

A Short Guide to the **Department for Work & Pensions**

June 2015



National Audit Office



- | About this guide
- | Contact details



The National Audit Office scrutinises public spending for Parliament and is independent of government. The Comptroller and Auditor General (C&AG), Sir Amyas Morse KCB, is an Officer of the House of Commons and leads the NAO, which employs some 810 people. The C&AG certifies the accounts of all government departments and many other public sector bodies. He has statutory authority to examine and report to Parliament on whether departments and the bodies they fund have used their resources efficiently, effectively, and with economy. Our studies evaluate the value for money of public spending, nationally and locally. Our recommendations and reports on good practice help government improve public services, and our work led to audited savings of £1.15 billion in 2014.

This Short Guide summarises what the Department for Work & Pensions (DWP) does, how much it costs, recent and planned changes and what to look out for across its main business areas and services.

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Interactive

For full iPad interactivity, please view this PDF in iBooks or GoodReader

Key facts



About the Department for Work & Pensions



£175 billion
Spending in 2014-15
(£173 billion in 2013-14)



1.7 million
Number of people joining the Work Programme up to December 2014

Key trends

Department spending



84,293
Full-time equivalent staff in September 2014
(89,074 in March 2014)



692,000
Personal Independence Payment claims in payment in January 2015

Spending reductions

Staff and pay



31%
Planned reduction in DWP Resource Departmental Expenditure Limit (DEL) spending in 2015-16 compared with 2010-11



5.2 million
Number of people automatically enrolled into a workplace pension up to March 2015

Staff attitudes and engagement

Major programmes and reforms

Key themes from NAO reports

Appendix



1.9% and 0.9%
Overpayments (£3.2 billion) and underpayments (£1.4 billion) in DWP benefits as a percentage of spending in 2014-15

Key facts

The Department for Work & Pensions is responsible for setting and administering government policy on **welfare**, **pensions** and **child maintenance**.

About the Department for Work & Pensions



Its 2013-15 business plan priorities were:

- | | | |
|---|-----------------------|---|
| 1 | Working age | Encouraging work and making work pay |
| 2 | Social justice | Tackling the causes of poverty and making social justice a reality |
| 3 | Disability | Enabling disabled people to fulfil their potential |
| 4 | For retirement | Providing a firm foundation, promoting saving for retirement and ensuring that saving for retirement pays |
| 5 | Families and children | Recognising the importance of family in providing the foundation of every child's life |
| 6 | Controlling costs | Improving services to the public by delivering value for money and reducing fraud and error |

Source: <http://transparency.number10.gov.uk/business-plan/16>

Key trends

Department spending

Spending reductions

Staff and pay

Staff attitudes and engagement

Major programmes and reforms

Key themes from NAO reports

Appendix

Key facts

About the Department for Work & Pensions

Key trends

Department spending

Spending reductions

Staff and pay

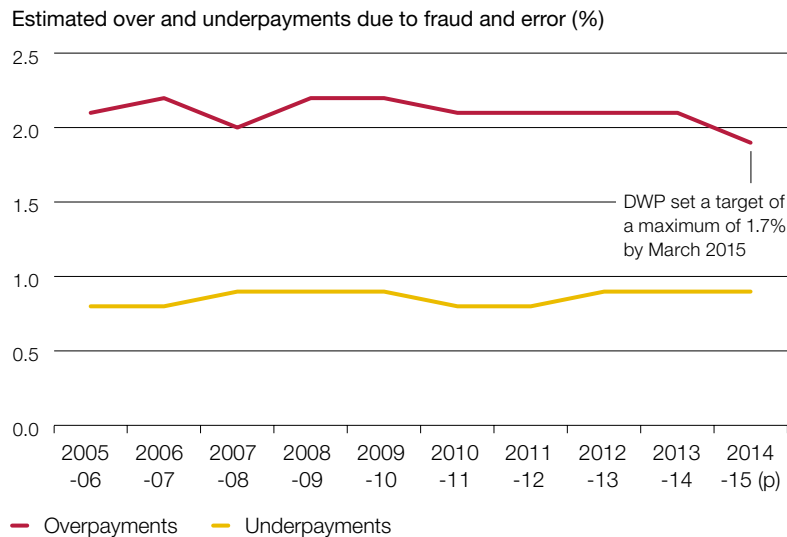
Staff attitudes and engagement

Major programmes and reforms

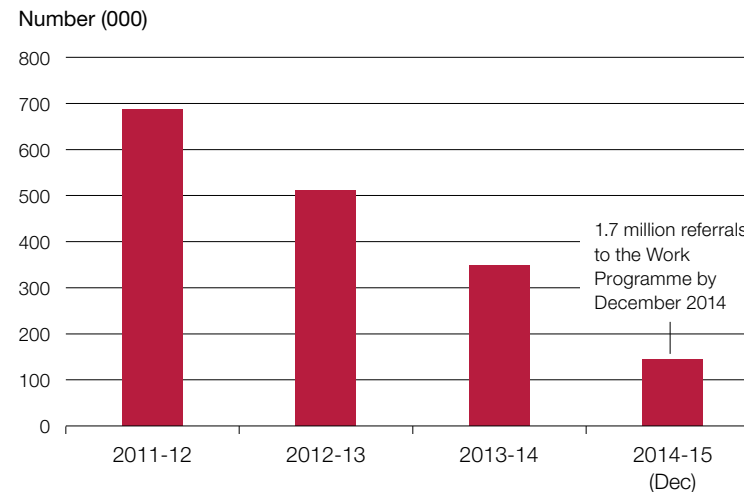
Key themes from NAO reports

Appendix

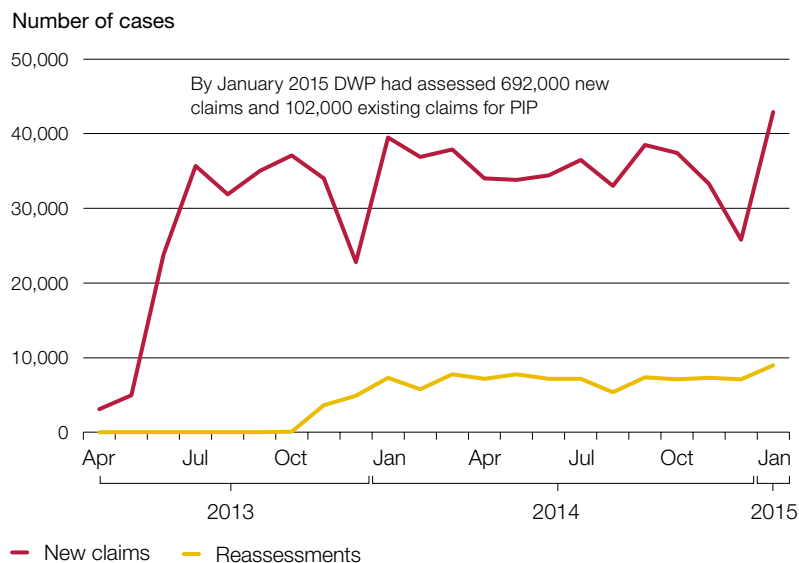
Fraud and error in the benefit system as a percentage of benefit expenditure



