WestminsterResearch

http://www.wmin.ac.uk/westminsterresearch

Joint claims for JSA: quantitative evaluation of labour market effects

Dorothe Bonjour
Richard Dorsett
Genevieve Knight
Stephen Lissenburgh

Policy Studies Institute

This is a reproduction of the Employment Service Research and Development Report WAE117. Commissioned by the Working Age Evaluation Division of the Department for Work and Pensions.

© Crown Copyright 2002.

The report is available online:

http://www.dwp.gov.uk/jad/2002/wae117rep.pdf

Joint Claims for JSA –
quantitative evaluation of labour market effects

July 2002

Dorothe Bonjour
Richard Dorsett
Genevieve Knight
Steve Lissenburgh

Policy Studies Institute

Disclaimer

The views expressed in this report are those of the authors and do not necessarily reflect those of the Department for Work and Pensions.

Contents

List of tables

List of charts

Acknowledgements

Richard Dorsett and Steve Lissenburgh are Principal Research Fellows and Dorothe Bonjour and Genevieve Knight are Research Fellows at PSI.

Abbreviations and acronyms

BA	Benefits Agency
DiD	Difference-in-differences
DSS	Department for Social Security
ES	Employment Service
FJR	Fortnightly Jobsearch Review
Joint Claims	Joint Claims for JSA
JSA	Jobseeker's Allowance
JSA(IB)	Jobseeker's Allowance (income based)
JSAPS	JSA Payments System
JUVOS	Joint Unemployment and Vacancies Operating System
LASER	London and South East Region
LMS	Labour Market System
NJI	New Jobseeker Interview
NVQ	National Vocational Qualification

Executive Summary

Joint Claims for JSA was introduced on 19 March 2001 and affects those couples without dependent children where at least one partner is aged 18 or over and born after 19 March 1976. Both partners in such couples are now required to actively seek work.

This report evaluates the effects of the introduction of Joint Claims. It comprises two elements. The first, a descriptive analysis, provides an overview of eligible couples along with an account of their experience of Joint Claims. The second is an econometric estimation of the effects of the policy. Two effects are likely: a direct effect on Joint Claims couples and a deterrent effect on those who avoid Joint Claims by ending their JSA spell, for example. Both survey data and administrative records are used in the report, the administrative records allowing the survey-based results to be set in a broader context.

Methodology

The effect of Joint Claims was estimated using a difference-in-differences approach. This operates by comparing labour market changes before and after the introduction of Joint Claims for the group affected by the policy change and for a group unaffected. Any difference between the two groups can be viewed as the impact of the programme. Effects were estimated both for individuals and for couples. For individuals, the primary interest was in the female partner since it is her employment status that is most likely to be affected by Joint Claims.

The Joint Claims population

There were some notable differences in current activity after Joint Claims was introduced. Specifically, there was a greater tendency to be in work. This was particularly true for women who were also likely to be working longer hours than before.

For those women not in work, job search intensity appeared higher after the introduction of Joint Claims. Fewer women reported never having looked for work at this stage and more reported looking for work quite recently. There was increased use made of the Jobcentre and a greater degree of flexibility in terms of location of work and hours.

These differences cannot be attributed directly to Joint Claims but they are suggestive of an effect. The effects are examined more formally in the econometric analysis.

The Joint Claims experience

Joint Claims was quite successful in involving women more closely in the labour market, but still a substantial minority of women had not attended an interview by the time of the survey. Interview non-attendance should trigger benefit sanctions, yet this did not always happen in practice. Since interviews are the central component of Joint Claims, non-attendance is likely to reduce its effectiveness.

Most common was to have a joint interview and in 90 per cent of cases this format was felt to be helpful, although for some women separate interviews might be preferable. However, there was evidence that it was men rather than women who were receiving more attention and help from the Jobcentre staff. Advisers were generally felt to be helpful by both men and women.

Feelings were mixed as to how helpful Joint Claims was with job search. Of those who had found work, only a minority felt that Joint Claims had been helpful.

The Joint Claims effect

There were few significant effects detected at the individual level shortly after the introduction of Joint Claims. However, there was some tendency for results to be positive for those who had entered Joint Claims directly (flow cases) and negative for those who had a pre-existing claim converted (stock cases). The difference was especially marked for women, with more definite effects for those who had entered Joint Claims directly.

Few short-term effects were detected among couples. The effect appears to have evolved over time such that about five months after the introduction of Joint Claims, significant positive effects were detected. The direct effect of Joint Claims appeared to be to accelerate the exit from JSA for workless couples. However, little effect on job entry was evident.

In the short-term, the deterrent effect of Joint Claims was evident. It appears likely that some couples were ending their JSA spell rather than convert to a Joint Claim. Again, there is no evidence that this exit from JSA was accompanied by an increase in job entry.

The deterrent effect of Joint Claims appeared greater for ethnic minority couples and in this case those leaving JSA were more likely than white couples to have found work. For couples where one partner was aged 30 years or more, there is the suggestion that the direct effect of Joint Claims may have been smaller while the deterrent effect may have been greater, more often resulting in employment.

Conclusion

The results suggest that Joint Claims has developed over time to be effective in encouraging exits from JSA and that this has operated primarily through the influence on the female partner. Increased job search shortly after the introduction of Joint Claims may have manifested itself in increased job entry at a later stage. Another possibility is that, as Jobcentre staff grew more familiar with the Joint Claims process, they became better placed to deliver an effective service. Evidence suggests that there was a substantial degree of interview non-attendance in the months shortly after the introduction of Joint Claims.

The deterrent effect of Joint Claims on the stock of potential joint claimants was immediately observable. This is less informative in understanding the long-term impact of the policy since the stock of such couples will eventually disappear.

There are some possible effects that are not observed. A potentially important role of Joint Claims is that it would act as a springboard to labour market programmes for unemployed people. Of particular relevance here is the New Deal for Young People for which both partners will be eligible for after six months of unemployment if they are under 25 years of age. If a member of a couple is aged over 24 years, s/he become eligible for entry to New Deal 25 plus after 18 months.

The evaluation also provided some hints as to what might be the likely effects of extending the eligible age range for Joint Claims. This is of interest given the policy intention to include older couples. The results suggest that the long-term effects on such couples may be smaller than those detected for the current eligible group. However, this clearly needs to be considered in its own right when sufficient data are available.

Chapter 1   Introduction

1.1   An overview of Joint Claims for JSA

Under legislation that came into effect on 19 March 2001, the rules governing Jobseeker's Allowance (JSA) changed for certain couples. Previously, couples claiming (income-based) JSA received payment at an increased rate, yet only one partner (the claimant) was obliged to satisfy the labour market requirement of searching and being available for work. The new legislation removed this distinction between claimant and dependent partner and required both members in a couple without dependent children to meet JSA requirements. Hence, both partners in such couples are now required to seek and be available for work.

Only certain couples are required to make a Joint Claim, however. Specifically, the legislation affects couples without dependent children and where at least one partner is aged 18 or over and born after 19 March 1976. At the time of introduction, this age criterion translated into those couples with at least one partner aged between 18 and 24 years.

Joint Claims for JSA (hereafter, 'Joint Claims') was introduced with the aim of addressing the problem of workless households. Giving equal status to both partners means that the job search assistance provided to JSA claimants is now extended to both partners in a Joint Claims couple. Effectively, this brings a group of individuals closer to the labour market with the intention of increasing their chances of employment and consequently encouraging couples to move away from dependency on JSA.

1.2   The evaluation of Joint Claims

The extent to which this objective is met was the subject of evaluation. Both qualitative and quantitative analyses were carried out with the aim of achieving a fully-rounded understanding of the effect of Joint Claims. The qualitative strand of the evaluation comprised three elements:

- Pre-implementation analysis of potential joint claimants (Fielding and Bell, 2001)
- Case-study research on delivery (Fielding et al., 2001)
- Post-implementation analysis of joint claimants (Fielding and Bell, 2002)

The quantitative strand of the evaluation has been carried out in two phases, each reported on separately. The first report (Bonjour et al., 2001) provides a descriptive account of potential joint claimants and can be seen as the quantitative counterpart to the first qualitative report. This report is the second. It addresses the main evaluation question of the effect of Joint Claims but also includes a descriptive account of joint claimants, thus complementing the third qualitative report. Where appropriate, it attempts to

draw on the qualitative results to inform the interpretation of the quantitative findings.

1.3   Data used in the evaluation

Both survey and administrative data were used in carrying out the evaluation presented in this report. Survey data has the advantage that it provides much richer information than is available in administrative data. It also permits a detailed understanding of the characteristics of individuals in Joint Claims couples. The details of the survey design and implementation and a full listing of the questionnaire are contained in the accompanying technical report (Coleman and Wapshott, 2002). The requirement to interview both partners in a couple necessitated a complex survey design involving the use of proxy questions in those situations where only one partner was available for interview and a further interview was needed for the outstanding partner. In some cases, interviewers proved unable to contact the missing partner with the result that only proxy information was available for that partner. To ensure that those interviewed were representative of the population from which they were drawn, weights were derived using information from the full sample frame to restore the profile of those interviewed to that of the sample for three key characteristics: age, region and duration of unemployment. Details of the approach to deriving the weights are provided in Appendix 2.

Administrative data is useful since it allows evaluation to proceed on the basis of many more couples observed at different points in time. An evaluation database was constructed using administrative records drawn from periodic scans of JSAPS and LMS. A considerable amount of manipulation was required to construct this database, owing largely to the fact that there was a substantial degree of inconsistency between the two source datasets. A full description is provided in Appendix 1.

1.4   Structure of the report

The remainder of this report unfolds as follows. First, an intuitive account of the methodology used in deriving estimates of the effects of Joint Claims is given in Chapter 2. This covers a number of aspects, but a more technical discussion is included in Appendix 1. In Chapter 3, the Joint Claims population is described in terms of its key characteristics. This is not a repeat of the stage 1 quantitative report because it is based on actual rather than potential joint claimants, although the key differences between stage 1 and stage 2 are discussed. A full list of comparative tables is given in the Annex to this report. Experience of Joint Claims is considered in Chapter 4. The next two Chapters present the estimates of the effects of Joint Claims. In Chapter 5, the results based on survey data are presented. These include both individual and couple level effects. In Chapter 6, results based on the evaluation database are presented in order to set the survey estimates of Chapter 5 in the context of a longer time span. Chapter 7 pulls together the main findings and offers some conclusions.

Chapter 2 An overview of the methodology

Summary

- The estimates of the effect of Joint Claims are based on a difference-in-differences approach. This works by comparing changes among the Joint Claims population with changes among a comparison population

- There are two possible effects of Joint Claims: the direct effect and the deterrent effect. Only the direct effect can be considered for the flow cases. This is also true for stock cases when using survey data. With administrative data, both direct and deterrent effects influence the estimates. Stock and flow cases are considered separately.

- It is possible to use the administrative data to consider the evolution of effects over time. This is not possible with the survey data.

This chapter sets out the basic methodological framework that was used to estimate the effect of Joint Claims on changes in economic status. It is intended to provide an intuitive appreciation of the approach. There are some more technical issues that are not covered however. These are discussed in Appendix 1.

