drugs and alcohol that affected them in this way.

Problems with drugs, alcohol and crime were more likely to affect respondents in Groups 3 and 4, i.e. those with experience of non-JSA benefits. This particularly applied to people whose claim was for both IB and IS. In addition, problems with the law were more prevalent among DWP programme participants, although this did vary from NDYP (15 per cent) to WBLA (four per cent); this is partly explained by an age difference, with respondents aged 50 or over unlikely to report problems with the law (or drugs or alcohol). Men were more likely than women to report problems with crime (ten per cent compared with three per cent), while these problems were also more common among those without qualifications (12 per cent). **Problems with crime were also more likely to affect those with multiple JSA spells** (13 per cent with five or more previous claims) and with longer on JSA overall (12 per cent one or more of the last four years).

As with the issue of having no permanent place to live, this analysis indicates that problems with crime, drugs and alcohol affect a minority of the 'hardest to help' cases.

Table 6.7 Problems with drugs, alcohol and crime that made it difficult to find/keep a job in last year

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Problems with the law	8	9	9	15	12	5	3
Problems with drugs or alcohol	3	2	2	8	6	2	1
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

If data on crime, drugs, alcohol and no permanent place to live are combined, this shows that one in six repeat claimants (16 per cent) said that at least one of these problems affected their ability to find or keep a job. Again, this is higher among those with spells on other benefits, in particular respondents in Group 3 (26 per cent).

7 Finance

Summary

- Those in Group 3 were most likely to report debts or money problems that made it difficult for them to find or keep work; related to this, money problems are often encountered by those with other barriers to work (e.g. related to health or basic skills).
- In addition, those in work (especially in higher Standard Occupational Classification (SOC) groups) and those in temporary work were more likely than average to borrow money (even if this did not lead to financial problems).
- Most repeat claimants said they found it difficult to manage financially on benefits, and this was highest in Group 4; Group 1 respondents were least likely to say they found it difficult.
- Almost all respondents said that they were or would be better off financially in work than on benefits, although this was less pronounced in Groups 1 and 3.

This chapter examines issues relating to finance. Initially, it covers the incidence of bank accounts amongst repeat claimants, and then financial difficulties faced. It then looks at the financial impact of being on benefits relative to being in work.

7.1 Bank accounts

Seven per cent of repeat claimants said they did not hold a bank, building society or Post Office account; this overall figure is broadly in line with the public as a whole¹⁴. As shown in Table 7.1, those in **Group 1 were less likely than average to have an account**, in particular those who had been on New Deal for Young People (NDYP) or Basic Skills training. It was also linked to lower skills levels generally: respondents without qualifications and whose work experience was in elementary occupations were less likely to have an account.

¹⁴ *Access to Current Accounts*, Kempson, E. and Whyley, C. (1998).

Ownership of a bank account is linked to working patterns: those in work and with a background of regular work were more likely than average to have a bank account.

Table 7.1 Whether respondents have a bank, building society or Post Office account, either in their own name or held jointly with someone else

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Bank, building society or Post Office account	93	88	92	91	92	94	95
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

7.2 Debt or money problems

One in eight repeat claimants said they had experienced debts or money problems that made it difficult for them to find or keep work in the past year. As shown in Table 7.2, this was **highest in Group 3**, specifically among those who had received Income Support (IS) without Incapacity Benefit (IB). Debt or money problems also tended to be **linked to other barriers to work**, such as health/disability and literacy/numeracy problems (health problems in particular were most commonly found in Group 3). While the figures were not significantly higher than average in Group 1 or 2, debt or money problems were higher among participants of the Department for Work and Pensions (DWP) programmes if Work-Based Learning for Adults (WBLA) participants are excluded, as well as among those with five or more previous JSA spells. Experience of debt or money problems was lower among respondents aged 50 or over.

Similar sub-group patterns applied to respondents who said they had problems with debts that were hard to repay 'almost all of the time'; this was highest in Group 3 and lowest in Group 6 (see Table 7.2). In addition, respondents with dependent children were more likely than average to say they had problematic debts. Overall, ten per cent of repeat claimants said they had problems with debts almost all of the time, a further ten per cent said this occurred 'quite often' and 27 per cent 'only sometimes'. This means that in total, **48 per cent had debt problems at least some of the time.**

General borrowing of money follows a different pattern to debt or money problems, as this is lower than average in Group 1 but consistent among other groups. This disguises two separate groups of repeat claimants who were more likely to borrow money:

- those with acute financial difficulties, who are often the same as the respondents reporting debt problems (e.g. in Group 3 and with health problems and/or other barriers to work);
- those in work and with greater 'borrowing power', in particular those working in higher SOC groups.

Repeat claimants with a background of casual or short-term work were also more likely than average to borrow money, although they were no more likely than others to experience problematic debts. This suggests that some people in non-permanent work may adopt a short-term approach to both work and finance, where borrowing is offset by the ability to find work at short notice.

Table 7.2 Whether respondents have experienced debt problems or have borrowed money in the past year

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Debt or money problems have made it difficult to find or keep a job	13	14	14	19	14	11	8
Have had trouble with debts that have found hard to repay 'almost all of the time'	10	10	10	17	13	10	5
Borrowed money	44	32	45	44	45	48	44
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

7.3 Financial position in work and on benefits

7.3.1 How well respondents manage financially on benefits

The majority of repeat claimants said that they find it quite or very difficult to manage financially on benefits. Just one in seven said that they live comfortably (four per cent) or 'do alright' (ten per cent).

Respondents in **Group 4 were most likely to say it was very difficult**, while those in Group 1 were least likely to say this. These differences reflect other sub-group variations:

- Those with spells on **non-JSA benefits** were more likely to say they found it very difficult on benefits, although this applied to IB claimants (with or without IS) rather than IS only. Related to this, people with a health problem or disability were also more likely to say they found it very difficult financially on benefits. Those aged 50 or over were also more likely to say they found it very difficult (38 per cent).
- By contrast, those with experience of DWP programmes, especially **NDYP and Basic Skills**, were less likely to say they had very strong difficulties. This may be related to age and household circumstances: younger respondents and in particular those living with parents were less likely to report financial difficulties on benefits.

In addition, there was a general pattern of those in work being more likely to say they found it very difficult financially on benefits, in particular those in higher SOC groups. This suggests an implicit comparison between the financial position on benefits compared with in work, which is explored further later.

Analysis also showed that repeat claimants with experience of sanctions were more likely to say they found it very difficult financially on benefits; they were also more likely to report debt problems. This confirms previous findings that sanctions can lead to financial hardship¹⁵.

More generally, there is a link between experience of debt and how difficult respondents find it to manage financially on benefits: 46 per cent of those who have experienced debt problems said they found it very difficult to manage financially on benefits, compared with 27 per cent of respondents without debt problems. The exception to this pattern is the group aged 50 or over, who were more likely to say they found it difficult financially on benefits, but were less likely to have been in debt.

¹⁵ A review of the JSA Sanctions Regime, Summary Report, BMRB, 2005.

Table 7.3 How well manage financially on benefits

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Find it quite difficult	23	24	22	27	24	23	19
Find it very difficult	29	14	26	27	38	31	30
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

7.3.2 Financial worries about being in work

Around one in five said that they had worries about managing financially while they were in work. Once again, **Group 1 respondents were below average**. On this question, figures were highest for those in Groups 3 and 4. Findings were linked to barriers to work, including health/disability, childcare, caring responsibilities and problems with literacy or numeracy. In general, these barriers can create a financial tension by restricting the type or amount of work that people can do (and therefore, restricting pay), while in some cases causing additional costs (e.g. transport, childcare).

Table 7.4 Whether have worries about managing financially while in work

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Have worries about managing financially while in work	22	16	23	28	27	21	20
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

7.3.3 Whether repeat claimants are better off in work

Those in work at the time of the interview were asked whether they were better off in work than when they were on benefits, while those out of work were asked whether they **would** be better off. **Almost all respondents said that they were/would be better off in work** (92 per cent currently in work and 88 per cent out of work) and very few said they were/would be worse off (two per cent and three per cent respectively); the remainder said there would be no difference or could not make a judgement. Overall, this suggests that financial considerations are not leading repeat claimants to **choose** to remain on JSA.

Given that nearly all respondents said that they were or would be better off in work, the focus of the analysis was, therefore, whether they felt they would be **much** better off or **a little** better off. As shown in Table 7.5, those in **Groups 1 and 3 were less likely to say they were/would be much better off**, and this also applied to Group 4 when limited to those currently in work. This is linked to more general findings that people with experience of non-JSA benefits and of DWP programmes were less likely to say they would be much better off in work. This particularly applied to participants of NDLTU and WBLA, and those receiving IS (with or without IB).

Other sub-group variations reflected personal characteristics; for example, women and those with dependent children were less likely to say that they would be much better off in work.

Table 7.5 Sub-groups less likely than average to say they would be 'much better off' in work

Those in work (74% overall)	Those not in work (70% overall)
Groups 1 (65%), 3 (64%) and 4 (67%)	Groups 1 (62%) and 3 (60%)
Literacy/numeracy problems (63%)	Health problem/disability (58%)
	Long-term unemployed (59%)
Dependent children (64%)	Dependent children (49%)
Women (66%)	Women (61%)
DWP programme experience (69%)	DWP programme experience (65%)
Spells on non-JSA benefits (65%)	Spells on non-JSA benefits (63%)

Respondents in **non-permanent jobs were more likely than those in permanent work to say they would be much better off in work**. This confirms the finding in Section 4.2.2 that temporary jobs were at least as well paid, if not better paid, than 'equivalent' permanent jobs, and that a pattern of temporary work may be financially preferable to some repeat claimants, at least in the short-term.