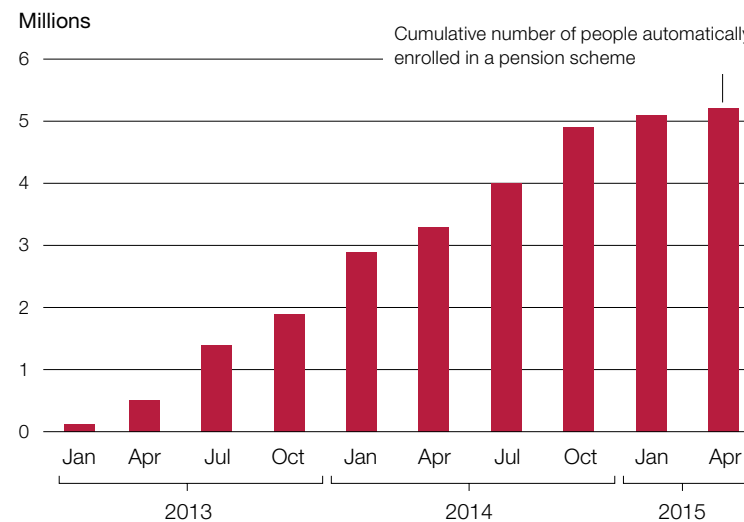
Number of referrals to the Work Programme



Personal Independence Payment new claims and reassessments



Number of people enrolled into a workplace pension



Key facts

About the Department for Work & Pensions

Key trends

Department spending

Spending reductions

Staff and pay

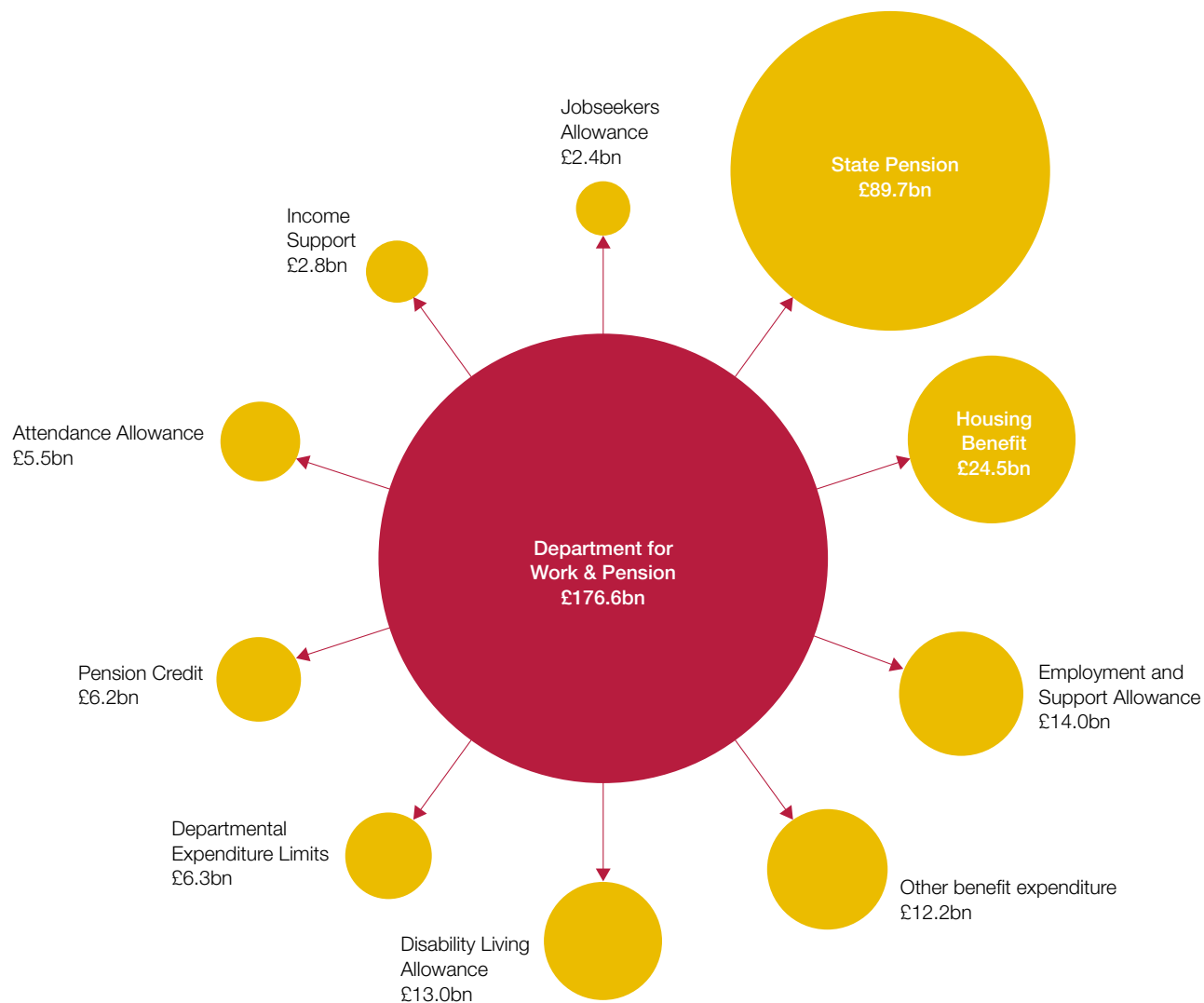
Staff attitudes and engagement

Major programmes and reforms

Key themes from NAO reports

Appendix

DWP Expenditure 2015-16 (Estimates)




Source: Estimates from DWP Annual Report and Accounts 2013-14 and February 2015 Supplementary Estimates

Key facts

About the Department for Work & Pensions

Key trends

Department spending

Spending reductions 

Staff and pay

Staff attitudes and engagement

Major programmes and reforms

Key themes from NAO reports

Appendix

Benefit expenditure¹

The Institute for Fiscal Studies (IFS) estimates spending in 2015-16 will be **£16.7 billion** lower than it otherwise would have been without reforms to benefits introduced since 2010 (includes Child Benefit and Tax Credits). Real-terms spending between 2010-11 and 2015-16 is largely unchanged.

Administration expenditure²

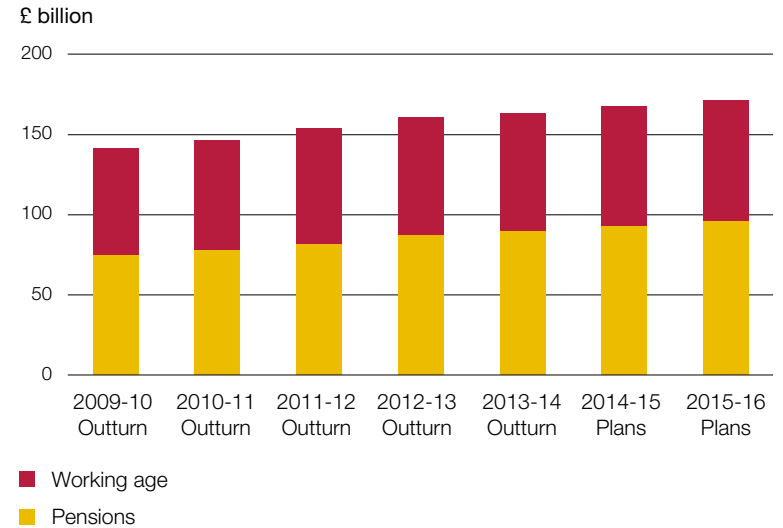
DWP has faced tight restrictions on administration. Between 2010-11 and 2013-14 DWP reduced its spending by **18%** in current terms. The main reductions in DEL have been on programmes.