2.1 The difference-in-differences estimator

The same overall methodology was used throughout to address the main evaluation question. The basic idea is to compare changes in economic status before Joint Claims was introduced with changes after its introduction. These changes might be movements from unemployment to employment, for instance. Any differences can be ascribed to the effect of Joint Claims. However, a simple 'before-after' comparison like this can be misleading. If other factors – seasonality, for example, or changes in the overall economy making it more or less likely to find work - could have affected the comparison, the specific contribution of Joint Claims cannot be separately identified by this method. To address this, an estimate of what would have happened had Joint Claims not been introduced is needed. This can be achieved by considering a second group of couples who were not affected by Joint Claims. A before-after comparison for these couples can be used to proxy the 'no Joint Claims' scenario for those in the first group. This can be used to adjust the first before-after comparison such that the effect it captures can be attributed solely to Joint Claims. This is achieved by taking the difference between the two before-after differences. For obvious reasons, the resulting estimator is known as the difference-in-differences (DiD) estimator.

An example may serve to clarify. Table 2.1 presents some hypothetical figures on job entry. The first row relates to a 'treatment' group.[1] In the case of this evaluation the treatment group is those couples who were eligible for Joint Claims. The 'before' column indicates that, prior to the intervention (Joint Claims), 35 per cent of those couples would have found work within a given period of time. The 'after' column shows that this rose to a level of 55 per cent over the same period after the intervention. The resulting before-after comparison reports an increase of 20 percentage points. Repeating this for the control group yields a before-after estimate of 5 percentage points. This can be viewed as the increase that the treatment group would have experienced had the intervention not taken place. To arrive at an estimate of the specific effect on the treatment group of the intervention itself, this second difference needs to be deducted. Doing so results in the DiD estimator of 15 percentage points. The key assumption in this is that whatever external factors caused the 5 percentage point increase in the control group would, in the absence of Joint Claims, have led to a similar rise in the treatment group.

Table 2.1: **An illustration of the difference-in-differences estimator**

	Before	After	Difference
Treatment	35	55	20
Control	40	45	5
Difference in differences estimate:			**15**

In practice, these estimates are achieved in a regression framework which allows for the effect of other variables to be controlled for and therefore to identify the Joint Claims effect more precisely. It also allows the statistical significance of the estimates to be observed. However, this does not detract at all from the interpretation of the results as set out above. In the Joint Claims evaluation, the control group comprised couples without dependent children who were claiming JSA(IB) at the increased rate for a dependent partner and where neither partner was aged between 18 and 24 years, but at least one partner was aged between 27 and 35 years.

2.2   The possible effects of Joint Claims

In trying to evaluate the effect of Joint Claims, it is important to be aware of its possible effects. There are two aspects that are explored in the analysis that follows. First, there is the 'direct' effect – the extent to which the economic behaviour of joint claimant couples is affected by the changed JSA environment brought about by the introduction of the legislation. Second, there is the 'deterrent' effect. It may be that one consequence of Joint Claims is that couples take action in order to avoid its requirements. As an example of this, consider the case of a sole-earner couple faced with imminent job-loss. Pre-Joint Claims, a spell claiming JSA might have ensued until finding a new job. Post-Joint Claims, should the aversion to the idea of both partners

---

[1] This terminology is standard in the evaluation literature.

having to look for work be sufficiently strong, there may be increased job search effort in order to avoid this.

It is not possible to observe the deterrent effect operating in this way on couples in work. This is because such couples would not be observed in unemployment records. All that can be estimated for couples entering Joint Claims (the flow) is the direct effect. However, those couples who were eligible for Joint Claims at the time of its introduction (the 'stock') are recorded in unemployment records, and for them the deterrent effect may be an important influence. For those stock couples who convert to Joint Claims, the only detectable effect thereafter is the direct effect. However, Joint Claims may cause a proportion of the stock couples to exit from JSA before converting. This may be for a number of reasons. Fraudulently claiming for a non-existent partner is one possibility for which some anecdotal evidence exists. The Joint Claims requirement for both partners to attend interviews makes this type of fraud more difficult to achieve. Consequently, the change in legislation might 'shake-out' such fraudulent claims. Other scenarios are possible. For example, couples with an existing JSA claim may increase jobsearch activity or switch to other benefits as a result of notification of the need to convert to Joint Claims. Whatever the reason, the extent of the deterrent effect is examined in the later analysis. As a general comment, however, this evaluation can only report on the size of any observed effect and not on the causes.

In view of this difference between stock and flow in the effects that Joint Claims could have, they are considered separately in the evaluation. Furthermore, there are differences between the approaches taken when analysing the survey data compared with the administrative data. Using administrative records, it is possible to accurately identify the stock of claimants when Joint Claims was introduced. Hence, those who go on to become joint claimants and those who exit JSA before becoming joint claimants are similarly observed. With the survey data, the second stage sample was drawn from records of joint claimants, so it is not possible to observe those stock couples who exited JSA before converting to Joint Claims. This distinction implies that the results relating to the stock should be interpreted differently when using survey and administrative data. More specifically, the survey data only permits the direct effects on those stock who converted to Joint Claims to be observed.

The analyses performed on the administrative data and the survey data are also different with regard to the period to which the evaluation relates. The survey data comprises a single pre-Joint Claims sample and a single post-Joint Claims sample. The administrative data on the other hand comprises a number of snapshots. This means that it is possible to use the administrative data to estimate effects as they evolve over time. Of particular interest are those administrative snapshots that correspond to the survey sample dates since they allow the survey results to be seen in a broader context.

As a final comment on the methodology, it is worth noting that this evaluation differs from many others in that there is explicit recognition of the impact of

the legislation at both the level of the individual and the level of the couple. This extra dimension introduces some considerable complexity into the analysis and also offers a wider range of outcomes of interest. For example, in addition to considering whether individuals are more likely to enter employment as a result of Joint Claims, the question of whether couples are more likely to leave worklessness is also of interest. In view of this, attention is given to couple-level as well as individual-level results. Furthermore, outcomes at the individual level are likely to be inter-related. It is a well-established empirical finding that the employment status of men has an important influence on that of their partners. Additionally, partners within a couple tend to be similar in terms of their work-related characteristics. [2] These points are all important to bear in mind when interpreting findings.

---

[2] See Dorsett (2001a, 2001b) for recent evidence to this effect.

Chapter 3 Joint claimants – key characteristics

Summary

- Men tended to be older than their partners (average age - 24 years). In many cases, the partnership was only recently formed and few (one fifth) were married. About one tenth of men and women were from a minority ethnic group.

- One third of men and one fifth of women had no qualifications. About one fifth had basic skills problems. The majority of respondents reported good health and only a small proportion had caring responsibilities. Insufficient qualifications and experience were the main barriers to work. A quarter of men and nearly a third of women felt they faced no particular barriers. Men had more work experience and one in five women had never worked.

- A third of couples were not workless when interviewed. In a tenth of couples, both partners were in work. Men tended to work longer hours than women and also to earn slightly more. Jobs had most often been found through informal networks. The Jobcentre was also important, especially for men.

- Only half the women who were out of work were actively seeking employment. This was most commonly due to pregnancy or having had a baby. Only about half of women out of work had looked for work in the nine months prior to interview.

- Characteristics were fairly similar to those of the pre-Joint Claims population. Fewer men claimed JSA or Housing Benefit but more women claimed Housing Benefit or Council Tax rebates. Work was more common, especially for women and average pay and hours were unchanged. There was also an increase in female use of private recruitment firms. The share of women seeking and available for work grew. Women were more confident of finding work and more flexible in their approach. There was an increase in the number of jobsearch methods used, but no change in the number of job applications.

In this chapter, the Joint Claims population sampled in May 2001 is described (quantitative stage 2 survey). There are two aspects to this. First, the key characteristics of the population are described. This analysis is helpful in understanding the client group at which the legislation is aimed. It is selective evidence however and not a repetition of the first stage quantitative report. In fact, many characteristics were relatively stable across the two surveys. The second aspect of the chapter explores this and reports the main differences between the stage 1 and stage 2 surveys. This takes the form of a

commentary summarising the changes and referencing the full set of comparative tables which, because of their size, are contained in the Annex to this report.

3.1   Personal characteristics

Table 3.1 shows the age distribution of Joint Claims couples. It can be seen that men tended to be older with an average age of 24 years, while for women the average age was 20 years. From inspection of the age distributions, it is clear that it was more commonly the woman's age that rendered the couple eligible for Joint Claims. In fact, about 35 per cent of the men were older than 25 years. Women were most commonly aged between 18 and 19 years.

Table 3.1: Age

	Stage 2 Survey	
	Male	Female
Average	24.2	20.4
Under 18	1.2	6.1
18	5.7	19.1
19	8.2	19.3
20	10.5	15.2
21	11.8	12.6
22	9.6	7.7
23	8.0	8.0
24	9.2	7.0
25-30	23.8	3.6
Over 30	11.8	1.4
Unweighted base	482	482

Weighted column per cent

This disparity of ages is examined more closely in Table 3.2. This shows that, although two-fifths of couples comprised partners whose ages differed by no more than two years, it was more common for men to be older than their partners. While a fifth of men were some three to four years older than their partner, in about a third of cases the difference was five or more years.

Table 3.2: Age difference within couples

	Stage 2 Survey
	Couple
Female 5+ years older	2.6
Female 3-4 years older	3.1
Age difference of 2 years or less	40.5
Male 3-4 years older	19.5
Male 5+ years older	34.2
Unweighted base	482

Weighted column per cent

Table 3.3 shows that only a fifth of couples were married. Many of the partnerships were relatively recent; less than half had existed for more than a year at the time of sampling. About one quarter had been living together for less than three months. This is not too surprising given the young age of at least one partner in the couple.

Table 3.3: Type and duration of partnership

	Stage 2 Survey	
	Male	Female
Marital Status		
Married	20.8	20.6
Not married, but cohabiting/living as a couple	79.2	79.4
How long living together at sample date (months)		
Up to 3 months	26.2	27.5
4 – 6 months	11.4	12.1
7 – 12 months	20.2	19.2
13 – 24 months	18.6	20.5
Over 2 years	23.2	20.6
Unweighted base	480	481

Weighted column per cent. Note that the responses for men and women should, in theory, be identical. The fact that they are not indicates a small degree of reporting error.

Table 3.4 considers ethnic group. Twelve per cent of men and ten per cent of women were from a minority ethnic group. Those of Pakistani origin were most common, accounting for five per cent of all couples and just a little under half of all minority ethnic groups. The distribution for men and women was very similar, presumably reflecting a tendency for partners to be from a similar ethnic group.

Table 3.4: Ethnicity

| | Stage 2 Survey | |
	Male	Female
White	87.7	89.6
Black – Caribbean	0.2	0.7
Black – African	0.6	0.0
Black – Other (specify)	1.5	0.0
Indian	0.7	0.6
Pakistani	5.6	4.8
Bangladeshi	1.6	1.7
Other	2.2	2.0
Unweighted base	482	480

Weighted column per cent

The religious beliefs of respondents are considered in Table 3.5. About a third of men and women held religious convictions, with roughly 70 per cent of these Christian. The only other religion that was well represented among the couples was Islam, cited by more than a quarter of the men and women who stated that they had a religion. This reflects the high representation noted above of those of Pakistani origin. However, respondents generally felt that religion was largely irrelevant to the way they lived their everyday lives. Overall, four-fifths of men and women felt that religion was either not at all or not very important to the way they lived their life.