There is a consistent pattern in this chapter of **Group 1 respondents being less likely to see a financial advantage of work over benefits**, and this applied in particular to younger people (often living with parents) on NDYP or Basic Skills training. This suggests that, relative to the repeat claimant group as a whole, there may not be such a strong financial incentive to move into work for these individuals.

Overall, the chapter suggests that financial issues can have an impact on claiming behaviour, specifically:

- financial difficulties and debts can be a compounding factor alongside other barriers to work;
- younger programme participants (on NDYP and Basic Skills) may have less acute financial pressures to move into work.

8 Issues related to Jobseeker's Allowance claims

Summary

- Over a quarter of repeat claimants had experience of their benefit being stopped or reduced, and this was highest in Groups 1 and 3. More specifically, seven per cent said that a sanction was the reason for their last Jobseeker's Allowance (JSA) spell ending, highest in Group 6. These two results may indicate a split between fixed length sanctions and specific variable length sanctions relating to employment.
- Temporary breaks in claims accounted for five per cent of JSA spells ending, and this was higher in Groups 1 and 2.
- Changes in personal circumstances relating to a partner or moving to a different area rarely contributed to repeat claims.

This chapter examines the extent to which repeat claims are a function of the claims process or in claims being sanctioned.

8.1 Sanctions

Jobseekers' sanctions can be imposed either at the start of a claim or during one, and there are two types: variable sanctions can be applied for a period of between one and 26 weeks and apply to employment issues (e.g. leaving working voluntarily); fixed sanctions apply to customers who do not fulfil their responsibilities relating to JSA, New Deal or Work Focused Interviews (e.g. failure to attend a programme) and can be imposed for two, four or 26 weeks.

Previous research has shown that customers are not always aware that they have been sanctioned¹⁶, so it should be borne in mind that answers in this section are subject to respondents' knowledge and recall of events.

Over a quarter of repeat claimants said that their benefit had been stopped or reduced at some time¹⁷, and this was **most common in Groups 1 and 3**. Related to this, figures were higher among those with longer-term experience of programmes (39 per cent with six months or more on programmes in total out of the last four years) or non-JSA benefits (40 per cent with a year or more on these benefits). Experience of benefits being stopped or reduced was also higher among those with five or more previous JSA spells (37 per cent).

Although many repeat claimants had experience of sanctions, only **seven per cent said that it was the reason for the last JSA claim coming to an end**, and this was more common in **Group 6**. This was also higher amongst respondents aged 50 or over (14 per cent), and those who either had not claimed other (non-JSA) benefits or had only claimed Incapacity Benefit (IB) without Income Support (IS). Each of these sub-groups were more likely than average to have a background of steady employment, and these cases may, therefore, be sanctions relating to work (e.g. leaving work voluntarily).

Overall, these findings indicate two separate groups:

- those with a **background of long-term unemployment** (Groups 1 and 3), who have experienced sanctions at some point, which may have compounded the complexity of their previous claiming behaviour;
- those with **limited experience of JSA** (Group 6), but who were more likely than average to say their last claim ended because of sanctioning.

We can compare the figure here with JSA claimants as a whole. Among the stock of JSA claimants in April-June 2004, five per cent were sanctioned or referred for sanctioning during that time, and a further 16 per cent said that their benefit had been stopped or reduced in the past (giving a figure of 21 per cent in total)¹⁸.

¹⁶ Impact of Sanctions, Findings from Quantitative Research, pages 48-9.

¹⁷ Question wording was: *'Has your benefit ever been stopped or reduced – I mean apart from signing off benefit yourself?'*

¹⁸ Figures from Impact of Sanctions, Findings from Quantitative Research, page 48.

Table 8.1 Experience of sanctions

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Benefit ever stopped or reduced	29	40	30	38	28	24	23
stopped	20	28	21	22	18	18	18
reduced	9	12	9	16	10	6	5
Last JSA claim ended because benefit stopped	7	5	7	5	5	6	11
<i>Base: All respondents</i>	<i>2,725</i>	<i>187</i>	<i>529</i>	<i>376</i>	<i>426</i>	<i>864</i>	<i>343</i>

8.2 Temporary breaks in claim

Five per cent of repeat claimants said that their last JSA claim ended because of a temporary break in their claim: either because of a problem with the claim (e.g. with the office renewing the claim), or because they took a temporary break (e.g. they did not sign on). **Incidence of temporary breaks was higher in Groups 1 and 2**, as well as among:

- 18-24 year olds (seven per cent);
- those with a large amount of time on JSA (at least two of the last four years).

The higher figures in Groups 1 and 2 may be caused by individuals switching between JSA and the Department for Work and Pensions (DWP) programmes, and may be an underestimate of the number of new claims recorded in JUVOS. For example, JUVOS may record a new claim where an individual has gone directly from a programme back to JSA, but the individual may not recognise this as a new claim. The instances recorded in Table 8.2 will represent only those where the respondent was aware of a break in their claim.

It is possible, therefore, that temporary breaks may account for a larger number of the individual JSA spells recorded in JUVOS. However, it is unlikely that this would entirely **explain** individuals' classification as repeat claimants, except in a very small minority of cases. For example, individuals with three previous claims may have had a temporary break, explaining one of these claims, but not the other two.

Table 8.2 Temporary breaks

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Last JSA claim ended because of a temporary break	5	7	7	4	4	3	4
<i>Base: All respondents</i>	<i>2,725</i>	<i>187</i>	<i>529</i>	<i>376</i>	<i>426</i>	<i>864</i>	<i>343</i>

8.3 Changes in circumstances

Other changes in circumstances accounted for a very small proportion of claims coming to an end: two per cent of respondents said that their last JSA claim ended because they moved out of the area, one per cent because of changes to their partner's circumstances, and less than one per cent retired.

Therefore, none of these issues had any significant impact on recycling or claiming behaviour.

9 Experience of programmes and training

Summary

- A third of respondents agreed that at the jobcentre, people are pushed into things they don't want to do. This was consistent between respondents in Groups 1-3.
- Of respondents who had not been on a Government scheme, two-fifths said they would consider one. Group 4 respondents were more likely to consider a Government scheme than those in Groups 5 and 6.
- Two-thirds of respondents who had been on New Deal found it useful, and for other programmes around three-quarters of those who had been on them found them useful.
- Among those who had found work, those in Group 1 were most likely to say they got it through New Deal, while Group 2 respondents were most likely to leave New Deal to start a job. Only a quarter of Group 3 respondents left New Deal to start work.
- There is little evidence of training or education causing movement off work or Jobseeker's Allowance (JSA).

Respondents' experiences and perceptions of JSA, programmes and training are likely to be affected by how much contact they have had with the jobcentre, and how much time they have spent on benefits. Throughout this chapter we have looked at answers broken down by how much contact respondents are likely to have had with Jobcentre Plus. To determine this we have used answers the respondent gave about their working background, as well as the amount of time (in the last four years) that respondents had spent receiving benefits or on the Department for Work and Pensions (DWP) programmes.

9.1 Attitudes to Jobseeker's Allowance regime

When asked whether they agreed with the statement 'The **Jobcentre has improved my chances of getting a satisfactory job**', respondents were as likely to disagree as agree (39 per cent and 41 per cent respectively). Full results are shown in Table 9.1.

Findings reflected the amount of contact respondents had with Jobcentre Plus, so that respondents who had spent a year or more in total (out of the last four years) on DWP benefits or programmes were more likely to agree with the statement, in particular those who had been on NDLTU or Basic Skills training. A higher proportion of those without qualifications and with literacy or numeracy problems also agreed with the statement.

Reflecting this pattern, Group 3 were more likely than most of the other groups to agree with the statement, with Group 6 least likely.

Table 9.1 Agreement with statement 'The Jobcentre has improved my chance of getting a satisfactory job'

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Strongly agree	19	19	20	23	20	18	13
Slightly agree	23	24	25	27	17	22	21
Neither agree nor disagree	16	16	13	14	20	15	20
Slightly disagree	15	19	16	14	14	16	14
Strongly disagree	24	18	24	19	24	26	29
Don't know	3	4	2	4	5	2	4
<i>Base: All respondents</i>	<i>2,725</i>	<i>187</i>	<i>529</i>	<i>376</i>	<i>426</i>	<i>864</i>	<i>343</i>

All respondents were also asked whether they agreed with the statement '**At the Jobcentre, people are pushed into things they don't want to do**'. Overall, **35 per cent of respondents agreed** with this statement, and 47 per cent disagreed. Full results are shown in Table 9.2.

Again, those with greater contact with Jobcentre Plus were more likely to agree. This meant that Groups 1, 2 and 3 were more likely than the other groups to agree with this statement. Group 4 were more likely than Groups 5 and 6 to agree. Within Groups 1, 2 and 3, respondents who had been on New Deal for Long Term Unemployed People (NDLTU) were more likely to agree (29 per cent) and those who

had been on Work-Based Learning for Adults (WBLA) (a voluntary programme) less likely (19 per cent). However, **there was little difference overall between responses in Groups 1, 2 and 3**, despite the different amounts of time that these groups tended to have spent on programmes, and in particular that Group 2 respondents were more likely to leave the programme early. This may indicate that **differing amounts of time on programmes may be caused by circumstances and job opportunities**, rather than pressure to undertake certain activities.

Respondents aged under 50 were more likely to agree that they had been pushed into things they did not want to do: 36 per cent compared with 28 per cent of those aged 50 or more. Respondents with caring responsibilities were also more likely than average to agree (43 per cent).