Based on plans for 2015-16, it needs to go further and reduce spending by **31%** compared with 2010-11.

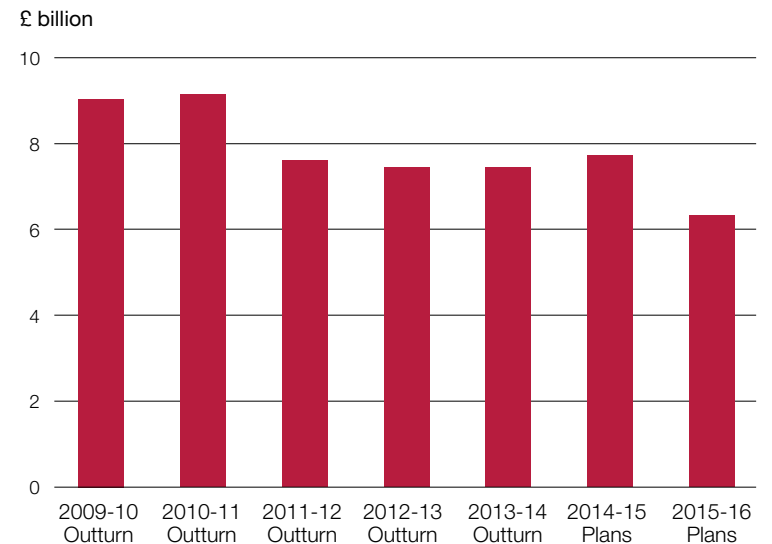
Notes

- 1 Resource Annually Management Expenditure.
- 2 Resource Departmental Expenditure Limits (includes programme expenditure).

Benefit expenditure



Administration expenditure



Key facts

In September 2014, DWP and its arm's-length bodies employed **84,293** full-time equivalent (FTE) staff.

About the Department for Work & Pensions

The ratio of highest to median pay in DWP was **8.99:1** in 2013-14.

Key trends

DWP's workforce is similar to the wider civil service except for gender. Of its workforce, **69%** are women compared with the civil service average of **53%**.

Department spending

Spending reductions

Staff and pay

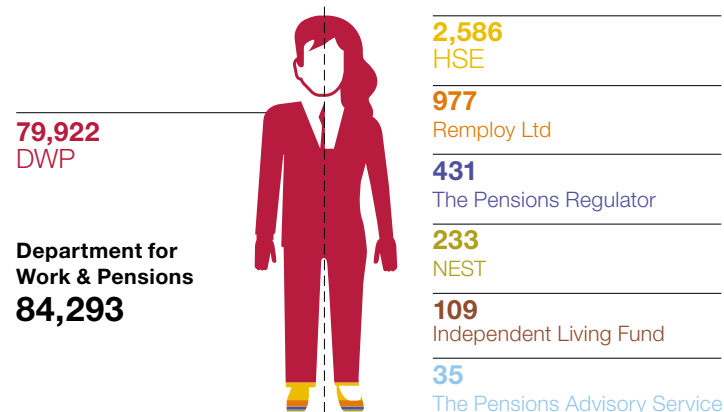
Staff attitudes and engagement

Major programmes and reforms

Key themes from NAO reports

Appendix

DWP workforce management information, as at September 2014



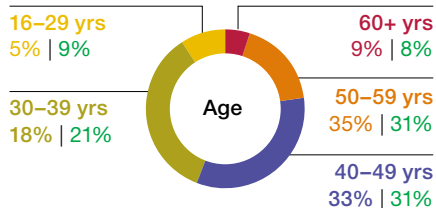
Workforce in DWP

Gender

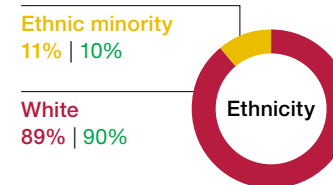
Civil service average



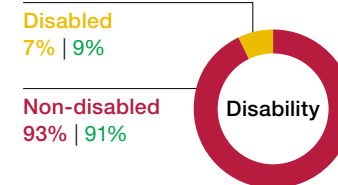
Civil service average



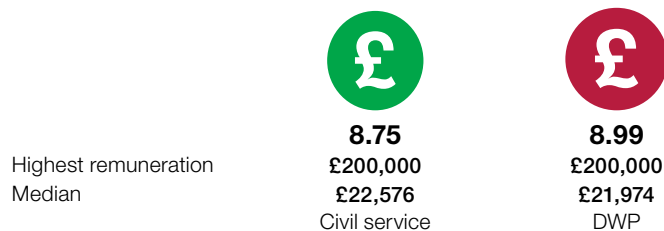
Civil service average



Civil service average



Pay median of directors



Sources: Annual civil service employment survey. DWP equality information 2014: employee data, available at: www.gov.uk/government/publications/dwp-equality-information-2014-employee-data

Key facts

About the Department for Work & Pensions

Key trends

Department spending

Spending reductions

Staff and pay

Staff attitudes and engagement

Major programmes and reforms

Key themes from NAO reports

Appendix

Area of business

Key themes

1 Management of spending

Planned reduction in Departmental Expenditure Limit spending of **31%** by 2015-16 compared with 2010-11.

Target to reduce fraud and error to a maximum of **1.7%** in 2014-15.

Introduction of the **Welfare Cap**, starting in 2015-16.

2 Working age

Shift to uprate benefits in line with the **Consumer Price Index** (CPI) with a **1%** ceiling on some benefit increases for April 2013, April 2014 and April 2015.

Implementation of the **Work Programme**, a government-funded, private sector-delivered welfare-to-work programme.

Roll-out of **Universal Credit** – replacing 6 benefits with a single monthly payment.

Reforms to benefit funding and eligibility including Housing Benefit for private and social sector tenants.

3 Disability benefits and child maintenance

Introduction of **Personal Independence Payment** (PIP), a benefit for 16- to 64-year-olds which can help with some of the extra costs caused by long-term ill health or disability.

Introduction of the **Child Maintenance Service**, which replaces the Child Support Agency and introduces charges for its use.

4 Pensions

Implementation of **automatic enrolment**, a duty on employers to automatically enrol employees into a workplace pension scheme.

Shift to uprate the Basic State Pension using the '**Triple Lock**', which increases every year by the highest of earnings, prices or 2.5%.

Introduction of the **New State Pension** for people who reach the State Pension Age by 6 April 2016 – alongside reforms to the **State Pension Age**.