Table 3.5: Religion

| | Stage 2 Survey | |
	Male	Female
Whether individual has a religion or church	33.2	33.8
Unweighted base	481	477
Which religion is that?		
Sikh	1.0	1.1
Muslim	28.5	24.6
Christian	69.0	72.9
Other	1.5	1.4
Unweighted base	159	161
Importance of religion to everyday life		
Not at all important	61.3	51.0
Not very important	19.1	28.3
Fairly important	8.5	9.7
Very important	10.7	10.8
Unweighted base	480	481

Weighted column per cent

3.2   Human capital

The age of leaving education is considered in Table 3.6. Most (two-fifths of men and nearly half of women) left school at the age of 16. A substantial minority of men (about one fifth) left school before this time; almost twice as high a proportion as for women. Furthermore, a third of men and two-fifths of women subsequently returned to full-time higher or further education. Taking this into account, more than half of men and women engaged in full-time education beyond the age of 16 years. Similarly, on this basis, only 15 per cent of men and 10 per cent of women finished full-time study before the age of 16 years.

Table 3.6: Length of time in education

	Stage 2 Survey	
	Male	Female
Age left school/sixth form college:		
under 16	20.2	12.3
16	41.7	47.8
17-18	28.1	31.6
over 18	8.7	7.2
Return to full-time further or higher education	32.0	40.6
Age left full-time education:		
under 16	14.7	9.5
16	30.6	31.9
17-18	30.3	37.0
over 18	23.1	20.5
Unweighted base	482	482

Weighted column per cent

The extent to which individuals were successful in gaining qualifications is shown in Table 3.7.   This shows the highest level of qualification held, with academic and vocational qualifications converted to their equivalent National Vocational Qualification (NVQ) level. Most held a qualification of some description but 32 per cent of men and 22 per cent of women reported having no qualifications. Most commonly, the highest qualification held was equivalent to NVQ level 2. This was true for both men and women. The highest category of qualification, equivalent to NVQ level 4 or above, was held by nine per cent of men, and six per cent of women.

Table 3.7: Highest level of qualification (NVQ equivalent)

	Stage 2 Survey	
	Male	Female
NVQ4 or higher	8.5	6.1
NVQ3	14.9	17.8
NVQ2	28.9	35.3
NVQ1	13.1	17.0
Other qualifications	2.6	1.5
No qualifications	32.0	22.0
Unweighted base	482	481

Weighted column per cent

Other aspects of human capital are also important and these are presented in Table 3.8. In terms of literacy, most did not feel they had problems with reading or writing English. Overall, 81 per cent of men and 86 per cent of women reported no such problems. However, 14 per cent of men had problems with reading and a similar proportion with writing English. For women, the corresponding proportions were about half those for men. While men were slightly more likely than women to report literacy problems, both sexes were equally likely to report numeracy problems. Overall, about a fifth of men and women had either a literacy or numeracy problem and a much smaller proportion (seven per cent for men, five per cent for women) had both. Finally, Table 3.8 shows the proportion of the sample who could drive and who had access to a vehicle. This is significant since having a driver's license is often found to be correlated with improved employment prospects. More men than women held a driver's licence (32 per cent compared with 12 per cent of women). Of those who could drive, three-fifths of the men and two-thirds of the women had access to a motor vehicle of some description.

Table 3.8: Other human capital

	Stage 2 Survey	
	Male	Female
Literacy problems		
Yes, reading English	14.4	7.9
Yes, writing English	14.3	7.1
Yes, because English is not my first language	3.7	3.8
No	81.0	86.0
Numeracy problems	9.4	9.3
Literacy or numeracy problems	21.4	18.3
Literacy and numeracy problems	7.0	4.9
Current full driving licence	32.4	12.3
- If yes, whether has access to motor vehicle	61.5	67.9
Unweighted base	482	482

Weighted column per cent

3.3 Benefits

Respondents were asked to list the benefits they received personally, rather than as a couple. This was asked both for benefits related to sickness and benefits that were not related to sickness. Only five and eight per cent of men and women respectively claimed any kind of sickness-related benefit, so these results are not presented. Instead, Table 3.9 presents the results for those benefits not related to sickness. At the time of interview, 50 per cent of men and 42 per cent of women said they were claiming JSA. This translated into two-thirds of couples receiving JSA. Of these, the majority were claiming income-based JSA. The other major benefits were housing-related. Housing benefit/rent rebates were claimed by 56 per cent of men, and 53 per cent of women, and Council Tax rebates were claimed by 53 per cent of men and 49 per cent of women. Roughly two-thirds of couples received Housing Benefit and a similar proportion received Council Tax Rebates. Only 27 per cent of men and 29 per cent of women stated that they were not claiming any general benefits. About a fifth of couples received none of the stated benefits at the time of interview.

Table 3.9: Non-sickness-related benefits receipt

	Stage 2 Survey		
	Male	Female	Either
Housing Benefit (Rent Rebate)	55.9	53.1	67.0
Council Tax Rebates	52.9	48.5	63.6
Income Support	10.9	11.5	14.5
Family Credit	0.4	0.4	0.6
Jobseeker's Allowance, of which	50.2	42.0	67.0
- Contributions based JSA	13.9	14.4	
- Income based JSA	71.5	69.8	
- Don't know	14.6	15.8	
Child Benefit	3.1	7.5	8.3
Maternity Allowance	0.2	1.7	1.9
Widow's Benefit	0.4	0.8	1.2
Government Training Allowance	0.5	0.9	1.4
New Deal Allowance	2.8	2.5	4.8
Working Families Tax Credit	0.3	0.3	0.4
None of these	27.0	29.3	18.7
Unweighted base	482	482	482

Weighted column per cent

3.4 Barriers to work

The health of those surveyed is shown in Table 3.10. The majority rated their health somewhere between good and excellent. Only a small proportion of men and women stated that their health was poor. This is to be expected given the youth of the sample. However, 17 per cent of men and 21 per cent of women felt their health to be either fair or poor. Between a fifth and a quarter of men and women reported having health problems or disabilities

which they expected to last more than a year. Where these long-term health problems existed, they generally affected the kind or amount of work that could be undertaken. This was true for three-quarters of men and four-fifths of women. Aside from these current health problems, 12 per cent of men and 17 per cent of women had had a long-term health problem at some point in the past.

Table 3.10: Health

	Stage 2 Survey	
	Male	Female
General level of self-reported health		
Excellent	28.8	20.3
Very good	30.7	32.3
Good	23.8	26.4
Fair	12.3	13.3
Poor	4.4	7.6
Long-term health problem or disability	21.7	24.2
- if yes, whether it affects type or amount of work possible	73.4	80.1
Ever had any other long-term health problem or disability	12.3	16.7
Unweighted base	482	482

While health considerations can affect availability for work, the same is true of caring considerations. Furthermore, such responsibilities are relevant not only in their consequences for employment search and availability, but also as some joint claimants with substantial caring responsibilities can be excused from the JSA requirement to be available and actively seeking work.[3] Table 3.11 shows that a small proportion performed caring duties, seven per cent of men and six per cent of women.   Most commonly, this amounted to less than ten hours per week; this was true for more than half the men and women with caring responsibilities. However, for both men and women, about a third of those with caring responsibilities felt it affected the kind or amount of work they could do. While this is based on a small number of cases, its consistency with the first stage findings suggests it is not a spurious result.

---

[3] To qualify for excusal, carers must regularly and substantially care for someone else for at least 35 hours per week and either the carer must be in receipt of ICA (Invalid Care Allowance) or the person they care for in receipt of DLA (Disability Living Allowance) or AA (Attendance Allowance).

Table 3.11: Caring responsibilities

	Stage 2 Survey	
	Male	Female
Whether respondent has caring responsibilities	6.7	5.5
Unweighted base	482	482
Number of hours caring per week		
Up to 10 hours	54.8	56.7
11-20 hours	18.0	17.5
21-30 hours	10.3	7.5
31-40 hours	4.9	4.8
Over 40 hours	12.0	13.5
Whether caring affects type or amount of work possible	30.4	33.4
Unweighted base	33	28

Weighted column per cent

Respondents were asked to state other factors that made it difficult to work. Table 3.12 shows that, for both men and women, insufficient qualifications and experience were the main problems, followed by the difficulty of finding suitable work (more important for men than for women) and problems associated with travelling to work. Women were more likely than men to state that their health presented an obstacle to finding work. A substantial proportion of men felt they were unlikely to get a job because of having a criminal record. However, a quarter of men and nearly a third of women felt that there was nothing in particular that made it difficult for them to work.

Table 3.12: Things that make it difficult to work

	Stage 2 Survey	
	Male	Female
Availability of kind of work that would suit me	31.3	25.1
Poor sickness record	4.0	5.7
Health problems	8.0	14.0
My confidence about working is low	12.5	14.5
Insufficient qualifications and experience	41.4	39.4
My partner/family doesn't want me to work	1.4	2.3
My/our religious or cultural beliefs	0.6	0.6
Other people's prejudices	5.3	3.2
Travelling to work would be difficult	25.6	25.2
Criminal record	16.5	1.7
No difficulties	25.0	30.6
Unweighted base	482	482

Weighted column per cent

3.5 Current employment status

Respondents were asked to consider their activity in the week prior to interview. This is presented in Table 3.13. Whereas the results presented so

far have largely been at the level of the individual, couple-level information is also of interest for employment. Consequently there are four columns of results in Table 3.13. The third column indicates the proportion of couples for whom either of the partners was characterised by a given activity, while the fourth column indicates the proportion of couples for whom both partners were involved in a given activity.

Considering those in employment, it is clear that working 30 or more hours per week was more common than working shorter hours. Twenty-three per cent of men and 19 per cent of women had any kind of work. Nearly a third of couples were not workless by the time of interview. That is, in a third of cases one or other partner had work of some description at the point of interview. Furthermore, in a tenth of cases both partners in couples were in work

Some caution should be exercised when considering these results. First, there is the potential for ambiguity in how individuals choose to categorise themselves. For example, somebody on the employment option of the New Deal for Young People may choose to categorise him/herself as either an employee or as being on the New Deal. Second, it is not immediate that the results indicate a move away from worklessness. It is permissible to work less than 16 hours per week and still receive JSA and individuals working at this level may have also been doing so at the point of sampling. Hence, it is not possible, on the basis of these results alone, to interpret this as a change since the time of sampling.

The other main results in Table 3.13 are that in three-fifths of cases couples were claiming JSA and that about a tenth of men and women were unemployed but not claiming JSA. The only other sizeable category is that of looking after the home, children or other relatives; a tenth of women gave this as their activity.