Table 9.2 Agreement with statement 'At the Jobcentre people are pushed into things they don't want to do'

		<i>Column percentages</i>					
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Strongly agree	19	24	24	24	21	14	12
Slightly agree	16	20	19	19	14	14	14
Neither agree nor disagree	14	13	13	13	12	16	15
Slightly disagree	21	21	18	19	23	23	20
Strongly disagree	26	20	22	21	24	29	34
Don't know	4	2	4	4	6	4	5
<i>Base: All respondents</i>	2,725	187	529	376	426	864	343

9.2 Contact with other organisations/sources of advice

Two in five respondents (41 per cent) had called the jobseekers direct telephone advice line in the last 12 months, and a similar proportion (38 per cent) had spoken to a private employment agency. Full results can be seen in Table 9.3.

Contact with the various organisations was similar between groups, although **Group 5 were the most likely group to have contacted a private employment agency** (48 per cent). Those whose most recent job was temporary were also more likely than those with permanent jobs to have contacted a private recruitment agency. These two findings are related, in that Group 5 contained a relatively high proportion of people taking temporary work.

Age had an effect on the type of organisations respondents were likely to contact: younger respondents were more likely than older ones to use the jobseekers direct advice line and the Connexions service, and older respondents were more likely than younger ones to contact a private employment agency.

Table 9.3 Contact with other organisations

	<i>Column percentages</i>						
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Jobseekers direct telephone advice line	41	39	40	46	39	45	34
Private employment agency	38	31	33	34	33	48	37
Citizen's Advice Bureau	13	13	11	16	17	13	11
Independent careers adviser	10	8	9	9	13	10	10
Connexions service	8	8	8	6	8	7	12
Social services	6	6	3	10	10	5	4
Support groups (any)	4	4	4	8	7	3	2
None of these	30	36	35	31	29	25	32
<i>Base: All respondents</i>	<i>2,725</i>	<i>187</i>	<i>529</i>	<i>376</i>	<i>426</i>	<i>864</i>	<i>343</i>

9.3 Interest in DWP programmes

Respondents who said they had not been on a DWP programme such as New Deal, WBLA, or StepUp (54 per cent of the total sample) were asked **whether they would consider going on a Government scheme. Overall, 40 per cent** said they would, and a further 24 per cent said maybe they would. Full results can be seen in Table 9.4.

There were some respondents in Groups 1, 2 and 3 who said they had not been on a DWP programme. These people are discussed further in Section 9.4, but they have been excluded from the analysis of this question as (according to sample information) they have been on a DWP programme.

Group 4 respondents were more likely than those in Groups 5 and 6 to say they would consider a Government scheme. Within Group 4, respondents who had spent longer on non-JSA benefits were more likely to say that they would consider going on a Government scheme, and **nine months appears to be the point at which interest increased** (46 per cent nine months or more).

People with literacy or numeracy problems were also more likely than those without to say they would consider a Government scheme (51 per cent compared with 38 per cent). Men were more likely than women to say they would consider a Government scheme: 42 per cent of men said they would consider it compared with 33 per cent of women, and 26 per cent of men said they would maybe consider it compared with 18 per cent of women.

Table 9.4 Whether would consider a Government scheme

Column percentages				
	Total	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Yes	40	52	38	34
Maybe/depends	24	21	25	23
No	35	26	35	40
Don't know	2	1	2	3
<i>Base: All respondents who have not been on a Government scheme</i>	1,253	318	663	272

9.4 Programme experience and movement between groups

As discussed in Chapter 2, one of the measures used to define the six groups was whether or not respondents had been on a DWP programme. So, according to sample information, individuals in Groups 1, 2 and 3 had all been on DWP programmes, and in Groups 4, 5 and 6 no one had been on a DWP programme. However, not all of those in Groups 1, 2 or 3 recognised being on a programme, as shown in Table 9.5.

The sample information that was used in the group definitions was up to date when respondents made their JSA claim that made them eligible for this survey, in February, March or April 2005. Respondents were interviewed between six and ten months after this claim, so the figures in Table 9.5 indicate those that had been on a programme in this time (or possibly prior to the four-year period covered by the Master Index).

Most relevant is **the 23 per cent of respondents across Groups 4-6 who said they had been on a programme.** This indicates the possible degree of **shift**

between groups, or more specifically those without programme experience who may go on to do so. This figure is **similar across the individual groups, so suggests that no single group is more likely to move onto programmes**. However, we can identify the respondents in Groups 4-6 who were more likely to have participated in a programme:

- those with literacy problems (30 per cent);
- those with health problems (28 per cent);
- within Group 4, those who had received Income Support (IS), rather than Incapacity Benefit (IB) without IS (29 per cent compared with 18 per cent);
- those with a background of unemployment and with work experience in lower occupational groups.

Table 9.5 Whether been on a Government initiative

		<i>Column percentages</i>					
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	2+ previous claims (5)	One previous claim (6)
New Deal	35	90	61	66	13	13	11
Training for work	12	27	15	24	9	5	7
WBLA	6	14	7	10	5	3	2
StepUp	1	2	2	2	*	1	*
Any other kind of Government initiative	8	14	9	10	6	5	6
None of these	54	4	26	22	75	77	79
<i>Base: All respondents</i>	<i>2,725</i>	<i>187</i>	<i>529</i>	<i>376</i>	<i>426</i>	<i>864</i>	<i>343</i>

The issue of **migration between groups** can be examined further in relation to claiming benefits other than JSA. Table 9.6 shows the proportion of respondents who said either that they were claiming a benefit other than JSA at the time of the survey, or that they ended their last JSA claim to move onto another benefit. Groups 1, 2, 5 and 6 had no spells on other benefits recorded in the administrative data in the four years before their latest JSA claim; these figures should, therefore, indicate where they had done so subsequently (in the six to ten months between sample selection and the survey), and thereby moved into Group 3 or 4.

The findings show that six per cent in these groups said they had claimed a benefit other than JSA, or five per cent if this is limited to IS, IB, Invalid Carers Allowance (ICA) or Severe Disablement Allowance (SDA) (the definition for 'other benefits' in the survey). This was highest in Group 2.

Table 9.6 Claims for benefit other than Jobseeker's Allowance

	<i>Column percentages</i>				
	Total	Long time on programmes (1)	Short time on programmes (2)	Two or more previous claims (5)	One previous claim (6)
IS, IB, ICA or SDA	5	3	7	4	5
Any other benefit mentioned	6	3	9	6	5
<i>Base: All respondents in Groups 1, 2, 5 and 6</i>	1,923	187	529	864	343

9.5 Whether got job as part of a Government scheme

All respondents who had worked at some point were asked if their current or most recent job had been attained through a Government scheme; seven per cent of respondents said it had. This figure rises to 13 per cent when restricted to respondents who said they had been on a Government scheme at some time.

Group 1 respondents were most likely to say their job had been attained through a Government scheme, followed by Group 3 and then Group 2. Reflecting this, the length of time spent on the programme is strongly correlated with gaining a job through it, with figures rising among those who have spent a year or more on programmes (24 per cent). Results are similar by individual programme.

Still looking only at people who said they had been on a Government initiative, respondents with dependent children and those with literacy or numeracy problems were less likely than average to say their job had been attained as part of a Government scheme.

Table 9.7 Whether got current/most recent job as part of Government scheme

	<i>Column percentages</i>			
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)
Yes	7	24	9	14
No	92	75	90	85
Don't know	1	1	1	1
<i>Base: All respondents currently working or have worked in the past</i>	2,663	178	511	361

9.6 Attitudes to programmes

Respondents who had been on a programme were asked whether they were currently on that programme, and how useful they found it. If they did not find it useful, they were asked why not.

9.6.1 New Deal

Of the respondents who said they had been on New Deal, a quarter (24 per cent) were on it at the time of their interview.

Respondents who were no longer on New Deal were asked why. The most common answers given were that the respondent had returned to or started work of 16 hours or more per week (39 per cent), had finished New Deal (26 per cent), had been told they were no longer eligible/had their benefit stopped (ten per cent) or they had moved onto another benefit (eight per cent).

Those in **Group 2 were most likely to have left New Deal for a job** (44 per cent), followed by Group 1 (36 per cent) and then Group 3 (25 per cent); Group 3 were more likely than average to have moved onto another benefit (14 per cent). NDLTU participants were most likely to have left because they finished the programme (38 per cent), and were less likely to have started work (32 per cent).

Overall, **two-thirds (67 per cent) of respondents who had been on New Deal said they found it useful**, with 28 per cent saying it was **very** useful. Full results can be seen in Table 9.7.

Results are influenced by the length of time spent on New Deal, those who spent a year or more being more likely to rate it as useful (72 per cent). Women were also more likely than men to find New Deal useful (73 per cent compared with 65 per cent); otherwise there were no significant sub-group differences. **The similarity between the results in Groups 1, 2 and 3 give no indication that attitudes towards New Deal are affecting whether individuals leave or stay on the programme.**

Table 9.8 Usefulness of time spent on New Deal

	<i>Column percentages</i>					
	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)
Very useful	28	29	29	28	15	27
Fairly useful	38	43	35	39	48	43
Not very useful	16	14	17	18	20	8
Not at all useful	13	10	16	12	12	9
Don't know	5	5	4	3	5	12
<i>Base: All respondents who have been on New Deal</i>	<i>917</i>	<i>167</i>	<i>322</i>	<i>241</i>	<i>53</i>	<i>99</i>

Note: Group 6 are not shown as only 35 respondents from Group 6 were asked this question.

Respondents who did not find New Deal useful gave a mixture of reasons why they did not find it useful. The answers can be seen in Table 9.9. Due to the small number of respondents who answered this question, sub-group analysis is not possible.