Key facts

About the Department for Work & Pensions

Key trends

Department spending

Spending reductions

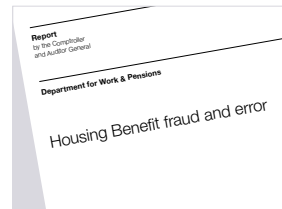
Staff and pay

Staff attitudes and engagement

Major programmes and reforms

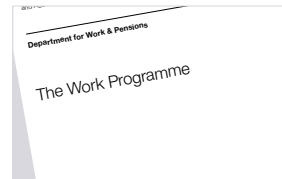
Key themes from NAO reports

Appendix



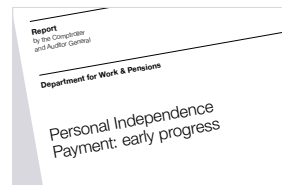
The DWP should have increased its focus on Housing Benefit fraud and error sooner, and is now facing an escalating problem

Housing Benefit fraud and error (October 2014). In 2013-14, the Department's central estimate of Housing Benefit overpayments was £1.4 billion. The Department has now recognised the need to do more and has developed a strategy with HM Revenue & Customs (HMRC) to tackle fraud and error.



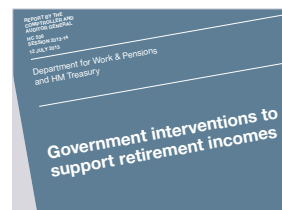
The Department has struggled to improve outcomes for harder-to-help groups

The Work Programme (July 2014). Performance for harder-to-help groups is still below expectations and about the same as previous programmes, but the Department expects further improvements.



The DWP has had to delay the Personal Independence Payment programme's roll-out and reduce expected savings during this Spending Review period

Personal Independence Payment: early progress (February 2014). To achieve value for money the Department will need to show that it can reduce delays for claimants and deliver planned savings while maintaining the quality of its decisions.



Measures to encourage people to save for retirement are not being managed by departments with enough coherence or accountability

Government interventions to support future retirement incomes (July 2013). To maximise effectiveness and mitigate perverse effects, government could benefit from taking a more holistic view of its interventions, how they interact and their relative costs and benefits to ensure they are being managed coherently.

Management of spending

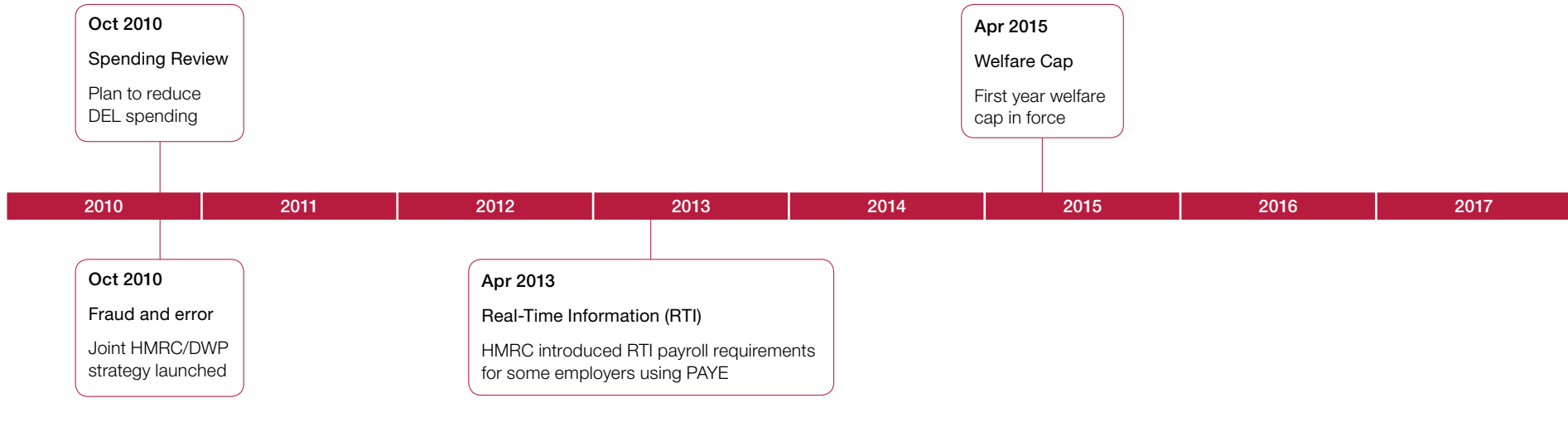
Reforms and changes



	Overview	Reforms and changes
Departmental Expenditure Limit (DEL) reductions	DWP has reduced resource DEL spending from £9.1 billion in 2010-11 to £7.4 billion in 2013-14. It plans to reduce spending further in 2015-16 to £6.3 billion . This would represent a reduction of 31% compared to 2010-11.	DWP has reduced its costs by reducing the size of its estate and staff numbers.
Fraud and error	<p>DWP's preliminary estimate of the level of overpayments and underpayments due to fraud and error in 2014-15 was 1.9% and 0.9% of total benefit expenditure. The value of these overpayments and underpayments is estimated at £3.2 billion and £1.4 billion respectively.</p> <p>For 2013-14, the C&AG qualified his opinion on regularity due to the material level of fraud and error in benefit expenditure, other than State Pension where the level of fraud and error is lower. The Department's accounts, and those of predecessor departments administering this expenditure, have received similar qualified audit opinions since 1988-89.</p>	DWP aimed to reduce the level of benefit overpayments to 1.7% by 2014-15. To do this it has worked with HMRC (which administers tax credits and child benefit) to improve internal processes to identify, prevent and eradicate fraud and error, introduce tougher penalties to deter claimants from committing fraud and a greater cross-government focus on identifying and recovering debt.
Welfare cap	The welfare cap is a limit on the amount that government can plan to spend on benefits (excluding the State Pension, Jobseeker's Allowance and some Housing Benefit).	On 3 December 2014, the Office for Budget Responsibility noted in the Autumn Statement, the Government was meeting the Welfare Cap.

Management of spending

Recent and future developments



Management of spending

What are the things to look out for?

Can DWP deliver programme priorities in the context of further reductions to its administration budget?

DWP paid more than 22 million customers around £164 billion in benefits and pensions in 2013-14. In addition, it is also reforming significant areas of its business including the introduction and implementation of Universal Credit and Personal Independence Payments. At the same time, it is planning to reduce administration expenditure from **£9.1 billion** in 2010-11 to **£6.3 billion** in 2015-16. This represents a reduction in administration expenditure of **31%**.

Can DWP achieve a significant downward trend in benefit overpayments and underpayments?

Benefit overpayment and underpayment rates have been broadly flat since 2005-06. Overpayments have ranged from **1.9%** to **2.2%** over this 9-year period and underpayments have ranged from **0.8%** to **0.9%**. DWP has an ambition to reduce benefit overpayments from **2.1%** in 2013-14 to **1.7%** in 2014-15. Final estimates of fraud and error will be available in November 2015.

What will be the impact of the Welfare Cap?

The welfare cap is a limit on the amount that government can spend on certain benefits. The level of the cap and the benefits which fall within its scope are set by HM Treasury, with the Office for Budget Responsibility reporting on whether the cap is forecast to be exceeded for each year to which the cap applies as part of each Autumn Statement. If the forecasts are higher than the cap for any of the years to which the cap applies, then the cap will be judged to have been exceeded. If the cap is judged to have been exceeded, the government must propose policy measures to reduce welfare spending, seek approval for the cap to be increased or explain why a breach of the cap is justified. A motion must be introduced to the House of Commons within 28 sitting days seeking approval for these actions.