Table 3.13: Activity in the week prior to interview

	Stage 2 Survey			
	Male	Female	Either	Both
Employee – 30+ hours per week	16.1	10.3	20.9	5.5
Employee – 24-29 hours per week	1.5	1.6	3.1	0.0
Employee – 16-23 hours per week	3.0	3.0	5.4	0.7
Employee – 1-15 hours per week	1.6	3.9	5.4	0.2
Self-employed	0.7	0.2	0.7	0.2
All work(employees and self-employed)	22.9	19.0	32.0	10.0
New Deal or other government programme	6.8	5.3	11.3	0.8
Full-time education or training	0.0	0.9	0.9	0.0
Unemployed, couple claiming JSA	51.0	44.2	60.0	35.2
Unemployed, couple not claiming JSA	11.4	9.4	18.1	2.7
Long-term sick, injured or disabled	2.5	2.7	4.9	0.3
Temporarily sick or injured, or pregnant - no job	2.5	7.7	9.8	0.4
Looking after the home, children, or relatives	1.3	10.3	10.9	0.7
Unweighted base	482	482	482	482

Weighted column per cent

A useful counterpoint to current status is the proportion of time spent in employment since the sample date. This gives an impression of the permanence of employment. It should be remembered that interviews were carried out some 16-25 weeks after the point of sampling. Each row in Table 3.14 shows the proportion of time working at or above a specified number of hours per week. The rows consider progressively fewer hours and consequently the definition broadens with each successive row. The results reflect the tendency for men to work longer hours than women. The final column in Table 3.14 presents the proportion of time for which couples as a whole had at least one partner with employment at the specified level. For the average couple, thirty per cent of the days since the sample date could be accounted for by some kind of employment for either partner.

Table 3.14: Proportion of time in employment since the sample date

	Stage 2 Survey		
	Male	Female	Either
% days employed 30+ hours	15.3	9.0	19.2
% days employed 24+ hours	16.7	10.5	21.3
% days employed 16+ hours	18.7	13.3	24.8
% days employed any hours	20.0	16.8	29.2
% days employed or self-employed	20.9	17.1	30.2
Unweighted base	482	482	482

Weighted column per cent

3.6   Characteristics of most recent employment

Table 3.15 presents the occupation in the current or most recent job since the sample date. The most commonly described work role was 'elementary' occupations, held by half the men and a third of the women. This is a very diverse grouping of generally low-skill job types. 'Skilled trades occupations' and 'process, plant and machine operatives' were the only other sizeable categories for men, accounting together for 28 per cent of all occupations. Women tended to be in different occupations. A quarter of women worked in sales and customer service and a fifth in administrative and secretarial occupations.   Just over a tenth of women worked in personal service occupations.

Table 3.15: Occupation in most recent job

	Stage 2 Survey	
	Male	Female
Managers and Senior Officials	1.5	0.0
Professional	2.5	0.0
Associate professional & technical	1.2	4.6
Administrative and Secretarial Occupations	4.9	19.0
Skilled Trades Occupations	15.6	3.8
Personal Service Occupations	4.5	12.0
Sales and Customer Service Occupations	5.1	25.7
Process, Plant and Machine Operatives	12.3	0.6
Elementary Occupations	52.5	34.3
Unweighted base	163	125

Weighted column per cent. Note: SOC 2000 1 digit code.

An important indicator of the quality of jobs is their level of pay. The hourly take-home pay for workers is shown in Table 3.16. As a pertinent reference point, it should be noted that the minimum wage at this time was £3.70 per hour, or £3.20 for 18-20 year olds. The results show that, on average, both men and women received more than the national minimum wage. Men tended to be paid at a higher rate, with their average remuneration being £4.17 per hour compared to an average of £3.88 per hour for women.

Table 3.16: Hourly take home pay rate for work

	Stage 2 Survey	
	Male	Female
Average	4.17	3.88
Below £3	14.3	13.7
£3.00-£3.99	37.7	45.5
£4.00-£4.99	25.9	27.9
£5.00-£5.99	13.6	8.2
£6 and over	8.5	4.6
Unweighted base	148	118

weighted column per cent. Note that this table considers take home pay after deductions for tax and national insurance but including overtime pay, bonus, commission and tips.

Table 3.17 considers how those in work found out about their job. Most common was to hear about the job from a friend, relative, colleague or trade union. This accounted for roughly one in three. Twenty-eight per cent of men had found out about their most recent job through the Jobcentre. The corresponding percentage for women was 19 per cent. For both, the display boards were the main source of information. About a tenth of men had first seen their job advertised in the local paper. This was more common for women (17 per cent). Finally, eight per cent of men and a slightly higher proportion of women had contacted the employer direct.

Table 3.17: Job search method which led to most recent job

	Stage 2 Survey	
	Male	Female
Saw advert in local paper	10.9	16.9
Saw advert in national newspaper/magazine	1.5	0.0
Saw advert in shop window/noticeboard	0.0	7.3
From a private employment/recruitment agency	9.4	11.5
Jobcentre - saw vacancy on display	16.5	11.5
Jobcentre - heard about vacancy from staff	3.0	0.0
Jobcentre - used touch screen display (or Jobpoint)	8.3	7.2
Telephoned the ES direct job finding service	1.0	1.0
Contacted employer direct (by telephone, letter or visit)	7.9	10.4
From a friend, relative, colleague or trade union	32.0	30.9
From a Jobclub or careers office	1.0	2.5
Advertised for a job	0.8	0.0
Through a training course	0.0	0.7
Word of mouth	1.5	0.0
From previous employer/transfer	0.7	0.0
Off my own back	0.7	0.0
from the internet/job websites	0.4	0.0
Other	3.1	0.0
Unweighted base	164	126

weighted column per cent

3.7   Experience of employment

The first row in Table 3.18 shows the proportion who had had any employment since May 2001. This amounts to approximately a third of men and a quarter of women. The second row shows those who last worked some time in 2001 but before May 2001. Together, these two rows show that about half of men and two-fifths of women had worked at some point in 2001. For those who had not worked since this point, most common was to have worked in 2000. Overall, the first three rows show that three quarters of men and two-thirds of women had worked at some point since 2000. Hence, for most people the last period of work was a relatively recent experience. Most of the difference between men and women was due to the fact that three times as many women as men had never worked. This accounted for one in five women. Excluding those who had never worked, four-fifths of both men and women had worked at some point since 2000.

Table 3.18: Length of time since last employment

	Stage 2 Survey	
	Male	Female
Whether last worked:		
- After sample date	34.7	25.1
- In 2001, before sample date	14.5	13.2
- In 2000	26.1	25.4
- In 1999	6.6	4.9
- In 1998	3.6	2.7
- Before 1998	8.0	9.1
- Never worked	6.6	19.6
Unweighted base	482	482

Weighted column per cent

It is also possible to examine the proportion of time spent in employment over the period 1998-2000. This gives another insight into the degree of work experience among the Joint Claims population. As an overall comment, Table 3.19 shows that that men had accumulated more work experience than women. This is not surprising considering the relatively high proportion of women who had never worked. However, the results in Table 3.19 are likely to be an under-estimate of the true difference in work background between the sexes since no account is taken of the number of hours worked per week in this definition of employment. The greater tendency for women to work part-time has already been noted. Hence, the impression of men's greater accumulation of work experience is compounded by the fact that the time that they did spend in employment is likely to have been in jobs involving more hours per week than those in which women worked. Table 3.19 also shows that 18 per cent of men and 32 per cent of women were not employed at any time over the period 1998-2000. For some respondents, full-time education may be the reason for not working over this period. This is particularly likely to be the case for women who were, on average, younger than their partners.

Table 3.19: proportion of time in employment, 1998-2000

	Stage 2 Survey	
	Male	Female
None	18.4	31.6
Up to 20 per cent	19.6	17.2
20-40 per cent	14.3	17.9
40-60 per cent	16.0	12.1
60-80 per cent	12.6	9.6
80-100 per cent	19.1	11.6
Unweighted base	482	482

Weighted column per cent

3.8   Job search

Examining job search for those without work helps understand how individuals approach the task of finding work. Table 3.20 shows that 85 per cent of men who were out of work had been actively looking for work at some point in the four weeks preceding the interview. The level among women was much lower at roughly half. These levels rise if attention is restricted to joint claimant couples. Specifically, 92 per cent of Joint Claims men and 65 per cent of Joint Claims women reported that they were actively looking for work. There was no real difference between men and women who were searching in their availability, however; almost all were available to start within two weeks. Hence, it appears that individuals did not engage in job search unless they were in a position to take up employment almost immediately. Of those who were not working, three-quarters of men stated that they would like to have a paid job at the moment. The level for women was lower at just under two-fifths. Although the figure for men was based on a small number of respondents, the fact that it tallies closely with the corresponding stage 1 result suggests it is not a spurious finding.

Table 3.20: Job search and availability – individuals without work

	Stage 2 Survey	
	Men	Women
Actively looking for paid work	85.3	52.3
of which:		
Available to start within 2 weeks	95.4	98.0
Unweighted base	357	385
if not looking and not working:		
Would like to have a paid job at the moment	74.7	37.5
Unweighted base	53	181

Weighted column per cent

Table 3.21 shows that the most common reasons given by men for not looking for work were health-related. This accounted for nearly half the men. For women, the predominant reason was pregnancy or just having had a baby. This was cited by more than half the women. A further fifth of women stated that they were not looking for work as they were looking after the home. Health-related issues were less relevant for women, accounting for only a tenth of responses. Men were much more likely than women to be on a government scheme or training course. This may be a legacy of the pre-Joint Claims scenario of just one partner claiming JSA and the eligibility criteria for New Deal. Since this was most commonly the male partner, men were more likely to have accumulated sufficient JSA experience to qualify them for New Deal. Finally, men were more likely than women to be caring for a sick or disabled relative.

Table 3.21: Main reasons for not looking for work– individuals without work

	Stage 2 Survey	
	Men	Women
Long term sickness/incapacity/disability	27.2	11.1
Temporarily sick/injured	19.7	10.0
On a government scheme/training course	14.0	0.8
Looking after the home	5.8	19.8
Studying (in term time)	3.8	2.4
Pregnancy/had a baby	-	54.5
Caring responsibilities	11.4	2.9
Unweighted base	53	181

Weighted column per cent

Finally in this section, attention turns to the question of how long it had been since those out of work and not actively seeking work had been engaged in job search. Table 3.22 shows that never having looked for work was fairly uncommon, applying only to a tenth of women and hardly any men. However, many women had not been involved in recent job search. In fact, only about half of those who were out of work had looked for work in the nine months prior to the interview. Only one in twenty out of work women had looked for work within one month of the interview.

Table 3.22: When last actively looked for paid work

	Stage 2 Survey	
	Male	Female
Less than 1 month before the interview	16.4	4.9
At least 1 month ago, but less than 3 months ago	21.2	14.7
At least 3 months ago, but less than 6 months ago	22.5	18.8
At least 6 months ago, but less than 9 months ago	12.8	14.7
At least 9 months ago	22.8	37.9
Never looked for work	4.4	9.2
Unweighted base	48	170

Weighted column per cent

3.9   Differences between the stage 1 and stage 2 surveys

This section compares the characteristics of potential joint claimants before the introduction of Joint Claims with actual claimants after the introduction. All questions from the first survey were repeated in the second survey and in almost all instances the questions in the two surveys were identical. The first stage survey took place 15-22 weeks after couples were identified as eligible for Joint Claims in October 2000, and the second stage survey took place 16-25 weeks after couples were observed in the Joint Claims population in May 2001.