Table 9.9 Reasons why New Deal was not useful

	<i>Column percentages</i>
	Total
Did not learn anything new/gain any skills	26
Did not get a job as a result of it	16
Did not get to do the right sort of work/training	16
Pushed into things that did not want to do	15
Advisers were unhelpful/did not listen	10
Wasted a lot of time	6
Not on New Deal long enough to get any benefit from it	4
Standard of training was poor	3
Felt badly treated	1
Training centre poorly equipped	1
Other answer	12
None of these	1
Don't know	1
<i>Base: All respondents who did not find New Deal useful</i>	<i>257</i>

9.6.2 Other programmes

Far fewer respondents had participated in programmes other than New Deal: Training for Work (12 per cent of respondents), WBLA (six per cent), StepUp (one per cent) and 'other' programmes (eight per cent). A consistent pattern emerged for all of these other programmes:

- around one in six (17 per cent) of respondents who had been on a programme were on it at the time of their interview;
- three-quarters of respondents who had been on a programme found it useful including a little over a third who found it **very** useful. One respondent in six did not find the programme useful;
- of the few respondents who did not find programmes useful, the most common reasons why they were not useful were that the respondents did not learn anything new/gain any skills or that they did not get to do the right sort of work or training.

9.7 Participation in training

A small minority of respondents (two per cent) said the reason they had left their last job was to start a college or university course, and **five per cent of respondents said that they last stopped receiving JSA to take up training or education** of 16 hours or more per week.

In addition, all respondents were asked whether they had taken part in a course in the last 12 months (this could be any course, including those that were part of a DWP programme as well as other courses). In total, a third (31 per cent) had taken part in a course of some kind. Full results can be seen in Table 9.10.

Table 9.10 Courses attended in the last 12 months

	<i>Column percentages</i>
	Total
Taught courses that were meant to lead to a qualification (even if not obtained)	14
Taught courses that were designed to develop skills that might be used in a job	19
Any other course	6
None of these	69
<i>Base: All respondents</i>	2,725

10 Group summary

10.1 Overview

Section 2.4 contained a description of each of the six groups, according to their characteristics. These are considered further below, in relation to the survey findings.

In general, the survey confirmed that the grouping system (on the basis of recent benefit history) was an effective way of dividing repeat claimants for analysis purposes, although a clearer picture emerged for some groups (1, 3, 5 and 6) than others (2 and 4). This is possibly because Groups 2 and 4 were less 'extreme' definitions of Groups 1 and 3 respectively. In addition, variations by different types of programmes (notably Work-Based Learning for Adults (WBLA)) and benefits (Incapacity Benefit (IB) compared with Income Support (IS)) meant that differences became less pronounced when all respondents with 'programme' or 'other benefit' experience were combined. Alternative groupings could be constructed to address these issues (e.g. by focusing on mandatory programmes which would exclude WBLA, or by focusing on IS recipients rather than all 'other benefits'), and it would also be possible to reduce the number of groups (e.g. from six to four) so that each group had a clearer identity. However, the grouping system used here was generally successful in distinguishing repeat claimants, and at least served to indicate sub-group differences which could be interrogated further.

In general, the differences between the six Jobseeker's Allowance (JSA) claimant groups were most pronounced in terms of work history and barriers to work (in particular health). This is logical, since the definitions were based on benefit history, and therefore reflect the amount of time spent in work and (in the case of non-JSA benefits) can be indicative of health problems.

The groups were similar in relation to their aspirations and attitudes. This is because sub-group differences for work aspirations and preferences tended to reflect current circumstances (e.g. childcare responsibilities) rather than working background. In relation to attitudes, there were few variations for any sub-groups.

An additional concern over the group classification was that it only took into account benefit history over the previous four years. However, the survey findings confirmed that the four-year data was generally indicative of longer-term work patterns. A related issue is the degree of migration between groups that takes place over time. Nearly one in four (23 per cent) of those in Groups 4-6 (i.e. without experience of the Department for Work and Pensions (DWP) programmes in the four years covered by the administrative data) said that they had been on a DWP programme. Although some of this participation may have preceded the four years covered by the administrative data, it suggests that there had been some movement between the groups in the six to ten months between sample selection and the survey interview. Analysis of benefit participation shows that five per cent of respondents in Groups 1, 2, 5 and 6 (i.e. those who were not recorded as having received other benefits in the administrative data) said they received them recently.

10.2 Summary of findings

Group 1: long-term DWP programme experience, no other benefits (nine per cent of total)

The survey findings confirmed that Group 1 respondents had a history of long-term unemployment, were the least likely to be in work at the time of the survey (20 per cent) and were the most likely to work in non-permanent jobs (58 per cent); their long-term absence from the labour market suggests that temporary work may have been their only option in getting a job.

This group was by far the least likely to have a driving licence (23 per cent); this is an important feature, as it is indicative of more general difficulties in finding or staying in work. A quarter said they had literacy or numeracy problems.

Although respondents expressed a commitment to work, this was sometimes combined with the view that benefits provided a more stable income than employment (24 per cent agreed with this). Compared with other groups, Group 1 respondents also reported being relatively well off financially on benefits (just 14 per cent found it very difficult).

Compared with other groups, Group 1 respondents were most likely to say their time on a DWP programme was useful (62 per cent), and where they did leave the programme to start work, the job was more likely to have been obtained through the programme (in 24 per cent of cases). This suggests that the programmes have had some success for Group 1 respondents, although this was offset by the large amount of time spent on the programmes, and by the majority of respondents who had not moved into work: only a third of Group 1 participants moved into work after leaving their programme.

The large number of separate JSA spells for this group (4.5 on average over the previous four years) can be linked to the high incidence of temporary work, widespread experience of sanctions (40 per cent), and the relatively high proportion

(around a third) of programme participants who completed the programme and then returned to JSA.

Along with Group 3, Group 1 represents the greatest challenge in providing additional, effective support. Group 1 respondents have significant difficulties in finding work, but often feel they have less of a financial incentive to do so. This group also already receives extensive programme support, so a heavy additional investment would be required to improve their employment patterns.

Group 2: short-term DWP programme experience, no other benefits (17 per cent of total)

In comparison to other DWP programme participants, Group 2 respondents faced similar (if slightly less extreme) difficulties in finding sustained work: 79 per cent said that their repeat claims stemmed from an inability to find 'suitable' work. Their working background was more stable than other DWP programme participants (31 per cent had a background of steady work) and their skills gaps less extreme (79 per cent had qualifications of some kind). Participation in temporary work was similar to the repeat claimant population as a whole.

Those in Group 2 spent less time on DWP programmes in the previous four years than those in Group 1 or 3, and individual programme spells were often very short (34 per cent had a mean programme spell of no more than eight weeks). However, while this group was no more positive than other groups towards Jobcentre Plus and the programmes they participated in (64 per cent found New Deal useful), there is no evidence from the survey that their attitudes towards the programme have made them leave early.

Those in Group 2 tended to leave programmes early to start a job (44 per cent left New Deal for work). However, their continuing difficulties in the labour market suggest that the work they have taken has often not provided a successful outcome longer term.

Group 2 had the youngest age profile (38 per cent aged under 25), so can be seen as an important group in trying to change long-term employment behaviour. However, further work will be needed to understand the decisions they make, in particular when leaving a programme to start work.

Group 3: experience of DWP programmes and other benefits (12 per cent of total)

Group 3 respondents faced the most extreme barriers to work, in particular health problems (46 per cent had a health problem restricting work) and lack of qualifications (just nine per cent had a degree or diploma), as well as more extreme barriers: 19 per cent had experienced debt problems in the last year, 38 per cent said they had been sanctioned at some point, and a quarter had experienced problems with crime, drugs or alcohol or had not had a permanent place to live in the last year. As a result, they had limited recent work experience (only a quarter were in work at the time of

the survey), and were particularly pessimistic about their work prospects (30 per cent said their confidence in working was low). In contrast to those in some other groups who moved into work fairly easily but had difficulty sustaining it, those in Group 3 faced long periods out of work (a half of those not in work had not had a job for over a year).

The variety of barriers encountered by members of this group make it difficult to identify additional or different types of support that would be of benefit. As with Group 1, these individuals have already spent large amounts of time on DWP programmes. The difficulties in providing useful support are illustrated by the low proportion of people (25 per cent) who started a job after leaving the programme.

Group 4: other benefits but no DWP programmes (13 per cent of total)

Health or disability was the main barrier faced by respondents in Group 4: a third had a health problem that restricted work. Otherwise, they had a relatively stable employment background (38 per cent had a background of steady long-term work), linked to their having the oldest age profile of all of the groups.

They were more likely than any other group to say they experienced financial difficulties on benefits (38 per cent found it very difficult), and as a result were also most likely to see the need to take – and keep – any job that was available. Nevertheless, they were relatively pessimistic about their job prospects (36 per cent rated their chances of getting a job as poor), and were less likely to be actively looking for work (73 per cent of those not working); these findings are linked to their older age profile and the presence of illness or disability.

People in Group 4 expressed a relatively strong interest in DWP programmes (52 per cent would consider one), so may be receptive to additional support. However, this support would need to allow for the health problems and financial difficulties faced, and acknowledge the lower jobsearch intensity amongst this group. Advice would need to be carefully tailored, in order to match any work solution to individual circumstances.

Group 5: two or more previous JSA spells but no other benefits or DWP programmes (26 per cent of total)

Group 5 respondents were relatively well qualified (21 per cent had a degree or diploma), and were able to find work more easily than most other repeat claimants: they were more likely than other groups to be in work at the time of the survey (54 per cent), and if they were not in work they tended to have been in a job recently (48 per cent in the last six months). They were also less likely than average to work in elementary occupations (28 per cent).

However, this group were even more likely than average to move into temporary work (the most recent job was temporary in 51 per cent of cases), and to shift between work and JSA. Their regular JSA spells (despite being able to find work relatively easily) suggest that JSA may have become a part of their working pattern

(i.e. using this as a way of finding work when they are between jobs). In addition, they often used private recruitment agencies as a source of temporary work (48 per cent had contacted a private employment agency in the previous year).

Despite facing fewer barriers to work than other groups, those in Group 5 appear to have slipped into a cycle of short-term work, interspersed with spells of unemployment, and as a result may not progress into more sustained work. Further work may be required to understand the reasons why they have entered this pattern of temporary work, in order to identify the extent to which this can be addressed.