Working age

Overview



1/5

2013–2015 Business Plan priorities – Encourage work and making work pay

Main benefits	2013-14 (outturn) (£bn)	2014-15 (estimate) (£bn)	Description
Housing Benefit of which: working age	23.7 17.6	24.1 17.8	Benefit for people on low incomes with housing costs. In England, Scotland and Wales housing benefit provides help with rent and some service charges.
Jobseeker's Allowance (JSA)	4.3	3.7	Benefit for people who are not in full-time employment, are capable of working and are looking for a job.
Income Support	3.6	2.8	Benefit for people who do not qualify for JSA or Employment and Support Allowance and do not have enough to live on.
Statutory Sick Pay and Maternity Pay	2.3	2.4	Benefit for people who are sick and unable to work/benefit for women who are on maternity leave from work.

Working age

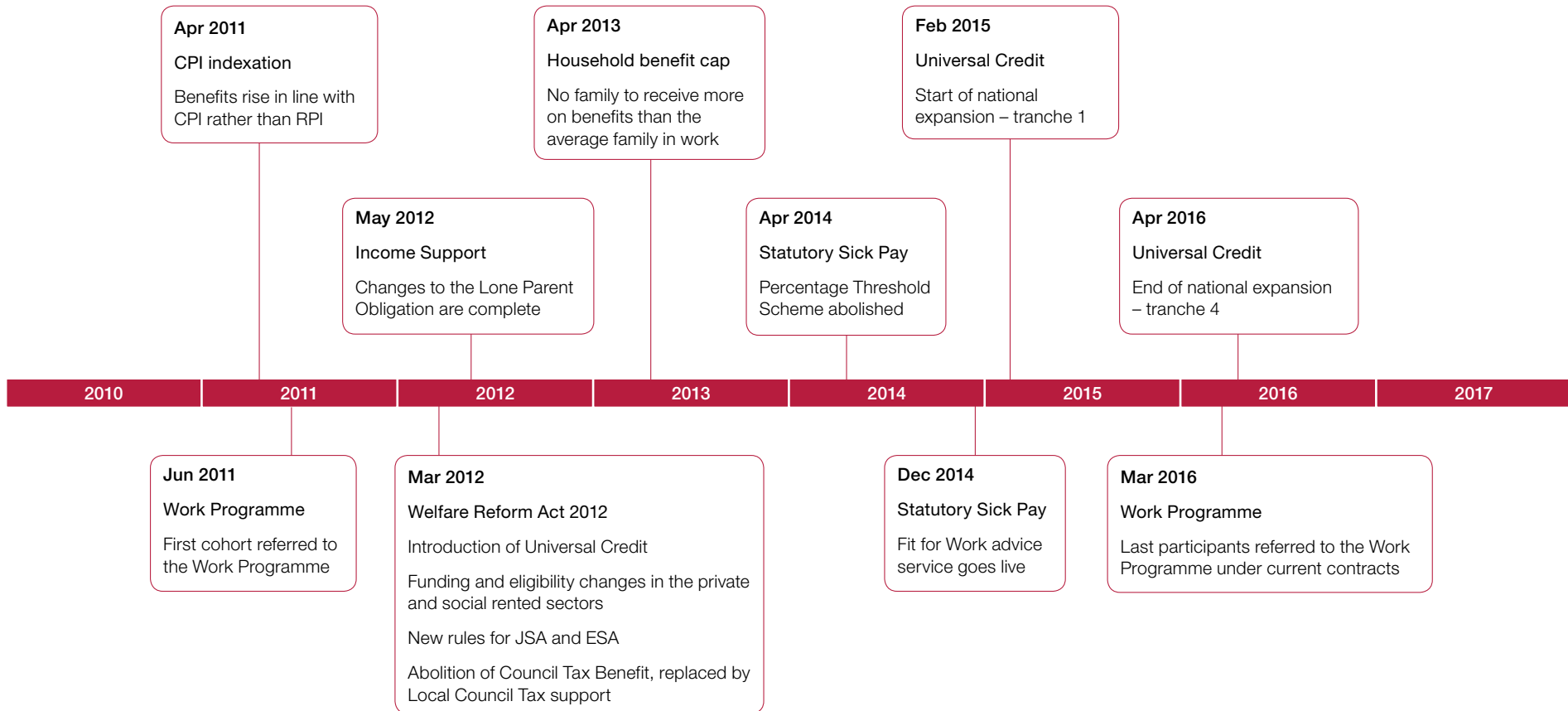
Reforms and changes

Reforms and changes	Description
Housing Benefit	Eligibility and funding formula changes in the private rented sector. In the social rented sector, tenants who are classified as having a spare bedroom can have their Housing Benefit reduced. For one spare bedroom the reduction is 14% , for two spare bedrooms the reduction is 25% .
Jobseeker's Allowance (JSA)	Introduction of the Work Programme, a programme focused at getting the long-term unemployed into work.
Income Support	Reform of the Lone Parent Obligation, ensuring no lone parent with a youngest child aged 5 or over is entitled to claim Income Support on the grounds of being a lone parent.
Statutory Sick Pay and Maternity Pay	Abolition of the Percentage Threshold Scheme and the creation of Fit for Work, a service providing occupational health assessment and general health and work advice to employees, employers and GPs to help individuals stay in or return to work.
CPI indexation (and the temporary 1% cap)	In 2011, the government changed the way it uprated benefits each year. It decided to switch from the Retail Price Index (RPI) measure to the Consumer Price Index (CPI) measure. In 2013 it went further and placed a temporary 1% cap on the uprating of some benefits for 3 years ending in 2015-16. The main benefits affected included JSA, ESA and Housing Benefit as well as Tax Credits and Child Benefits.
Household benefit cap	In 2013, the government introduced a household benefit cap on some families to ensure that they would not receive more on benefits than £26,000 per year. The value of the cap is currently £500 per week for families with children and £350 per week for single people.
Universal Credit	Universal Credit is a new benefit which will replace 6 existing benefits (Income Support, income-related JSA and ESA, Housing Benefit, Working Tax Credit and Child Tax Credit) with a single monthly payment.
Benefit sanctions	The Welfare Reform Act 2012 has introduced new benefit sanctions for JSA, ESA and Universal Credit.