The aim of this section is to report the changes between the two stages. Those things that remained unchanged do not feature. However, a full set of comparative tables appears in the Annex to this report. These tables should be consulted if one is interested in the detail of the changes; the intention in this section is just to provide an overview. It is important to recall that the data is not longitudinal but that different people were interviewed at each survey. In the commentary that follows, the approach adopted is to discuss the second stage results relative to the first stage.

3.9.1 Personal characteristics

Although the average age was unchanged, the age distribution for women had been shuffled somewhat, with fewer women under 18, more aged 20 and fewer aged 22. Slightly fewer couples had children at stage 2. Furthermore, the age of children had shifted to recent births, with far fewer children close to 6 months old. This is reflected in a fall in average household size. There were slightly fewer couples who were workless. However, it should be kept in mind that the surveys were carried out at different times in the economic cycle, and this is not controlled for here. Those interested in employment effects should refer to the later chapters.

There were quite marked differences in the regional distribution of couples. In particular, fewer couples were observed in London and the South East. In fact, the Joint Claims population is increasingly different to that of the general population, with Joint Claims couples even less often in London and the South East at stage 2, and more common in Yorkshire and Humberside.

3.9.2 Human capital

It was mainly among women that there had been a change in educational background. It was less common at stage 2 for women to have left school before age 16 and more common to have left at age 16. However, women also more often returned to education after first leaving school and this is reflected in the overall age they had left education, which shifted from under 16 to 17 or 18. In keeping with this, fewer women had no qualifications at all. Instead, more women had the equivalent of NVQ3 qualifications, albeit with fewer achieving NVQ4 or higher. For men, fewer had NVQ1 qualifications, but this adjustment was well spread for all higher qualification levels.

3.9.3 Benefits

Some strong changes were evident when considering benefits. Far fewer men claimed housing benefit or JSA but more were on Income Support or claiming no benefit. Among women, more claimed help for accommodation such as housing benefit and council tax rebates. The type of JSA claimed shifted for both men and women. While fewer men claimed JSA, this was

accompanied by a shift amongst both men and women JSA claimants towards income-based JSA. This is expected since it is income-based JSA that qualifies the couple for Joint Claims, and the stage 2 sample was drawn from records of joint claimants.

Health-related benefits continued to be claimed by only a small proportion of individuals within couples. However, there was a small increase in the proportion of women claiming these benefits. This was mainly accounted for by claims for Incapacity Benefit or Disability Living Allowance.

3.9.4 Barriers to work

There was little change in self-reported health, although men reported slightly fewer long-term health problems that would affect them over the coming year. Among women who reported long-term health problems, it was more common for poor health to affect their ability to work.

3.9.5 Current employment status

There were notable differences in current activity between stages 1 and 2. Work of 30 or more hours per week was more common at stage 2. This was true for both men and women. Consequently, there was a higher proportion of couples with either or both partners in work of at least 30 hours per week. For all types of work, women had the greatest increase. Correspondingly, fewer couples reported being unemployed and claiming JSA. There was also a rise in those couples where either partner was unemployed but not claiming JSA. This reflects a shift to Income Support or away from benefit altogether. There was also a fall in participation in government programmes for men.

Far fewer respondents reported that they were working 16 or more hours per week at the time of sampling at stage 2. This may be partially due to the impact of Joint Claims via increased contact with claimants and updating of administrative information. Generally, a pattern of taking longer to move into work is evident. This is particularly notable when considering the proportion not entering work until three or more months after sampling. However, there was a general increase in the share of time in work after Joint Claims. The rise is most evident for couples where either partner was employed, and where work is of any hours or type.

3.9.6 Experience of most recent employment

Comparing when respondents last worked is complicated because of the lag in timing. For example, although both surveys recorded information about work in 2000, this was less recent for the second survey. The share who had experienced work since sampled had risen strongly for both men and women, in line with other results already discussed. The proportion who had never worked was stable for men, but fell very slightly for women.

3.9.7 Characteristics of most recent employment

A shift in the distribution of occupations is evident for both men and women. Fewer men had administrative/secretarial and process, plant/machine operative jobs and a strong concentration developed within elementary occupations (generally low skill jobs such as labourers, hospital porters, car park attendants etc). Women also had strong growth in elementary jobs, but generally had quite a different pattern of changes. There was a strong rise in administrative/secretarial jobs, with falls in personal service and sales/customer service jobs. For men, occupations became more concentrated and lower skilled. For women, occupations became more dispersed and generally higher skilled.

The industry of last employment also showed some strong changes. For men, more jobs were in manufacturing and real estate/renting/business activities, while fewer were in wholesale/retail trade and vehicle repairs. Amongst women, fewer jobs were in wholesale/retail trade and education but more were in hotels/restaurants. The shift in industries might reflect the altered regional distribution in the surveys, as industry is strongly regional in character.

In terms of measures of job quality, fewer women had had supervisory jobs at stage 2. Average pay was fairly stable for both men and women but there were some distributional changes. For men, the share getting the top pay of six pounds per hour or more fell slightly, while for women there was a strong shift from all other pay to the middle of the distribution between four to five pounds an hour. A similar pattern was seen with hours: average levels were unchanged but the distribution had altered. Fewer men worked up to 16 hours a week. For women, there was a move to full-time hours.

There was also an increase in the proportion of women with seasonal/temporary/casual work contracts. This shift for women brought their share of permanent contracts into line with that of men whereas previously women had held higher levels of permanent contract. Finally, there were fewer men in jobs that were government programme placements at stage 2.

There were some changes in how the respondents had found out about their most recent job. For men, there were changes in how the Jobcentre was used. Fewer men heard from Jobcentre staff but instead had used Jobpoints (touchscreen-displays) at the Jobcentre. Women had also used Jobpoints. For women, more changes were evident after Joint Claims. More women used private recruitment firms, so that the share of women who had successfully used these came into line with that of men. However, fewer women saw vacancies on display at the Jobcentre, and fewer contacted employers direct. The coincident falls in other Jobcentre methods together with the rise in Jobpoint use is indicative of this method substituting rather than adding to successful search methods.

3.9.8 Job search

Although the shares of men and women looking for work had not changed significantly, the share of women available for work had risen by stage 2. This is unsurprising since Joint Claims requires availability for work. However, it is possibly also linked to other changes, such as being less likely to have children, as discussed earlier. Of those women not searching for work, more wanted a paid job. This partially supports qualitative findings that there was a shift in attitude among women with more enthusiasm towards work.[4]

For those women not looking for work, illness, temporary or long-term, was more often given as the reason. Fewer mentioned looking after the home as a reason for not seeking work. This possibly hints at a shift in attitude with more enthusiasm towards work outside the home except when facing real barriers. Women were more likely to report that they would look for work when their children were older or could go to school/crèche/nursery however.

At stage 2, far fewer women reported never having looked for work. Instead, more women reported recent job search within 3 months of the survey. This also partly supports qualitative findings that there was a more motivated attitude towards work amongst women, even though they were not currently searching.[5]

For those looking for work within the last 6 months, the average number of job search methods used had grown after Joint Claims, especially for women. Men showed an increase for several methods - the use of private recruitment agencies, asking around, Jobpoints, talking to staff at the Jobcentre and telephoning ES Direct. Women showed increased use of all Jobcentre methods – vacancies on display, Jobpoints, talking to staff about jobs and telephoning ES Direct. They also used other methods more often. For example, they were more likely to have looked at advertisements, applied directly to employers, asked around and looked at internet jobsites. This supports qualitative evidence that also found an increase in job search methods, especially for women.[6] Overall, there was increased job search activity for women with more women spending most of their time looking.

Despite increased job search intensity, the number of job applications made remained stable for both men and women. Job interviews for men were unchanged while the share of women who got a single job interview rose. However, this was offset by a fall in the share of women getting more job interviews. There appeared to be an improvement with regard to job offers for men. Fewer men reported no job offers and more reported getting one job offer. The position for women was more stable. Fewer men turned down job offers than before Joint Claims.

---

[4] p33. Fielding and Bell (Jan 2002).
[5] p33. Fielding and Bell (Jan 2002).
[6] p36 Fielding and Bell (Jan 2002).

There was a slight change in the average pay sought by jobseekers. Fewer men sought at least six pounds an hour. More women were looking for four to five pounds an hour, while fewer looked for at least six pounds an hour. The expected weekly hours were stable. The occupations sought for this pay were in line with the change to pay aspirations. Men looked for lower-skilled occupations as fewer sought associate professional/technical jobs and more sought elementary occupations. For women, more sought administrative and secretarial jobs while fewer sought personal service or elementary jobs. This corresponds with the more educated profile of women after Joint Claims, as discussed earlier. In terms of how confident they were of getting a job at the pay they sought, the position for women was unchanged while men were more confident with fewer feeling 'not very confident' and more men 'very confident'.

The average lowest acceptable hourly take-home pay was stable for both men and women. However, the distributions for men and women were more similar after Joint Claims. Fewer women thought they would be worse off taking a job at the minimum pay they would accept, and more women thought they would be a little better off.

The share of men and women who had no concerns about accepting work at the lowest acceptable pay remained stable. However, there were a variety of changes for both men and women in the concerns they held. Men had more concerns about housing benefit/mortgage help, bringing them into line with the share of women with this concern. Fewer had worries for money-related reasons. Poor health of themselves or their partner and care of others were also less common for men, and fewer were worried about the job being 'not the sort of job I want'. More women had concerns about the council tax they would have to pay. Also fewer women had money worries. The finding that fewer women were worried about wages being too low accords with the earlier finding that more women had raised their minimum acceptable wage. Also fewer women held worries that their income would be less reliable than when claiming benefits. Finally, a higher proportion of women felt they might not be able to do the job very well.

Fewer women felt they had a very bad chance of getting a job in the next three months. This increase in the confidence of women in getting jobs slightly counteracts the lower confidence women had in their abilities to perform the job. With regard to job search flexibility, women raised their acceptable commute, increasing their job search beyond the immediate local vicinity. Furthermore, women raised the number of weekly hours they would be willing to work. Offsetting this increased flexibility, fewer women felt a temporary contract was acceptable.

The shares of men and women reporting problems in finding or keeping a job over the past year remained unchanged. While fewer men reported health problems, more women had experienced such difficulties. Both women and men reported fewer difficulties with debt and money over the past year and men reported less difficulty in finding suitable work. Fewer women felt their general confidence about working was low. Finally, women showed a general

improvement in their perception of the difficulties they faced with more women reported having no difficulties with regard to working.

3.9.9 Attitudes and perceptions

Summary indices were constructed of the attitude towards women in work and the mental health of the respondents. A note on the construction of these indices is provided in Bonjour, Dorsett and Knight (2001). Both indexes showed stability across stages 1 and 2. This was true for both men and women.

Those whose mental health index was recorded as poor accounted for only a small proportion of respondents. It was more common for women to classify themselves in this way than it was for men. With regard to attitude towards women in work, men were less likely to have a positive attitude towards this than were women.