Group 6: only one previous JSA spell, no other benefits or DWP programmes
(22 per cent of total)

Those in Group 6 manifested fewer barriers to work, had a more stable working background (54 per cent had a background of steady long-term jobs) and better qualifications (27 per cent had a degree or diploma); they were also the least likely to work in temporary jobs (39 per cent) and/or in elementary occupations (28 per cent). This was the group most likely to have ended their last JSA spell because of sanctioning (11 per cent); although the reasons for this are unclear, they could be related to employment.

This group may require less intensive support than others, and indeed, many in this group may have their own plans for employment and may not be receptive to DWP intervention. However, additional support in finding permanent employment or offering ways of enhancing their employability could be very effective in ensuring that this group does not repeat claim in the future.

Appendix A

Sample specification

A database of 229,449 repeat Jobseeker's Allowance (JSA) claimants who had made a claim for JSA between 14 February and 14 April 2005 was provided by the Department for Work and Pensions (DWP).

Cases were stratified by the six groups, and within each group cases were selected at random. In total, 25,000 cases were selected. These cases were then sent to the DWP Information Centre to have contact details added.

Twenty-four thousand, four hundred and twenty five cases were returned with a name and valid address, but only 16,795 had a valid telephone number. To increase the number of available cases, an automatic telephone number lookup was performed using the address for each case.

From cases with a valid telephone number, 12,357 were selected (again, using random selection stratified by group) to take part in the survey.

Table A.1 Sample selection

Group	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)	Total
In database	17,410	44,348	31,419	31,484	59,778	45,010	229,449
Proportions in database	8%	19%	14%	14%	26%	20%	
Selected to be sent to DWP for adding contact details	2,124	5,411	3,833	3,840	7,292	2,500	25,000
Selected for survey	1,058	2,726	1,932	1,935	3,674	1,259	12,584
Proportion selected	8%	22%	15%	15%	29%	10%	

As can be seen in Table A.1, Group 6 made up 20 per cent of the database, but only ten per cent of the selected sample. This is because Group 6 were considered of lesser interest than the other groups, and so were under-sampled. The other groups were, therefore, all slightly over-sampled, and the numbers selected in these groups were kept in proportion with the numbers in the database.

Appendix B

Response rate

Table B.1 shows, in detail, the response rate and outcomes for the total selected sample. An explanation of the different outcomes follows.

Table B.1 Detailed outcomes for total sample

	N	Population in scope of study %	Population in scope of fieldwork %
Number sampled	12,584		
Unused	974		
<i>In scope of study:</i>	11,610	100	
Cases not issued to interviewers (opt-outs)	210		
Invalid cases			
Unusable phone number	2,913		
Respondent not at number	1,379		
	4,292		
<i>In scope of fieldwork:</i>	7,108	61	100
Non-contact after agreed no. of calls	510	57	93
Refusals			
Hard refusal	1,012		
Refused during interview	328		
Soft refusal	606		
	1,966	40	65
Other reasons for no interview			
Unavailable during fieldwork	170		
Respondent incapable of interview (e.g. health problems)	192		
No answer	1,565		
Interviews	2,725		
Response rate		23	38

- 'Unusable phone numbers' are numbers that do not connect when dialled.
- 'Respondent not at number' means an interviewer has spoken to an individual at that number who had no knowledge of the respondent or said the respondent could not be reached on that phone number.
- The 'non-contact after agreed number of calls' outcome was used if more than 20 calls had been made, and the selected respondent had not been contacted (this could be where an interviewer has not had contact with anyone on the number, or it could be that the respondent has spoken to someone who said the respondent could be reached on that number, but the respondent was not available on any of the 20 or more calls).
- A 'hard refusal' is where the respondent has strongly refused to take part in the survey and the interviewer has judged that the respondent could not be persuaded to take part on another occasion.
- The 'refused during interview' outcome is used where the respondent has said they are no longer willing to take part when they are part way through the interview.
- A 'soft refusal' is where the respondent has said they do not want to take part, but the interviewer has judged that they could be persuaded to take part on another occasion (e.g. if the respondent has just been caught at a bad time, but may be willing if called back a few days/weeks later).
- A respondent is 'unavailable during fieldwork' if they have specifically said that they cannot be interviewed during the fieldwork period, interviewers try and separate these cases from respondents who refuse because they are too busy.
- The 'respondent incapable of interview' outcome is usually used if the respondent has illness or disability that prevents them from taking part.
- The 'no answer' outcome actually includes cases where calls have either gone unanswered, the line has been engaged, or the respondent/someone else has said to call back another time (but not made a specific appointment). At least ten calls were made to all these numbers.

Table B.2 Response rate by group

Group	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)	Total
Selected for survey	1,058	2,726	1,932	1,935	3,674	1,259	12,584
Interviewed	187	529	376	426	864	343	2,725
Response rate	18%	19%	19%	22%	24%	27%	22%
Refused	156	402	264	313	610	221	1,966
Proportion of total who refused	15%	15%	14%	16%	17%	18%	16%

Appendix C

Advance letter

Dear

I am writing to ask for your help.

Earlier this year you made a claim for Jobseeker's Allowance (JSA). The Department for Work and Pensions would like to know about your experiences of JSA, other benefits and work. Your views will help us to improve the way we help people on benefits find work. Whatever your views – even if you don't feel you have much to say – we would very much like to talk to you.

We have asked the BMRB Social Research to carry out a survey on our behalf. This organisation is completely independent of Government and political parties.

Your name has been chosen completely at random from records of people who have made a claim for JSA. An interviewer from BMRB will telephone you in the next few weeks to talk to you. Everything you say will be treated in the strictest confidence.

I hope that you will take part in this survey. However if you really do not want to take part, you can write to:

Lee Appleton, FREEPOST RLTY-JCKX-BCLR, BMRB, Ealing Gateway, 26-30 Uxbridge Road, London, W5 2BP.

If you do write, please give the reference number from the top of the letter and your name will be taken off the list of people that BMRB will contact. If you have any questions about the survey, you can contact BMRB on 020 8433 4394 or DWP on 0114 209 8054. You may also ask the BMRB interviewer when he or she telephones you.

Whatever you decide, any claim to benefits you may receive will not be affected in any way, either now or in the future.

I hope you will enjoy taking part. Your opinions will certainly be valuable to us.

Thank you again.

A handwritten signature in black ink on a light gray background. The signature reads "A Kirkpatrick." in a cursive script.

Andrea Kirkpatrick
Senior Research Officer

Appendix D

Questionnaire

S1 Introduction/household

Good morning/afternoon. My name is and I'm from BMRB Social Research. You should have received a letter recently from the Department for Work and Pensions asking you to take part in a survey about your experiences of work benefits.

I'd like to start by asking you some questions about yourself and your household.

ASK ALL

Q1. Who normally lives with you?

Spouse/Partner (husband/wife/boyfriend/girlfriend)

Child aged under 16

Child aged 16 or over

Child's spouse/partner

Parent

Other relative

Other non-relative

Refused

None of these

IF LIVE WITH CHILD UNDER 16

Q2. How many children under 16 are living with you?

TYPE IN NUMBER

Q3. Can you tell me the age of the youngest child?

TYPE IN AGE IN YEARS

Q4. Are all/Is this child (ren) financially dependent on you?

Yes

No

ASK ALL

Q5. Do you have any qualifications?

From school, college or university

Connected with work (e.g. On the job training, apprenticeship)

From Government schemes/programmes

No qualifications

IF HAVE QUALS

Q6. What is the highest qualification you have?

DO NOT READ OUT, BUT PROMPT AS NECESSARY. SINGLE CODE. PRIORITY

CODE: IF TWO OR MORE ANSWERS GIVEN,

CODE ANSWER WHICH IS HIGHER UP LIST.

Degree level qualification including foundation degrees, graduate membership of a professional institute, PGCE or higher

Diploma in higher education

HNC/HND

ONC/OND

BTEC/BEC/TEC/EdExcel

Teaching qualification (excluding PGCE)

Nursing or other medical qualification not yet mentioned

Other higher education qualification below degree level

A-level/Vocational A-level or equivalent

International Baccalaureate

NVQ/SVQ

GNVQ/GSVQ

AS-Level/Vocational AS-Level or equivalent

Access to HE

O-Level or equivalent

GCSE/Vocational

CSE

RSA/OCR

City and Guilds

YT Certificate

Key Skills

Basic Skills

Any other professional/vocational/foreign/other

Don't know

Q7. To which of these ethnic groups do you consider you belong?

READ OUT:

White British
Any other White background
Mixed White and Black Caribbean
Mixed White and Black African
Mixed White and Asian
Any other Mixed background
Indian
Pakistani
Bangladeshi
Any other Asian background
Caribbean
African
Any other Black background
Chinese
Any other (specify)
DO NOT READ OUT Prefer not to say

S2 Employment details

ASK ALL

Q8. Are you currently in paid work?

Yes
No

IF NOT IN WORK

Q9. Could I ask what you were doing last week? READ OUT. PRORITY CODE

In training or education (incl at school/college)
On a Government scheme (e.g. New Deal)
Unemployed and looking for work/waiting to take up a job
Looking after children or the home
Temporarily sick or injured – no job to return to
Permanently sick or disabled
Not working for other reason

IF NOT IN PAID WORK

Q10. Can I just check, although you don't consider yourself to be in a paid job at the moment, are you currently doing anything where you are actually being paid, no matter who this is being paid by?

INTERVIEWER: IF RESPONDENT SAYS THEY ARE IN A JOB AND BEING PAID A WAGE THROUGH A GOVERNMENT PROGRAMME (e.g. NEW DEAL OR STEPUP) THIS SHOULD BE COUNTED AS WORKING EVEN IF THE RESPONDENT CONSIDERS IT TO BE 'TRAINING'. CODE 1 'YES'.