Working age

Recent and future developments



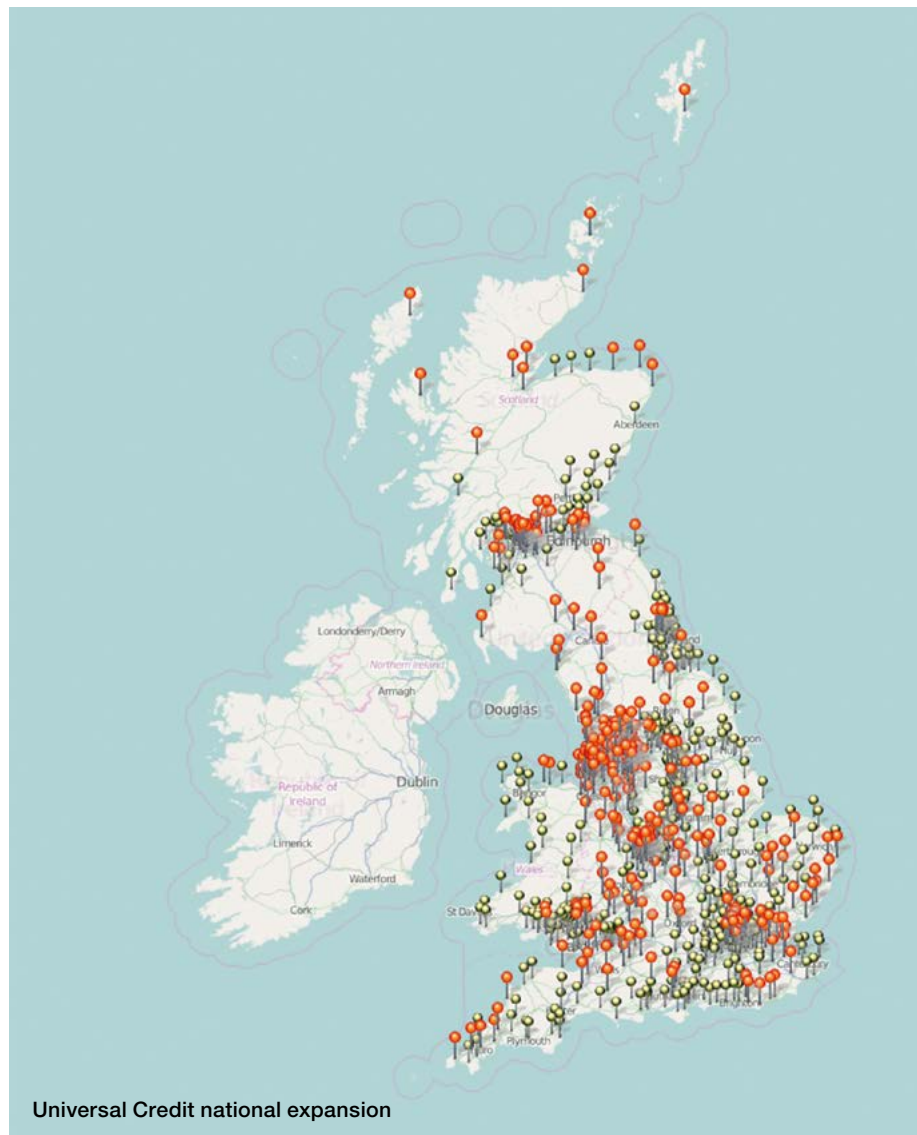
Working age

In your area

In 2013, Universal Credit started a pilot project in Ashton-under-Lyne for newly unemployed, single people.

By the end of 2014, Universal Credit had expanded its coverage covering much of north-west England and some parts of Scotland, London and the South-West. It had also expanded its scope, accepting new claims from couples and working families (see red pins).

In 2015, Universal Credit will be rolled out to all remaining Jobcentres and local authorities in Great Britain for newly employed single claimants (see green pins). The roll out is planned to be complete by April 2016, with the digitalisation of the Universal Credit service for all claimant types. This will commence from May 2016, where all new benefit claimants will claim UC instead of the benefits its replacing.



Source: <http://dwp-stats.maps.arcgis.com/apps/Viewer/index.html?appid=82116e01690d4e8584014362d67900c6>

Working age

What are the things to look out for?

How will devolving powers to Scotland for some benefit payments be implemented?

The Smith Commission for further devolution of powers to the Scottish Parliament proposes that Scotland should be able to create new benefits as well as have direct responsibility for benefits for carers, disabled people and those who are ill, for example Attendance Allowance, Carer's Allowance, Disability Living Allowance, Personal Independence Payment, Industrial Injuries Disablement Allowance and Severe Disablement Allowance. It also provides powers over benefits which currently comprise the Regulated Social Fund: Cold Weather Payment, Funeral Payment, Sure Start Maternity Grant and Winter Fuel Payment.

What is the future of the Work Programme?

The Work Programme is the government's main scheme to help long-term unemployed people find and keep jobs. The existing contract for the Work Programme runs from June 2011 to March 2017. Plans for future welfare-to-work schemes from April 2016 onwards are currently unclear.

How will the expansion of Universal Credit be handled?

The Department is proceeding with the development of digital solutions and the expansion of Universal Credit with an objective for it to cover Great Britain by 2016.

What is the impact of benefit sanctions?

Implementation of recommendations from the independent review (Oakley, 2014) on sanctions for claimants of Jobseeker's Allowance. The review made a series of recommendations to improve the process and claimants' understanding of the system.

Disability benefits and child maintenance

Overview

2013–2015 Business Plan priorities – Enabling disabled people to fulfil their potential, recognising the importance of family in providing the foundation of every child’s life

Main benefits	2013-14 (outturn) (£bn)	2014-15 (estimate) (£bn)	Benefit description
Employment and Support Allowance (ESA) Incapacity Benefit (IB) and Severe Disablement Allowance (SDA)	12.2	13.7	Benefit for people who have limited capability for work because of sickness or disability. All new ESA claimants must undergo a Work Capability Assessment. Incapacity Benefit and Severe Disablement Allowance are being replaced by Employment and Support Allowance
Disability Living Allowance (DLA)	13.9	15.4	Benefit for people with a disability or health condition who need help to look after themselves or have walking difficulties.
Personal Independence Payment (PIP)			Benefit for working age people who have care and/or mobility needs. All new PIP claimants must undergo a PIP Assessment.
Attendance Allowance	5.4	5.4	Benefit for people aged 65 or over who have care needs.
Carer’s Allowance	2.1	2.3	Benefit for people who care for someone who has a disability.
Child Maintenance Service	0.46	0.45	A service which can arrange child maintenance payments from one parent to another.