Chapter 4   The Joint Claims experience

Summary

- Almost all couples were aware of Joint Claims and the job search requirement for both partners. The Jobcentre was most commonly the initial information source. Almost all recognised they were or had been part of a Joint Claim.

- The main reasons for the Joint Claim ending were work (three-fifths of couples), illness, pregnancy or moving to another benefit.

- About a fifth had not attended an interview. Of those who had, the average number was four. Most partners had joint interviews. This choice of format was often influenced by the Jobcentre/BA staff and were more often felt to be helpful than separate interviews. More items were discussed with men than with women.

- In most cases, the benefit was received by the man. Most respondents were aware that they could choose who received the benefit and the decision was preceded by some discussion in 70 per cent of cases. Less than a tenth of men and women were dissatisfied with the eventual arrangement.

- Men appeared to have received more help from the Jobcentre. Overall, two-thirds of men and women found the advisers helpful.

- Few benefit reductions were experienced. The most common reasons for such reductions were interview non-attendance and clerical error. Three-fifths of respondents were aware that their partner's action could affect their Joint Claim.

- Only half the respondents were aware of excusals. Very few had applied for an excusal – four and nine per cent of men and women respectively.

- Most couples foresaw being non-workless in the next couple of years. They were evenly divided between those finding Joint Claims helpful in looking for work and those not finding it helpful. Of those in work, very few thought Joint Claims had helped them find work.

This chapter focuses on couples' experiences of Joint Claims. It is a purely descriptive account of the responses given to a section of the questionnaire that was asked only of the treatment group, i.e. those couples who were making a Joint Claim at the time of sampling.

4.1 Awareness of Joint Claims

Almost all couples were aware of Joint Claims and the job search requirement for both partners. Table 4.1 shows that the level of awareness was about 97 per cent of the eligible population. This proportion ties in closely with the proportion who recognised that they had ever been part of a Joint Claim (see below).

Table 4.1: Whether heard of Joint Claims and the job search requirements for both partners

	Male	Female
Yes	97.7	96.5
No	1.8	3.3
Don't know	0.5	0.2
Unweighted base	482	482

Weighted column per cent

Awareness of Joint Claims for JSA is the product of the interaction between eligible claimant couples and the Jobcentre, from initial contact through to receipt of benefit as a joint claimant couple. The processes through which couples passed differed depending upon whether they had an existing JSA claim that was converted to a Joint Claim or whether the benefit spell commenced as a Joint Claim. Qualitative evidence indicates that couples could find out about Joint Claims initially by a letter, or directly from staff either at the fortnightly review, by telephone or from reception.[78] The initial information source recalled by most Joint Claims couples had in fact been a staff member at the Jobcentre.[9] This was true for both men and women within couples, as Table 4.2 shows. It is important to note that this table refers to initial contact in relation to Joint Claims and not initial contact with the Jobcentre. For a small group of couples, a letter provided the initial information about Joint Claims. However, it should be kept in mind that recall of the initial contact for Joint Claims was reported as quite poor in the qualitative analysis.[10]

There appears to be a difference in how men and women first found out about Joint Claims. Nearly one tenth of women recalled their partner being the initial informant about Joint Claims, and fewer women than men recalled staff being the key information source. It is plausible that women may have been informed first by their partners, as the men were more likely to be the benefit recipient and have closer contact with the Jobcentre. In the qualitative analysis, differences were also found between the recollection of initial contact by men and women, however this was mostly due to the more accurate recall of the events by women.

---

[7] P 18-19 Fielding and Bell (2002).
[8] Clearly, only those with a pre-existing claim would find out about Joint Claims via a letter or FJR.
[9] P 18-19 Fielding and Bell (2002).
[10] P 20 Fielding and Bell (2002).

Table 4.2: How first found out about Joint Claims

	Male	Female
Told by adviser / other Jobcentre staff / adviser at ONE / New Deal adviser	84.1	78.1
Publicity leaflet	2.6	3.0
Letter	6.2	7.5
My partner	2.7	8.7
A friend	1.9	1.1
Other family member	1.1	0.9
Don't know	1.2	0.3
Other coding	0.1	0.2
Unweighted base	471	466

Weighted column per cent

4.2 Front-end Services and Joint Claims

Joint Claims was introduced with the intention of bringing non-claimant partners into closer contact with the services available from the Jobcentre (or similar enhanced services such as ONE or Jobcentre Plus). Prior to the introduction of Joint Claims, fewer women than men had received advice or help about jobs or benefits from Jobcentres, as shown in Table 4.3. Thirty per cent of women had never used these services prior to Joint Claims introduction, compared to 18 per cent of men.

Table 4.3: Sought advice at Jobcentre before 1 March 2001

	Male	Female
Yes	80.3	70.4
No	17.9	29.0
Don't know	1.8	0.6
Base	482	482

Weighted column per cent

After the introduction of Joint Claims, those men and women who reported no contact with the Jobcentre should have had greater opportunity for contact due to the interview process for Joint Claims. These interviews comprise the 'New Jobseekers Interview' (NJI) and the 'Fortnightly Jobsearch Review' (FJR). Table 4.4 shows that a sizeable proportion of respondents reported that they had still not attended an interview at the time of the survey. This was particularly true for women. This suggests that the process was not operating entirely as intended at the time of the survey since all joint claimants should have been interviewed.

Table 4.4: Sought advice at Jobcentre before 1 March 2001, by whether attended a Joint Claims interview

	Male		Female	
	Previous Jobcentre contact	No previous Jobcentre contact	Previous Jobcentre contact	No previous Jobcentre contact
Attended interview	81.3	78.9	82.0	70.3
Not attended interview	18.7	21.1	18.0	29.7
Base	381	83	335	132

Weighted column per cent

4.3   Joint Claims Recognition

Almost all joint claimant couples recognised that they were or had been part of a Joint Claim (Table 4.5). It would be expected that after 16 to 25 weeks, some share of the Joint Claims population would have left their Joint Claim. In fact, by the time of interview nearly half the claims had ended. Of those not currently claiming Joint Claims, most recognised that they had been part of a Joint Claim before. A small minority of couples thought they had not ever been part of a Joint Claim. This is likely to be due to recall error or the fact that, for them, Joint Claims was not sufficiently distinct from other process as to be remembered as a separate experience.   However, the high level of recognition in general indicates that Joint Claims stands out as a recognisable occurrence for most people.

Table 4.5: Claiming Joint Claims

	Male	Female
Ever been part of a Joint Claim for JSA	94.5	95.6
Currently Joint Claim	53.8	53.3
Unweighted base	482	482
If not currently, been part of a Joint Claim in the past	90.3	92.4
Unweighted base	219	219

Weighted column per cent

The reasons given for the Joint Claim ending are shown in Table 4.6. The main reasons had been work, illness and pregnancy, and moving to Incapacity Benefit or another benefit. In total these accounted for almost 90 per cent of ended claims. For three fifths of couples, the main reason they had ceased their Joint Claim was because either or both were in work. For about a tenth of couples, the end of the Joint Claim came about due to illness of a partner, or because they had moved to Incapacity Benefit. For a tenth of couples, a partner had moved to Income Support or another benefit. In total, work or movement to another benefit were cited as reasons in four-fifths of cases. Pregnancy or childbirth was cited by about eight per cent of couples.

Table 4.6: Main reason Joint Claim ending[11]

	Male	Female
Respondent working	33.6	17.1
Partner working	13.2	29.7
Both respondent & partner working	15.4	15.6
Pregnant/have just had a baby	1.0	6.3
Partner is pregnant/has just had a baby	6.4	0.9
Ill/on the sick/on incapacity benefit	8.1	8.8
Partner is ill/on the sick/on Incapacity Benefit	4.5	3.0
Income support	4.8	5.8
Partner income support	1.0	0.3
Education/doing a course	0.0	1.4
Partner is in education/doing a course	0.5	1.0
Receiving another benefit	1.4	2.3
Partner is receiving another benefit	2.1	1.0
Don't want partner/partner does not want me to work	0.3	0.3
Not worth it/too much hassle	2.4	1.6
Respondent/partner in prison	0.4	0.6
Split up [temporarily]	1.8	2.2
Other coding	2.9	1.9
Base	206	206

Weighted column per cent

4.4 Attendance at interviews

Non-attendance at the NJI or FJRs should trigger sanctions, including reduction of benefit or notification of withdrawal of benefit. There is a distinction between stock and flow claimants in this regard. Failure to attend an NJI means a claim does not exist for the flow, therefore the benefit cannot be sanctioned or disallowed. Should one member of what is required to be a Joint Claim not attend a NJI, the claim goes ahead as a single claim.

As Table 4.7 shows, about a fifth reported having never attended an interview. Amongst these will be some who simply exited from the Joint Claim before their interview. Considering only current joint claimants, still about a fifth of couples said they had not attended an interview. Qualitative evidence pointed to some resistance to Joint Claims, related to the perceived monitoring increase, which manifested itself as non-attendance at the NJI, at least until faced with benefit sanctions. [12] Of those current joint claimants who reported no benefit reductions or stoppages, again a fifth of couples said they had not attended a Joint Claims interview. No strong differences between men and women were evident, and this is also true if one controls for which partner was the nominated payee. [13]

---

[11] In some cases, men report having had a baby or women report that their partner has had a baby. This simply reflects mis-reporting.
[12] p23 Fielding and Bell (2002)
[13] This is not included in the table.

Hence, in a sizeable proportion of cases, the Joint Claim did not seem to be affected by non-participation in the full process. It is possible that the link between NJI attendance and the sanctioning process was not operating effectively. Yet it should also be kept in mind that the Joint Claims process can involve numerous meetings with Jobcentre staff, such as first contact and appointment actions, initial meetings, an explanatory meeting, and a FJR. [14] Some clients may not clearly identify the NJI as their first interview if a large number of such meetings took place or their claim process was very complicated. However this is unlikely to represent the greater part of the 20 per cent non-attendance recorded. Rather, it appears to support the qualitative evidence that there has been some successful resistance to the Joint Claims process.

Table 4.7: Attendance of a Joint Claims interview

Ever attended a Joint Claims interview	Male	Female
All	79.1	76.4
Unweighted base	482	482
Current joint claimants	77.7	77.3
Unweighted base	259	259
Current joint claimants who never had benefit sanction	76.9	78.2
Unweighted base	196	202

Weighted column per cent

Table 4.8 shows that, of those who reported having attended a Joint Claims interview, half had attended only one. The average number of interviews for women and men was close to four. Some, however, had more than 10 interviews in this time. The pattern of interviews for men and women was generally similar, reflecting the fact that most interviews were held jointly. The number of interviews held will also reflect the fortnightly review process and the length of a Joint Claim.

Table 4.8: Attendance of a Joint Claims interview

	Male	Female
Ever attended a Joint Claims interview	79.1	76.4
Base	482	482
If yes, how many?		
Mean	3.8	3.5
One	52.4	53.3
Two	24.8	22.3
Three	10.5	12.4
Four	5.0	4.4
5-10	2.2	3.6
11 or more	5.1	3.9
Base	361	354

Weighted column per cent

---

[14] See Figures 5.1 and 5.2 p18-19 Fielding and Bell (2002)

4.5   Interview arrangements

The bulk of couples initially had a joint interview, as can be seen in Table 4.9. Only one fifth of couples had initially attended a separate interview. Since only a small number of separate interviews took place, the discussion below focuses on joint interviews, with the results for separate interviews included only for completeness.