INTERVIEWER: IF NECESSARY REMIND RESPONDENT OF CONFIDENTIALITY AT THIS POINT – THEIR ANSWERS WILL NOT AFFECT THEIR BENEFITS NOW OR IN THE FUTURE.

IF RESPONDENT IS BEING PAID ONLY EXPENSES FOR VOLUNTARY WORK, CODE 2 'NO'.

- Yes
- No
- Don't know

ASK ALL

Q11. Are you doing any voluntary or unpaid work at the moment?

- Yes
- No
- Don't know

IF NOT WORKING NOW

Q12. How long ago were you last in a paid job, again INCLUDING any short-term or casual work and including any self-employment?

- Less than 6 months ago
- 6 months-upto 1 year
- 1 year-upto 2 years
- 2 years –upto 5 years
- More than 5 years ago
- Never worked

ASK ALL EXCEPT NEVER WORKED

I'd now like to ask you about your current/most recent job.

ASK THE FOLLOWING THREE QUESTIONS IN THE PRESENT TENSE IF CURRENTLY WORKING

Q13. When you were last working, what did the firm or organisation you worked for mainly make or do at the place where you worked?

(open ended)

Q14. What was your job title?
(open ended)

Q15. What did you mainly do in your job?
(open ended)

Q16. How long have you been/were you in this job?

- Less than 1 month
- 1 – upto 3 months
- 3 – upto 6 months
- 6 months – upto 1 year
- 1 year – upto 2 years
- 2 years – upto 3 years
- 3 years – upto 5 years
- 5 years +

Q17. Did you get this/that job as part of a Government programme, such as New Deal or Step Up?

- Yes
- No
- Don't know

Q18. Is/was this job ...?

READ OUT

- A permanent one,
- A seasonal, temporary or casual one,
- A job done under contract for a limited period of time
- Or a job done through an agency?
- (or is there some other way that it is not permanent (TYPE IN))
- (Don't know)

ASK IF WORKED OR WORKED IN LAST 5 YEARS

Q19. When you were last paid in that job, how much take-home pay did you receive, that is, AFTER all deductions for tax, national insurance and so on, but INCLUDING overtime pay, bonus, commission, tips and so on?

INTERVIEWER: IF RESPONDENT CAN ONLY GIVE GROSS PAY, IE BEFORE DEDUCTIONS FOR TAX, NI AND SO ON AND EXCLUDING OVERTIME PAY, BONUS, COMMISSION, TIPS AND SO ON, CODE THIS AND RECORD AMOUNT ON THE NEXT SCREEN.

IF RESPONDENT SAYS THAT THEY DON'T GET WAGE, ONLY RECEIVE TRAINING ALLOWANCE, CODE THIS AND RECORD AMOUNT OF THIS

- Can give take home pay (record amount on next screen)
- Can only give gross pay (record amount on next screen)
- Receive training allowance (record amount on next screen)
- (Refused)
- (Don't know)

ASK IF NOT DON'T KNOW/REFUSED

Q20. RECORD AMOUNT OF TAKE HOME/GROSS PAY/TRAINING ALLOWANCE
RECORD IN WHOLE POUNDS ONLY.

ALLOW RANGE 1 TO 100000

ASK IF NOT DON'T KNOW OR REFUSED

Q21. What period did that pay cover?

1 week

2 weeks

4 weeks

Calendar month

3 months/quarter

6 months

Annual salary

Hourly rate

(Other period (type in))

IF LESS THAN £10 OR MORE THAN £500/WEEK (OR EQUIVALENT), CHECK:

Q22. 'Are you sure?' – yes/no

ASK IF NOT DON'T KNOW/REFUSED

Q23. How many hours per week did you work for that pay, INCLUDING paid overtime but EXCLUDING meal breaks and unpaid overtime?

INTERVIEWER: ENTER NUMBER OF HOURS

ALLOW RANGE 1 TO 168

IF MORE THAN 60 HOURS, CHECK:

Q24. 'Are you sure?' – yes/no

IF NUMBER OF HOURS NOT GIVEN

Q25. Do/did you work? READ OUT

30 hours or more per week

16-29 hours per week

Less than 16 hours per week

Q26. Did your last take-home pay include any Working Tax Credit or Child tax credit payments?

READ OUT AND CODE ALL THAT APPLY.

ADD IF NECESSARY: These tax credits replace what used to be known as 'Working Families Tax Credits' or 'Family Credit' and 'Disabled Person's Tax Credits' or 'Disability Working Allowance'.

Working Tax Credit

Child Tax Credit

None of these

Don't Know

IF CURRENTLY WORKING

Q27. All things considered, how satisfied or dissatisfied are you with your present job overall? READ OUT

- Very satisfied
- Fairly satisfied
- Neither satisfied nor dissatisfied
- Fairly dissatisfied
- Very dissatisfied
- No opinion

IF CURRENTLY WORKING

Q28. Thinking now about your last job before your current job, how long ago did you leave or finish that job?

- Less than 6 months
- 6 months – upto 1 year
- 1 year – upto 3 years
- 3 years – upto 5 years
- 5 years or more
- No previous job

ASK ALL EXCEPT 'NO PREVIOUS JOB'

Q29. What was the main reason that your last job/your previous job came to an end? DO NOT PROMPT

(wording varies according to whether currently in a paid job)

- Promoted
- Left for another job
- Made Redundant
- Dismissed/sacked
- Left because I did not like it
- Temporary job ended
- Took retirement
- I became ill and had to leave
- Left to have baby
- Look after family
- Look after other person
- Moved area
- Started college/university course
- Other reason (TYPE IN)

IF LEFT FOR ANOTHER JOB, LEFT BECAUSE DID NOT LIKE IT, MOVED AREA,
OTHER REASON

Q30. Did any of these reasons lead you to leave the job?

READ OUT

CODE ALL WHICH APPLY

- Had a chance of a better job
- The pay was too low
- The work was not what you wanted
- The training was poor
- The working conditions were poor
- There was no future in the job
- Journey to work was unsatisfactory
- Wanted to work longer hours
- Wanted to work shorter hours
- (None of these)
- (Don't know)

ASK ALL EXCEPT NO PREVIOUS JOB

Q31. After you left this job, were you ? READ OUT

In another job (ONLY IF CURRENTLY WORKING)

- Unemployed
- Sick
- Looking after the family
- At college full-time
- Something else

ASK ALL

Q32. Thinking of the whole period between leaving school or college and today, which of these statements would you say apply to you? READ OUT

- I have spent most of my working life in steady, long-term jobs
- I have spent most of my working life self-employed
- I have mainly done casual, short term or seasonal work
- I have spent more time unemployed than in work
- I have been in and out of work several times
- I have spent a lot of time out of work because of sickness or injury
- I have spent a lot of my adult life looking after family or the home
- None of these apply to me

IF MOSTLY CASUAL/SHORT TERM WORK OR MORE TIME UNEMPLOYED OR IN
AND OUT OF WORK OR LOOKING AFTER FAMILY OR HOME

Q33. In general, would you have preferred to spend more of your life in work?

- Yes
- No
- Don't know

IF NO

Q34. Why do you say that?

Open ended

ASK ALL WHO HAVE MADE AT LEAST 3 CLAIMS

Q35. According to our records, you have made (NUMBER FROM SAMPLE) claims for Jobseeker's Allowance in the last 4 years. Is this for any of the following reasons? MULTICODED

I haven't been able to find (suitable) work

I needed time off work to fit in with family/personal situation

I prefer short term jobs

I have only been able to get short term work

On going health problems

Some other reason (specify)

S3 Benefits

ASK ALL WHO ARE CURRENTLY NOT WORKING, OR WORKING LESS THAN 30 HOURS PER WEEK

Q36. Are you (or your partner) currently receiving Jobseeker's Allowance (JSA)?

Yes

No

Don't know

ASK ALL WHO ARE CURRENTLY NOT WORKING, OR WORKING LESS THAN 30 HOURS PER WEEK

Q37. At present do you <or your partner> receive Housing Benefit either directly or by having it paid to your landlord on your behalf?

Yes

No

Awaiting claim/under appeal

ASK ALL WHO ARE CURRENTLY NOT WORKING, OR WORKING LESS THAN 30 HOURS PER WEEK

Q38. And are you <or your partner> receiving Council Tax Benefit either directly or by having it paid to your landlord on your behalf?

Yes

No

Awaiting claim/under appeal

ASK ALL WHO ARE CURRENTLY NOT WORKING, OR WORKING LESS THAN 30 HOURS PER WEEK

Q39. Can I just check, are you (or your partner) currently receiving any other benefits at the moment? PROMPT: What benefits are you receiving? What else? PROMPT TO PRECODE. CODE ALL THAT APPLY. DO NOT INCLUDE JSA (JOBSEEKER'S ALLOWANCE) AT THIS QUESTION.

- Child Benefit
- Guardian's Allowance
- Carer's Allowance
- State Retirement Pension
- Widows Benefit/Pension, Bereavement Allowance or Widowed Parent's (formerly Widowed Mother's) Allowance
- Severe Disablement Allowance
- Disability Living Allowance
- Attendance Allowance
- Income Support/MIG/Pension Credit
- Incapacity Benefit
- Statutory Sick Pay (SSP)
- Industrial Injury Disablement
- Maternity Allowance
- Statutory Maternity Pay from your employer or a former employer
- Working Tax Credit
- Child Tax Credit
- Other (specify)
- None of these
- Don't know

ASK ALL

Q40. When you last stopped receiving Jobseeker's Allowance, could you tell me which of the following best describe the reason you stopped receiving it? ADD IF NECESSARY: that is your **last/previous** claim for Jobseeker's Allowance.