Disability benefits and child maintenance

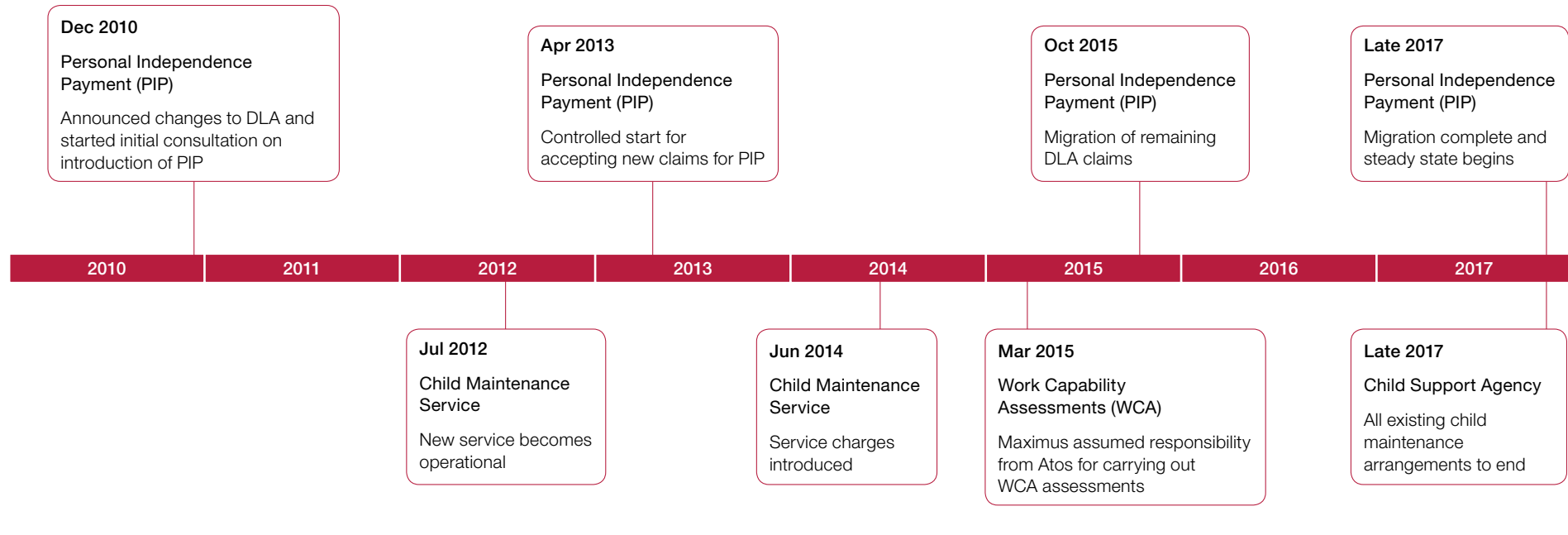
Reforms and changes

Reforms and changes	Description
Employment and Support Allowance (ESA)	Maximus assumed responsibility from Atos Healthcare for carrying out Work Capability Assessments in 2015.
Disability Living Allowance (DLA) Personal Independence Payment (PIP)	PIP is replacing the DLA for working age people in England, Scotland and Wales. Delays to the migration of legacy DLA claimants via PIP assessments mean some people who qualify for PIP are still receiving the DLA. PIP has not been introduced in Northern Ireland.
Child Maintenance Service	The Child Maintenance Service is a new service managed directly by DWP to arrange child care payments from one parent to another. In 2014, it introduced parental charges to incentivise parents to reach family-based arrangements. The Child Support Agency (which has now been replaced by the Child Maintenance Service) still has a large number of existing cases on its books. These cases will be ending between now and 2017.



Disability benefits and child maintenance

Recent and future developments



Disability benefits and child maintenance

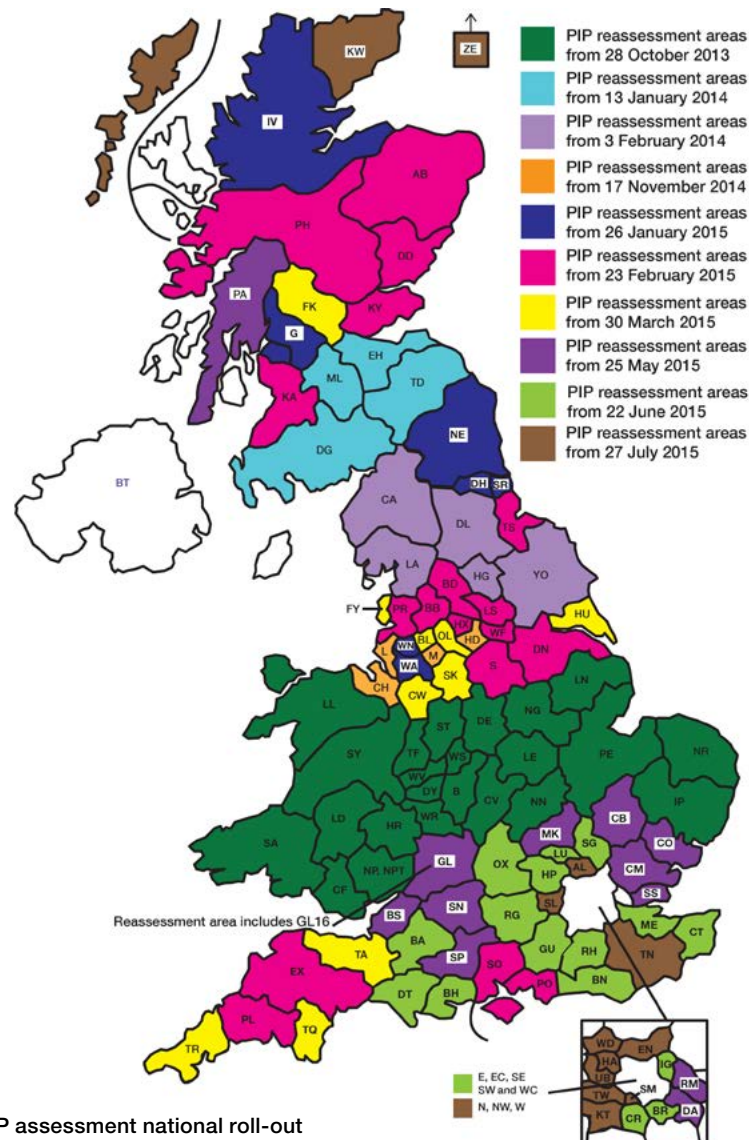
In your area

In October 2013, the first Disability Living Allowance (DLA) claimants undertook Personal Independence Payment (PIP) assessments in Wales, the East Midlands, West Midlands and East Anglia (see **green** areas).

In 2014 and early 2015, implementation of PIP reassessments started in parts of Scotland, the north of England and parts of south-west England (see **aqua**, **mauve**, **orange**, **blue**, **pink** and **yellow** areas).

PIP reassessments for southern England, London and the remaining parts of Scotland are scheduled to start later in 2015 (see **purple**, **light green** and **brown** areas).

It is DWP's ambition to have existing DLA claimants (aged 16 to 64 on 8 April 2013) invited to claim PIP by 2017.



PIP assessment national roll-out

Source: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/421378/pip-postcode-map-may-jul.pdf

Disability benefits and child maintenance

What are the things to look out for?

How will the implementation of Personal Independence Payments (PIP) be handled?

In February 2014, the [NAO published a report](#) focusing on early progress made on Personal Independence Payment implementation. It found a poor early operational performance had led to claimants facing long and uncertain delays. DWP had to delay the wider roll-out of the programme with the migration of remaining Disability Living Allowance claimants scheduled to start from October 2015.

Will Maximus deliver effective and efficient Work Capability Assessments?

In March 2015, Maximus took over from Atos Healthcare as the new provider of Work Capability Assessments. The contract is scheduled for an initial period of 3 years.

What will be the impact of introducing charges for the Child Maintenance Service?

In June 2014, the Child Maintenance Service introduced charges for parents wishing to use the statutory service. This provides parents with an incentive to choose a family-based arrangement. Parents who currently use the Child Support Agency (and are currently exempt from fees) will have their cases closed by 2017.

Will the UK be able to achieve its 2020 target of reducing child poverty to less than 10%?