Table 4.9: Format of first Joint Claims interview

	Male	Female
The first interview was:		
Joint	78.8	81.6
Separate	20.5	17.6
don't know	0.7	0.8
Unweighted Base	378	367

Weighted column per cent

Respondents were asked about the decision process that led to the arrangements for the interview. This is reported in Table 4.10, focusing on the decision maker and the form of discussion involved. Most joint interviews were arrived at through a process of discussion between the partners with nearly three fifths arising in this way. However, the influence of the Jobcentre or Benefits Agency was also evident. Conversely, where separate interviews took place, the decision had most often been taken by the Jobcentre or Benefits Agency (BA), followed by couple decision. Discussions within the couple had occurred only half as often as had been the case where a joint interview had resulted. A small share of those who had separate interviews had decided without discussion between partners, and some had not known that partners could be present.

Table 4.10: How decided to have a joint/separate interview for Joint Claims

	Joint Interview		Separate interview	
	Male	Female	Male	Female
Decide without discussing with partner	4.2	2.2	9.6	7.0
Partner decided without discussing with me	0.0	0.8	0.0	1.7
Discuss, then I made the final decision	16.0	9.5	16.0	4.1
Discuss, then asked partner to make final decision	2.0	2.6	1.1	2.5
Discuss, and then we made a joint decision	41.8	44.0	18.4	21.7
Jobcentre / Benefits Agency decided	36.0	41.0	48.9	60.5
Didn't know that partner could be present			5.9	2.5
Unweighted Base	290	269	77	58

Weighted column per cent

The reasons for choosing the interview format are provided in Table 4.11. In line with the results just discussed, the choice of interview type was influenced strongly by Jobcentre/BA staff. This was the case for about three-quarters of

couples attending joint interviews. For separate interviews, Jobcentre/BA advice was most influential.

Table 4.11: Reasons for attending a separate or joint first interview

	Joint Interview		Separate interview	
	Male	Female	Male	Female
Was asked/told/advised to	76.0	72.9	61.1	76.4
Chose to	16.3	19.1	14.1	8.8
Easier generally	9.4	8.3	10.0	4.5
Easier for language reasons	1.6	0.5	0.0	0.0
Partner was studying/on a course			4.7	1.3
Could not fit us in together			1.1	0.0
Was not aware there was an alternative			1.1	1.3
Health reasons			0.9	0.0
Was already claiming			5.1	1.3
Partner was already claiming			0.0	4.8
My partner was working			3.2	0.0
Don't know	1.9	0.9	1.1	1.6
Other	0.8	1.4	3.1	1.3
Unweighted base	296	299	79	64

Weighted column per cent

Overall, these results concur with the general results of qualitative evidence and case study research that indicated a lack of choice, with advice from staff determining interview arrangement outcomes. The findings here indicate Jobcentre advice being the major source of interview arrangement outcomes, for both joint and separate interviews. Yet when advice is coupled with discussions within the couple the most common interview format is the joint interview. Where joint interviews occurred, they had mostly been preceded by discussions within the couple. It might be that where couple discussion was facilitated, partners and couples generally perceived themselves as more involved in the decision. This points to the useful role of both advice and discussion if joint interviews are the desired format. Where separate interviews had taken place, there had been fewer couple discussions beforehand and the Jobcentre/BA was most often seen as both the adviser and decision maker. Later, the helpfulness of the format for the client is discussed.

Table 4.12 shows how subsequent interview arrangements took place for those who had experienced more than one interview. These subsequent interviews could refer to any type of Joint Claims interview that took place after the initial one, including FJRs. Joint interviews were predominantly followed by further joint interviews, although ten per cent of couples had only been to separate subsequent interviews. Women reported a mixed interview pattern more often, but it is likely that this difference is mostly due to the apparent poorer recall of men. [15] Too few separate interviews took place to

---

[15] The qualitative evidence found men's recall was poorer than women's for details of Joint Claims matters (P 20 Fielding and Bell (2002)).

yield precise inference, however the pattern of subsequent interviews appeared more mixed.

Table 4.12: Later attended a Joint Claims interview jointly /separately

	Joint first Interview		Separate first interview	
	Male	Female	Male	Female
All subsequent interviews were joint interviews	75.4	68.7	38.0	36.9
Some later interviews joint, some separate	12.3	20.3	22.4	24.5
All later interviews were separate interviews	10.3	10.9	37.9	36.3
Don't know	2.0	0.0	1.7	2.3
Unweighted Base	131	137	38	28

Weighted column per cent

4.6 Helpfulness of interview format

Joint interviews were generally found to be much more helpful than separate interviews. About 90 per cent of joint interviews were helpful, as can be seen in Table 4.13. The helpfulness of separate interviews was much lower. Those men and woman who had separate interviews found them 'not at all helpful' three times as often as did those who had joint interviews. However, for some women separate interviews might be appropriate; 22 per cent of women reported the separate interview as being very helpful compared to only nine per cent for men.

Table 4.13: How helpful was the joint/separate interview

	Joint Interview		Separate interview	
	Male	Female	Male	Female
Very helpful	47.0	50.0	8.5	22.2
Quite helpful	41.2	39.5	37.6	35.3
Not very helpful	7.4	6.9	38.2	28.8
Not at all helpful	4.4	3.6	15.7	13.7
Unweighted Base	287	284	63	49

Weighted column per cent

The reasons why joint interviews were helpful are shown in Table 4.14. Overall, both men and women found that the requirement to provide information about both partners was an important reason a joint interview was helpful. Having both partners present was helpful because the process required information about both partners and, furthermore, the other partner could help and prompt in the tasks. Women and men generally agreed in their ranking of the top reasons for joint interviews being helpful. The main reason given was that partners tended to do things together and were therefore better disposed towards interviews that considered them jointly. This was a particularly strong reason for women.

Table 4.14: Main reasons why the joint interview was helpful

	Male	Female
Easier to provide information	15.5	16.0
Partner helped me to understand	14.9	16.3
Helped to ask questions and find things out	15.3	9.2
Both of us understand what is happening	12.8	13.6
We do things together/support each other	17.1	22.6
Discuss issues/make joint decisions	10.2	11.4
Language problems/translation	5.2	3.6
Took less time	3.4	2.7
Could not answer on his/her behalf	6.0	3.3
Unweighted base	253	253

Weighted column per cent

Yet in the small share of joint interviews that had been found unhelpful, the way the interview was carried out and the Joint Claims process itself were seen to be at fault – it 'didn't make any difference' or it was 'confusing' were common criticisms. Furthermore, women, who were most commonly the non-claimant partner, felt they were not properly involved in the interview. This dovetails with interview difficulties reported in qualitative research[16]. Separate interviews were unhelpful for similar reasons that fit well with explanations for joint interviews being helpful - the information needs are joint, they could not answer on the partner's behalf, the partner felt excluded. Where separate interviews had been found helpful the reasons were very diverse and seemed mostly related to particular aspects of the couple or their Joint Claim.

4.7   Interview Content

The main topics discussed during interviews are shown in Table 4.15. For almost everyone who attended interviews, at least one of the 17 topics had been discussed. However, in a small percentage of cases the topics covered included none of those cited in the table. On average, eight or nine topics had been covered in interviews, usually slightly more for men. There were some noticeable differences between men and women. Many topics were more likely to have been discussed with men. The item most commonly discussed was the type of work the jobseeker was looking for, with about 85% of men and women reporting this. This may reflect administrative data requirements as this is one of the data items in JSAPS and LMS. The least discussed item was the better off calculation. Only ten per cent of men recalled discussing this, and only five per cent of women. This may reflect adviser perceptions of men as the breadwinner, although much social research indicates that women hold the purse-strings for a large part of household transactions.

---

[16] p23 Fielding and Bell (2002)

Table 4.15: Discussions with advisers at interviews

	Male	Female
Mean number of topics	8.63	7.80
Your responsibilities as a joint claimant	64.2	61.4
The type of work you are looking for	85.5	83.1
The best ways to find the work you are looking for	59.7	58.3
Information about actual vacancies	52.1	49.4
Whether you attend interviews jointly or separately	33.4	28.0
Information about training/education opportunities	33.5	29.3
How much work you can do while on Joint Claims	44.3	39.4
Whether your JSA claim details are correct	53.0	46.7
Completing a Jobseeker's Agreement	66.6	60.4
Whether you can be excused from looking for work	19.1	17.6
Attending the Jobcentre regularly	65.6	61.8
Whether you are capable for work	51.5	42.5
Whether available for work at least 40 hours a week	57.6	44.9
New Deal	37.6	32.3
Your experience and skills	49.5	43.9
Better-off calculation	10.0	5.3
Whether taken any action previously suggested	15.8	14.3
None	2.4	3.3
Unweighted Base	378	367

Weighted column per cent

Ten items were discussed with at least half the men, while six items were discussed with at least half the women. It is noticeable that the ranking of items for men and women varies less than the share with whom the topic was discussed. This possibly reflects a fairly pre-determined agenda. It appears that discussions were focused on men to a greater extent. Time constraints can limit discussions at any particular interview, as well as the perceived relevance of the topic in the eyes of the adviser.

4.8 Nomination decision – who gets the benefit

Under Joint Claims, couples can choose which partner receives the benefit. Most but not all couples were aware of this. Table 4.16 shows that 12 per cent of men and 13 per cent of women were unaware of this nomination choice.

Table 4.16: Aware of choice for which partner receives payment

	Male	Female
Yes	88.2	87.0
No	11.8	13.0
Unweighted Base	456	460

Weighted column per cent

In about 70 per cent of cases, it was the man who received the benefit. Table 4.17 shows that in most cases respondents were satisfied with who received the benefit payment; overall, only nine per cent of men and women were dissatisfied.   In most of these cases, the male received the payment. These levels of satisfaction were the same regardless of who received the benefit.

Table 4.17: Satisfied with which partner receives payment

	All		Male receives the payment		Female receives the payment	
	Male	Female	Male	Female	Male	Female
completely satisfied	47.6	47.8	42.3	46.1	60.7	50.7
very satisfied	23.2	25.5	26.5	25.8	14.8	24.6
fairly satisfied	15.3	14.7	16.5	15.7	12.5	12.6
neither satisfied nor dissatisfied	5.4	3.2	5.0	2.7	6.4	4.3
fairly dissatisfied	2.7	3.6	3.3	3.8	1.1	3.2
very dissatisfied	1.9	1.5	2.3	1.5	0.8	1.6
completely dissatisfied	3.9	3.6	4.0	3.8	3.7	3.0
Unweighted Base	454	455	325	307	129	149

Weighted column per cent

The couple's decision as to who should receive the payment may be made unilaterally by one partner or it may be arrived at through discussion. Table 4.18 shows that in about 70 per cent of cases there was discussion before making the decision. In a sizeable minority of cases, respondents stated that the decision had been made for them by the Jobcentre or BA.