(wording varies according to whether currently on JSA claim or not)

READ OUT. SINGLE CODE, PRIORITY CODE IF NECESSARY (i.e. TAKE ANSWER NEAREST THE TOP)

(Note – for "moved on to another benefit for people who are out of work", do not include cases where a partner is/was claiming benefit on the respondent's behalf; code this as "other")

- Returned to or started work, of 16 hours or more per week
- Returned to or started training or education, 16 hours or more per week
- Moved on to another benefit for people who are out of work
- Other reason
- No previous JSA claim

IF OTHER

Q41. Could you tell me the reason you stopped receiving Jobseeker's Allowance?

PROBE FOR ACTIVITY/STATUS IMMEDIATELY AFTER RECEIVING BENEFIT.

DO NOT READ OUT

Returned/started work of less than 16 hours per week (or increased the hours I was working, although still less than 16)

Returned/started education or training of less than 16 hours per week (or increased the hours of study/training, although still less than 16)

Partner status changed (e.g. started work/began earning more)

Partner started claiming on respondent's behalf

Began living with a partner

Told no longer eligible/benefit stopped

Moved house

Retired

Went to prison

Went abroad

Problem with claim (e.g. with office renewing claim)

Only temporary break from claim (e.g. did not sign on)

Other (TYPE IN RESPONSE)

IF MOVED ONTO OTHER BENEFIT

Q42. Which benefit did you move onto?

MULTICODE

Income Support (IS)

Incapacity Benefit (IB)

Invalid Care Allowance (ICA)

Bereavement Benefit (BB)

Other benefit (s) (TYPE IN)

S4 Experience of Jobcentre and Programmes

ASK ALL

Q43. Could you tell me how much you agree or disagree with the following statement: The Jobcentre has improved my chances of getting a satisfactory job.

Strongly Agree

Slightly Agree

Neither Agree Nor Disagree

Slightly Disagree

Strongly Disagree

(Don't know/No Opinion)

ASK ALL

Q44. Could you tell me how much you agree or disagree with the following statement: At the Jobcentre people are pushed into things they don't want to do

- Strongly Agree
- Slightly Agree
- Neither Agree Nor Disagree
- Slightly Disagree
- Strongly Disagree
- (Don't know/No Opinion)

Q45. Have you been on any of the following Government initiatives?

READ OUT

- New Deal
- Training for Work
- Work-Based Learning for Adults
- StepUP
- Any other kind of Government initiative
- None of these

IF NONE OF THESE

Q46. Would you consider taking part in one of these schemes?

- Yes
- Maybe/depends
- No
- DK

IF YES

Q47. Are you currently on (answer from previous question)?

- Yes
- No

IF NO LONGER ON NEW DEAL OR STEP UP

Q48. Why are you no longer on StepUp/New Deal?

Open ended

- Returned to or started work, or 16 hours or more per week
- Moved onto another benefit for people who are out of work
- Finished New Deal/StepUp
- Told no longer eligible/benefit stopped

Q49. Generally, how useful did you find/have you found your time on
(answer from question before last)?

- Very useful
- Fairly useful
- Not very useful
- Not at all useful

IF FOUND NOT VERY/NOT AT ALL USEFUL

Q50. Why was it not useful?
(open ended)

ASK ALL

Q51. In the last 12 months have you had any contact with any of the
following? READ OUT

- Citizens Advice Bureau
- Independent careers adviser
- Connexions service
- Private employment agency
- Social Services
- Jobseekers direct telephone advice line
- support groups (any)
- none of these

S5 Looking for work

ASK ALL

Q52. Thinking of the last 4 weeks, were you ACTIVELY looking for any kind of
paid work, or ACTIVELY LOOKING for a change of job, at any time in those 4
weeks?

- Yes
- No

IF NOT LOOKING FOR A JOB AND NOT WORKING

Q53. When were you last looking actively for a job or for a different job?

- Less than 1 month ago
- At least 1 month ago, but less than 3 months ago
- At least 3 months ago, but less than 6 months ago
- At least 6 months ago, but less than 12 months ago
- At least 12 months ago
- (Have never looked for work)
- (Don't Know/Can't remember how long ago)

Appendices – Questionnaire

ASK ALL LOOKING FOR WORK IN LAST 6 MONTHS

Q54. In the last 6 months, how many job applications have you made? I mean by filling in application forms, telephoning, writing or visiting a potential employer.

- None
- One
- Two to Four
- Five to Nine
- Ten or more
- (Don't know)
- (Refused)

ASK IF ONE OR TWO TO FOUR OR FIVE TO NINE OR TEN OR MORE

Q55. In the last 6 months, how many job interviews have you had?

- None
- One
- Two to Four
- Five to Nine
- Ten or more
- (Don't know)
- (Refused)

ASK IF ONE OR TWO TO FOUR OR FIVE TO NINE OR TEN OR MORE

Q56. In the last 6 months, have you been offered any jobs? IF YES: how many?

- None
- One
- Two to Four
- Five to Nine
- Ten or more
- (Don't know)
- (Refused)

ASK IF ONE OR TWO TO FOUR OR FIVE TO NINE OR TEN OR MORE

Q57. In the last 6 months, have you turned down any job offers? IF YES: How many?

- None
- One
- Two to Four
- Five to Nine
- Ten or more
- (Don't know)
- (Refused)

ASK IF TURNED DOWN JOB

Q58. Why did you turn down this/these offers?

OPEN ENDED

IF APPLIED FOR NO JOBS OR ONE JOB AT Q48

Q59. What are/were the main reasons why you have/did not apply for more jobs? DO NOT PROMPT

- No/few jobs available
- Little chance of getting a job due to my age
- Not enough suitable jobs
- Difficult to get to work from here
- Would be no better off working
- Ill-health or injury
- Decided to retire
- Looking after my family
- Full-time carer
- Full-time education
- Don't need to work
- Other (TYPE IN)

ASK ALL

Please answer the following questions about the type of work you might do now or in the future.

Q60. Would you be prepared to move to a different area for the sake of a job?
ADD IF NECESSARY – if the job was alright in other ways.

- Yes
- No
- (Don't know/Not sure)

Q61. Are you prepared to accept only full-time work, or only part-time work, or are you prepared to work either full-time or part-time?

- Only work full-time
- Only work part-time
- Either full-time or part-time
- Not sure

Q62. Would you accept a short term or temporary job?

- Yes
- No
- Depends
- (Don't Know)

Q63. Would you be willing to train or retrain to get a different type of job?

Yes

No

Possibly/depends

Q64. Would you be willing to accept any job you can do, or would you only consider looking for a particular type of job?

Any job you can do

Only a particular type of job

Don't know

IF NOT WORKING

Q65. Would you say your chances of getting a job in the next 3 months are?

READ OUT

Very good

Fairly good

Fairly bad

Very bad

(Don't know)

(Refused)

ASK ALL

Q66. Can you please tell me how much do you agree or disagree with the following statements?

'I am determined to find work' (OMIT IF WORKING)

'Getting a job is more down to luck than the effort you put in'

'Having almost any job is better than being unemployed'

'Benefits give a more stable income than trying to earn a wage'

'Even if I had enough money to live comfortably for the rest of my life, I would still want to work''

'If I didn't like a job I'd pack it in, even if I had no other job to go to'

'Once you've got a job, it's important to hang on to it, even if you don't really like it'

'You need to be in a job to get another job'

I don't much care whether I work or not

Strongly Agree

Slightly Agree

Neither Agree Nor Disagree

Slightly Disagree

Strongly Disagree

(Don't know/No Opinion)

S6 Training and skills

ASK ALL

Q67. During the last 12 months, have you been on any of the following types of courses? READ OUT

- Taught courses that were meant to lead to qualifications, even if you did not obtain them
- Taught courses designed to help you develop skills that you might use in a job
- Any other course
- None of these
- Don't know

IF HAVE BEEN ON A COURSE

Q68. Where did this course take place?

DO NOT READ OUT BUT PROMPT IF NECESSARY (IF MORE THAN ONE, ASK ABOUT MOST RECENT)

- School/college/university/adult education or evening institute
- Workplace
- Training centre
- Jobcentre/Jobclub
- Community centre
- Learndirect learning centre
- Leisure or sports centre
- Driving school/instructor's vehicle
- Public library
- Learning Resource Centre
- Tutor/trainer's home or other rented premises
- Own home
- Other place (specify)

ASK ALL

Q69. Since you were 16, have you had any problems with reading or writing English at all? CODE ALL THAT APPLY

- Yes, reading English
- Yes, writing English
- Yes, because English not first language
- No
- (Refused)
- (Don't know)

ASK ALL

Q70. Can I just check, is English your first language?

Yes, English is first language

No, English not first language

ASK ALL

Q71. Since you were 16, have you had any problems with numbers or simple arithmetic at all?

Yes

No

ASK ALL

Q72. Do you hold a current full driving licence to drive a car or motorcycle?

Yes

No

ASK ALL

Q73. [Although you don't have a driving licence, do/Do] you have access to a vehicle for your private use?

INTERVIEWER: PROBE WHETHER THIS IS FOR SOLE OR SHARED USE.

RESPONDENTS WHO **DON'T** HAVE A DRIVING LICENCE AND WHO SAY 'YES' HERE SHOULD BE CODED AS 2 'SHARED USE'.

Yes – Sole use

Yes – Shared use

No

IF DON'T HAVE A DRIVING LICENCE

Q74. How much, if at all, do you think having no driving licence limits your opportunities for work? Would you say it limits your opportunities ...

READ OUT

A lot

A little

A fair amount

Not at all

Don't know

IF DON'T HAVE ACCESS TO A VEHICLE

Q75. How much, if at all, do you think having no access to a vehicle limits your opportunities for work? Would you say it limits your opportunities... READ OUT

A lot

A little

A fair amount

Not at all

Don't know

IF HAVE ONLY SHARED ACCESS TO A VEHICLE

Q76. How much, if at all, do you think having only shared access to a vehicle limits your opportunities for work?