The Child Poverty Act sets out an ambition to reduce child poverty. Child poverty in this context is measured by relative poverty, the proportion of children living in households where income is less than 60% of median household income. Between 2009-10 and 2011-12, 18% of children in the UK were living in households with an income of less than 60% of the contemporary median household income. The 2020-21 target is for less than 10%.

Pensions

Overview

2013–2015 Business Plan priorities – providing a firm foundation promoting saving for retirement and ensuring that saving for retirement pays, improving services to the public by delivering value for money and reducing fraud and error

	Description
State Pension	The basic State Pension is a regular payment for people when they reach the State Pension age. The Additional State Pension is an extra amount of money paid on top of the basic State Pension. State Pension is based on a person's National Insurance contributions.
Pension Credit	An income-related benefit made up of two parts – Guarantee Credit and Savings Credit. Guarantee Credit tops up people's weekly income if it is below £151.20 (for single people) or £230.85 (for couples). Savings Credit is an extra payment for people who saved some money towards their retirement. Savings credit will no longer be available for people who reach their State Pension age on or after 6 April 2016.
New State Pension	The new State Pension replaces the current State Pension for people who reach their State Pension age on or after 6 April 2016. The amount received will be based on a person's National Insurance record.
Automatic enrolment	A requirement for employers to automatically enrol workers who are aged between 22 and the State Pension age, earn more than £10,000 a year and work in the UK into a workplace pension. The scheme has been rolled out to large businesses first and will move on to small businesses in 2015.

Pensions

Costs and reforms

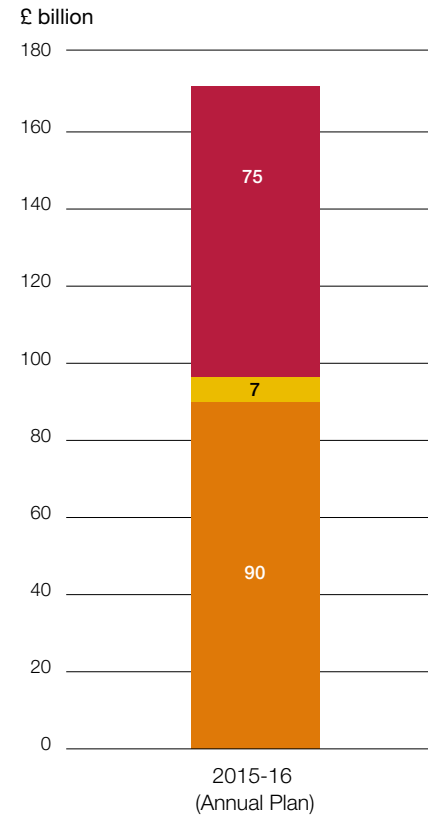
In 2015-16, the Department for Work & Pensions (DWP) expects **57%** of all resource Annually Managed Expenditure (AME) to be on the State Pension and Pension Credit.

As a proportion of AME, pensions have risen year-on-year. The reason why costs have increased include:

- an **ageing population** – more people are entitled to claim the State Pension;
- **'triple lock'** – a system to uprate the basic State Pension every year by whichever is the highest: earnings, prices or 2.5%; and
- lower uprating and eligibility changes to working age benefits means the share of spending on pensions has increased.

The **New State Pension** will change the process, value and eligibility for those people who reach State Pension age on or after 6 April 2016.

DWP Annual Plan – Resource AME 2015-16



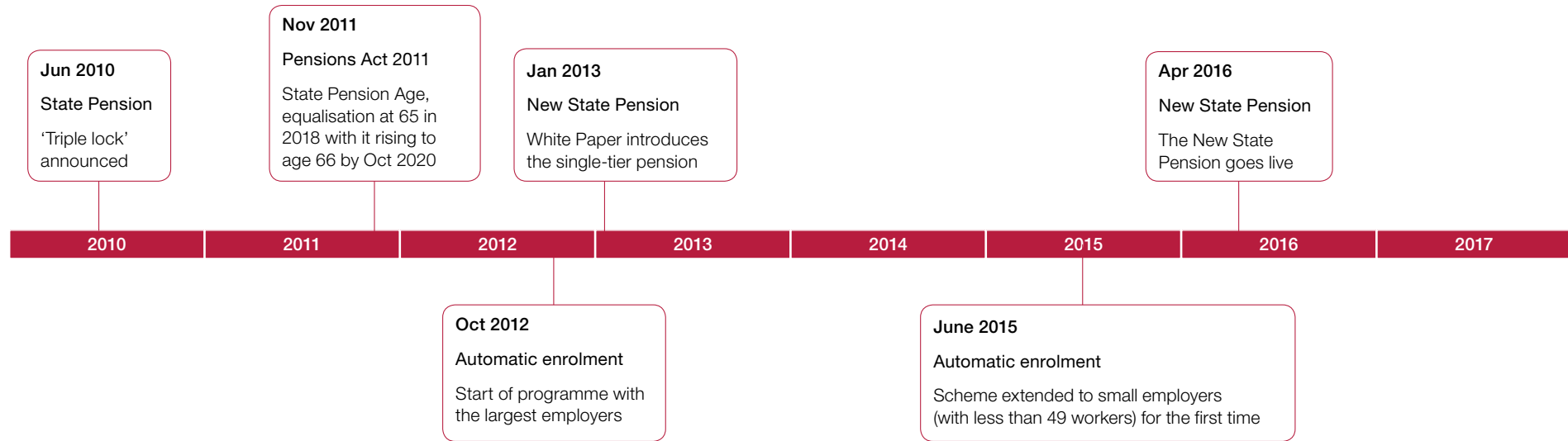
- Working age benefits
- Pension Credit
- State Pension

Source: DWP Annual Report and Accounts 2013-14



Pensions

Recent and future developments



Pensions

What are the things to look out for?

Will the New State Pension be implemented successfully?

The New State Pension is replacing the existing Basic and Additional State Pension for people who reach the State Pension Age by 6 April 2016.



What will happen to opt-out and savings as automatic enrolment is extended?

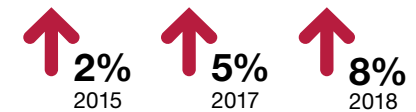
Automatic enrolment has been rolled out to large and medium-sized businesses between 2012 and 2014. In August 2015 it will be extended to small businesses (with less than 49 employees). Then in October 2017 and October 2018 contribution rates will increase from 2% (currently) to 5% and then 8%. So far, opt-out rates for auto-enrolment have been lower than expected.

Automatic enrolment

Small businesses



Contribution rates increase



Appendix One

DWP sponsored bodies

National Employment Savings Trust (NEST) Corporation (public corporation)

The Pensions Regulator (NDPB)

Pension Protection Fund (public corporation)

The Pensions Advisory Service (NDPB)

Health and Safety Executive (NDPB)

Independent Living Fund (NDPB)

Reemploy Limited (public corporation)

Pensions Ombudsman (NDPB)

Pension Protection Fund Ombudsman (NDPB)

Office for Disability Issues (NDPB)

Industrial Injuries Advisory Council (NDPB)

Social Security Advisory Committee (NDPB)