Would you say it limits your opportunities: READ OUT

- A lot
- A little
- A fair amount
- Not at all
- Don't know

S7 Barriers to work

ASK ALL

Q77. In general would you say your health is...

READ OUT

- Excellent
- Very good
- Good
- Fair
- Poor
- (Don't know/No opinion)

ASK ALL

Q78. Do you have any long-standing health problems or disabilities? By long-standing I mean anything that is likely to affect you indefinitely or for more than a year.

- Yes
- No

IF YES

Q79. Does this/do these affect.....READ OUT CODE ALL THAT APPLY

- The KIND of paid work that you might do
- The AMOUNT of paid work that you might do,
- Or neither

ASK ALL

I would now like to ask you about any caring responsibilities you might have.

Q80. Do you provide any care, help or support for anyone because of illness, disability, old age or infirmity of any kind?

IF YES, PROBE TO FIND OUT WHO THIS IS.

THIS DOES NOT INCLUDE CARING AS PART OF A PAID JOB.

MULTI CODE

- Your partner
- Your parent(s)
- Your child(ren)
- Another relative
- Your friend
- Another person
- No, no-one

IF NOT NO, NO-one AND MORE THAN 1 PERSON IN HOUSEHOLD

Q81. Can I check if this person/these people live(s) in your household?

- Yes, live in your household
- One/some live in your household, one/some do not
- Do not live in your household

IF CARE FOR SOMEONE

Q82. Do these caring responsibilities affect the KIND or AMOUNT of paid work that you might do?

- Yes
- No

IF RESPONDENT HAS FINANCIALLY DEPENDENT CHILDREN

Q83. Can you tell me if any of these things make it difficult for you to work, or work longer hours?

READ OUT. CODE ALL THAT APPLY

- Availability of childcare in the area
- Difficulty finding childcare during school holidays
- The age of my children
- Finding someone reliable to look after the children
- The cost of childcare
- I need to be very flexible with the hours I work
- My children need me around/I want to be with my children
- None of these

ASK ALL

Q84. These are things that some people have said make it difficult for them to work. Would you say any of these apply to you? READ OUT

CODE ALL THAT APPLY

- There aren't enough job opportunities locally for people like me
- It's difficult to find the kind of work that would suit me
- I'm unlikely to get a job because of my age (omit if working)
- I'm unlikely to get a job because of my health problems (omit if working)
- I have worries about managing financially while in work
- None of these

ASK ALL

Q85. And what about these things. Would you say any of these apply to you? READ OUT. CODE ALL THAT APPLY

- My confidence about working is low
- I haven't got enough qualifications and experience to find the right work
- Problems with reading, writing or numbers make it difficult for me to find the right work – INCLUDE ONLY IF SAID HAS LITERACY/NUMERACY PROBLEMS
- I couldn't afford the cost of transport to get to work (if working, change to "I have difficulty affording the cost of transport to get to work")
- Travelling to work would be difficult (if working, change to "travelling to work is difficult").
- Other people's prejudices make it difficult for me to work
- None of these

ASK ALL

Q86. Have any of these problems made it difficult for you to find or keep a job in the past year?

- Lack of references from previous employer
- Debt or money problems
- No permanent place to live
- Problems with the law, or a previous record
- Problems with drugs or alcohol
- Any other problems ? (TYPE IN)
- None
- Don't know

S8 Social networks

ASK ALL

Q87. How long have you lived in the neighbourhood or area where you live?

- Less than 6 months
- 6 months – upto 1 year
- 1 year-upto 3 years
- 3 years – upto 5 years
- 5 years or more
- Don't know

ASK ALL

Q88. How often do you meet socially with your (or your partner's) relatives, apart from anyone you live with? READ OUT

- Several times a week
- About weekly
- About fortnightly
- About monthly
- Every few months
- Once a year
- Less often
- Never

ASK ALL

Q89. And how often do you meet socially with friends (other than those connected with work)? READ OUT

- Several times a week
- About weekly
- About fortnightly
- About monthly
- Every few months
- Once a year
- Less often
- Never

ASK ALL WHO HAVE WORKED AT SOME POINT (I.E. NOT “NEVER WORKED” AT Q12)

Q90. And how often do you meet socially with workmates or former workmates? READ OUT

- Several times a week
- About weekly
- About fortnightly
- About monthly
- Every few months
- Once a year
- Less often
- Never

ASK ALL

Q91. Of the people outside your household that you spend your leisure time with, about how many are seeking work? READ OUT

- All
- Most
- About half
- Few
- None
- (Don't know)

ASK ALL

Q92. And how many are in paid employment? READ OUT

- All
- Most
- About half
- Few
- None
- (Don't know)

S9 Finance

ASK ALL

Q93. Do you have a bank, building society or Post Office account, either in your own name or held jointly with someone else? IF NECESSARY: Please include any accounts you have that you may not be using at the moment?

- Yes
- No
- Don't know

IF LIVE WITH PARENT BUT NOT SPOUSE/PARTNER

Q94. Do you put any money towards paying the rent or mortgage, or paying any household bills?

Yes

No

ASK ALL

Q95. Over the past year or so, have you used any of these ways to borrow money? READ OUT

A bank overdraft

A loan from a finance company

A loan from a money lender or 'tally man'

A loan from a friend or relative

A loan or advance on wages from your employer

Re-mortgaged your home

Any other type of loan (TYPE IN)

None of these

Refused

Don't know

Q96. In the past year or so, how often would you say you have had trouble with debts that you found hard to repay? READ OUT

Almost all of the time

Quite often

Only sometimes

Or never

Refused

Don't know

Q97. Has your benefit ever been stopped or reduced – I mean apart from signing off benefit yourself?

Yes – stopped

Yes – reduced

No

Refused

Don't know

ASK ALL

Q98. How well would you say that you manage financially when on benefits?

Would you say you..... READ OUT

- Live comfortably
- Do alright
- Just about get by
- Find it quite difficult
- Find it very difficult
- Don't Know

IF WORKING

Q99. Would you say that being in work has meant you are better or worse off financially than when you were on benefits?

PROBE FOR WHETHER MUCH/A LITTLE BETTER OFF, IF APPROPRIATE.

- Much better off
- A little better off
- No different/about the same as before
- Worse off
- (Don't know)

IF NOT WORKING

Q100. If you found a job, do you think you would be better or worse off financially than if you were on benefits? Please take into account any benefits and earnings you might get from working AND any extra expenses you would have if you worked.

PROBE FOR WHETHER MUCH/A LITTLE BETTER OFF, IF APPROPRIATE.

- Much better off
- A little better off
- No different /about the same as before
- Worse off
- Depends
- (Don't know)

Q101. We will be able to learn more about benefit claimants and how to improve services to meet their needs by linking your answers from these questions to administrative records held by the Department for Work and Pensions (this used to be known as the Department of Social Security)..? No-one at the Jobcentre Plus office will be able to see your answers. This linked data will only be used by BMRB and the Policy Studies Institute, and the research team at the Department for Work Pensions. Could we have your permission to link your answers to administrative data?

INTERVIEWER NOTE: If asked, the sources of information are records about who is receiving benefits such as Income Support, the database recording information about the New Deal and other administrative data held by the Department that would assist the evaluation such as other benefits, programmes and employment. IT IS IMPORTANT THAT AS MANY RESPONDENTS AS POSSIBLE GIVE INFORMED CONSENT AT THIS QUESTION.

Yes

No

Appendix E

Data tabulations

Table E.1 Reasons last job came to an end

Column percentages

	Total	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Temporary job ended	33	41	32	31	27	34	33
Made redundant	16	14	15	13	15	15	20
Dismissed/sacked	10	10	12	10	6	10	9
Left because I did not like it	9	9	10	8	7	10	6
There was no future in the job	9	10	10	7	6	10	8
The work was not what you wanted	8	8	10	6	6	9	6
Became ill/injured and had to leave	8	5	5	15	17	4	4
The pay was too low	6	6	6	5	5	9	6
The working conditions were poor	5	4	5	6	5	6	3
Journey to work was unsatisfactory	4	5	6	4	5	5	2
Had a chance of a better job	4	3	4	3	3	7	4
The training was poor	4	6	4	3	2	6	3
Wanted to work longer hours	4	8	5	1	3	4	1
Left for another job	3	2	3	2	3	5	3
Wanted to work shorter hours	3	3	4	2	4	3	3
Moved area	3	1	4	3	2	2	5
Started college/university	2	0	2	1	2	2	5
Company closed down	2	2	3	2	1	1	2
Work dried up/lack of work	2	4	3	1	1	2	1
Bullied/didn't get on with colleagues/management	2	1	2	1	2	2	1

Continued

Table E.1 Continued

Column percentages

	Long time on programmes (1)	Short time on programmes (2)	Programmes and other benefits (3)	Other benefits (4)	Two or more previous claims (5)	One previous claim (6)
Total						
Look after family	1	1	1	3	*	1
Left to have a baby	0	*	2	1	1	1
Problems with pay	1	*	1	*	*	*
Chose to leave (no details given)	1	1	*	*	1	1
Went to prison	1	1	1	1	*	0
Personal reasons	1	*	*	0	*	1
Unsociable hours/changing hours	1	*	1	1	*	0
Business moved to new location	0	*	0	*	*	1
Left to go travelling/on holiday	*	*	0	0	1	0
Look after other person	0	0	*	1	*	0
Promoted	0	0	0	1	*	*
Took retirement	0	*	0	*	*	*
<i>Base: All respondents who have ever worked</i>	177	509	355	417	844	325

Note: this table contains the answers to two separate questions.