Table 4.18: How decided which partner receives Joint Claims payment

	Male	Female
Decided without discussing with partner	8.8	6.2
Partner decided without discussing with me	1.3	4.2
Discuss , then I made the final decision	13.8	12.9
Discuss, then asked partner to make final decision	4.5	4.9
Discuss, and then we made a joint decision	52.5	53.0
Jobcentre / Benefits Agency decided	17.6	16.7
don't know	1.3	1.7
Unweighted Base	456	460

Weighted column per cent

4.9   Help and advice

Eighty per cent of men and 70 per cent of women had used the Jobcentre or ONE office prior to the introduction date of Joint Claims (Table 4.3).   Table 4.19 shows the places where advice had been sought about jobs or benefit. For both men and women, the DSS and BA offices were the top ranked service sites, although for women the shares that had used these services were lower than for men. Some further differences emerged between the use of services by men and women. Most noticeably, nearly a third of men had been to private employment agencies, twice the level for women. Women, on

the other hand, were more likely to have approached the Careers Service. However, about a fifth of men and women had recalled using none of these services.

Table 4.19: Places sought advice or help about jobs or benefit

	Male	Female
DSS office	40.2	36.5
BA office	38.9	34.2
Careers Service	28.3	32.2
Citizen's Advice Bureau (CAB)	13.8	14.3
Private Employment Agency	33.0	16.8
Jobcentre	1.0	1.0
None	19.2	22.2
don't know	0.5	1.6
other	0.5	0.2
Unweighted Base	482	482

Weighted column per cent

Practical help from the Jobcentre since the introduction of Joint Claims is shown in Table 4.20. The different experiences of women and men stand in stark contrast. Half of the women recalled getting no practical help of these types from the Jobcentre since Joint Claims was introduced, compared to a third of the men. Whereas for 30 per cent of men, an adviser had contacted an employer, only 15 per cent of women had received this type of help. The overall impression is of help being directed much more at men than at women.

Table 4.20: Practical help from the Jobcentre in the last 6 months

	Male	Female
A staff member contacting an employer on your behalf	30.8	14.7
Getting employers to interview you	15.2	6.5
The cost of travelling to interviews	8.9	4.0
Trying out programmes that might help you find work	11.4	5.0
Taking part in New Deal	25.1	15.5
Finding jobs to apply for	35.4	29.0
Taking part in courses/training/ education	13.6	8.8
Some other help from Jobcentre staff	2.0	1.4
don't know	0.5	0.6
none of these	33.2	49.4
Unweighted Base	456	460

Weighted column per cent

Table 4.21 shows the proportion of those who had ever been offered training or education opportunities while part of a Joint Claim. Relatively few had been offered these opportunities; offers had been made to only a quarter of men and a fifth of women. This might reflect perceived relevance of the service by both adviser and client.

Table 4.21: Ever offered training or education opportunities

	Male	Female
Ever offered training or education opportunities	26.7	18.8
Unweighted Base	456	460

Weighted column per cent

Table 4.22 gives the overall helpfulness rating for advisers at the Jobcentre. Two-thirds of men and women found the advisers had been helpful. Perception of helpfulness may be shaped to some extent by expectations as well as the rapport between the advisers and jobseekers. Those perceiving Joint Claims as a 'programme of services' (like New Deal) may have had higher expectations.

Table 4.22: How helpful were the advisers at the Jobcentre

	Male	Female
Very helpful	18.3	21.6
Quite helpful	47.2	45.3
Not very helpful	20.3	23.1
Not at all helpful	13.6	10.0
Don't know	0.6	0.0
Unweighted Base	378	367

Weighted column per cent

4.10 Joint Claims reductions or stoppages

Table 4.23 shows the share that had experienced benefit reductions to their JSA for reasons other than finding work. It has already been noted that interview non-attendance in the Joint Claims process was not closely linked to benefit reductions. Table 4.23 shows that few benefit reductions were experienced that were not related to work, with four fifths of men and women recording no JSA reductions since the introduction of Joint Claims. Where JSA reductions or stoppages had occurred, generally both partners in the couple had been affected.

Table 4.23: Benefits stopped for reason other than finding work

	Male	Female
Own JSA stopped but partner still received JSA	6.1	1.8
Partner's JSA stopped but own JSA continued	1.2	3.8
Both partners' JSA stopped	15.1	14.5
No JSA reductions	77.6	79.8
Unweighted Base	411	415

Weighted column per cent

The reasons for JSA stoppages are shown in table 4.24. The largest share of those who had their benefit stopped or reduced had missed an appointment or interview, with about a fifth of men and women citing this reason. Many cited clerical error causing a JSA stoppage or delay since the introduction of Joint Claims, which possibly reflects difficulties with the computer systems

when Joint Claims was introduced. Other reasons cited related to penalties for not taking part in the JSA process as required. These included missed or late signing on, not applying for a job, leaving a job, refusing a job, refusing or leaving a course/training, going abroad or going on holiday. Other reasons included prison, permit or asylum problems. Some indicated changes to their condition that meant JSA was not applicable, such as having moved to another benefit, or medical problems. Overall, the differences between men and women were not marked.

Table 4.24: Why Joint Claims benefit stopped

	Male	Female
Missed interview(s)/appointment	22.1	18.8
Refused /dismissed from course/training	9.0	3.9
Clerical error	13.7	13.4
Missed signing on	6.3	6.3
Started claiming another benefit	5.6	5.9
I/partner stopped working/left a job	6.8	6.5
Baby was born/about to be born	6.1	4.3
Medical problems	4.3	4.9
Stopped attending course/college	2.4	4.5
Started attending course/college	0.0	2.4
Did not apply for a job	3.9	2.7
Refused work	2.1	3.0
Change of address	3.2	3.2
Late signing on	1.1	1.3
Went abroad/on holiday	2.1	3.3
Permit/Asylum problems	1.8	2.0
Separated from partner for a while	2.3	4.4
Partner worked more hours than allowed	2.1	1.0
Self/partner in prison	2.4	1.0
Something to do with New Deal	1.9	1.7
None	1.2	0.0
Don't know	0.0	3.2
Other	6.7	8.8
Unweighted Base	93	85

Weighted column per cent

A key aspect of Joint Claims is that both partners' actions and statuses are taken into account. Table 4.25 shows that about three fifths of couples were aware that their partner's action could affect their Joint Claim. This was similar to the proportion who were aware that their own actions might affect the Joint Claim.

Table 4.25: Actions might affect Joint Claims amount

	Male	Female
Knows own actions might affect Joint Claims amount	61.0	61.7
Knows partner's actions might affect Joint Claims amount	61.9	64.2
Unweighted Base	456	460

Weighted column per cent

4.11 Knowledge of excusal[17] process

Under certain circumstances, one or other of the partners in a Joint Claim can be excused from the JSA requirement of looking and being available for work. Awareness of excusals is shown in Table 4.26. Only half of men and women were aware of excusals. This ties in with the low level of discussion related to this topic shown earlier where only 19 per cent of men, and 17 per cent of women interviewed had discussed whether they could be excused from looking for work. This is likely to be related to the adviser's perceived relevance of the topic to the client, given the conditions needed to satisfy the eligibility requirements for the excusal process. That is, the issue would only be discussed if a claimant's circumstances meant that they could meet one or more of these conditions.

Table 4.26 also shows the circumstances that were recognised as leading to possible excusal from looking for and being available for work. All the reasons shown are valid conditions that can lead to excusal. The conditions listed were mentioned in the brochures for Joint Claims, which should help raise awareness. Recognition was quite low, with the largest share recognising receipt of Incapacity Benefit as leading to excusal (56 per cent for men, 52 per cent for women). In most cases, a slightly greater share of men recognised the conditions than did women, the exception being 'awaiting application results for a course', with 21 per cent of women and 16 per cent of men. In a further indication of poor awareness, about a fifth of both men and women either did not know or thought that none of the reasons shown was sufficient to be excused from work.

---

[17] Note that 'exemptions' are referred to in the JSA legislation (for carers or pregnant women, for example) but that when discussed with clients these are referred to as 'excusals'.

Table 4.26: Excusal from requirements to look for work when in Joint Claims

	Male	Female
Aware of excusals	49.4	47.9
Unweighted base	471	466
Of those who are aware, whether recognise the following as a reason for excusal:		
Receiving Incapacity Benefit	55.7	51.8
Studying fulltime	47.7	43.3
Responsible for caring	46.2	45.1
Applied for a course	15.9	21.2
don't know	10.0	10.3
none of these	8.3	7.1
Unweighted Base	228	221

Weighted column per cent

Table 4.27 explores the application process for excusals. Very few of those aware of excusals had made such an application; eight per cent of men and 21 per cent of women. This translates into four per cent of men and nine per cent of women among the Joint Claims population as a whole. Of those who applied, about two-fifths and three-fifths of men and women respectively were successful. However, this is based on a small number of applications.

Table 4.27: Applications for excusals from requirements to look for work

	Male	Female
Ever made an application to be excused	8.0	20.5
Base (those aware of excusals)	220	219
Of which:		
Currently excused	43.8	62.9

Weighted column per cent

4.12 Entering work

It is of interest to consider the role accorded to discussions and decision-making within the couple with regard to job take-up. Table 4.28 examines this. Men were more likely to make a unanimous decision: 20 per cent of men compared to 15 per cent for women. However, in the overwhelming majority of cases there was discussion between the partners and in two-fifths of cases the final decision was taken jointly.

Table 4.28: How decide about taking up a job

	Male	Female
Decide without discussing with partner	19.8	14.6
Partner decided without discussing with me	0.6	2.1
Discuss, then I made the final decision	34.7	36.3
Discuss, then asked partner to make final decision	3.4	3.9
Discuss, and then we made a joint decision	39.4	41.1
Jobcentre / Benefits Agency decided	1.8	2.0
Unweighted Base	481	482

Weighted column per cent

Table 4.29 examines the perceptions the couple held about their future work prospects. Generally, the future prospects for couples involved some level of work occurring within the couple. Most foresaw both partners working 16 or more hours a week. In 90 per cent of cases, it was anticipated that at least one partner would work at this level. Extremely few foresaw that neither partner would work at all.

Table 4.29: Likely work pattern for couple over the next couple of years

Most likely situation in two years time	Male	Female
Both working 16 hours or more a week	56.6	62.0
One working 16 hours or more a week	35.2	30.3
One or both working, but less than 16 hours a week	4.0	4.4
Neither working	2.1	1.1
Don't know	2.2	2.1
Unweighted Base	482	482

Weighted column per cent

Table 4.30 shows how useful Joint Claims was perceived to be in helping the couple look for work. Couples were split approximately equally between those finding it helpful and those not finding it helpful with less than 10 per cent finding it very useful. This ambivalence may be linked to the earlier finding that a substantial minority had never attended interviews. In fact, attendance at interviews was associated with finding Joint Claims useful. However, this interpretation is not straightforward – it is possible that those with a more positive perception of Joint Claims would be more likely to attend an interview

Table 4.30: Joint Claims Useful in helping you look for work

	Male	Female
Very useful	8.3	9.6
Fairly useful	39.6	37.8
Not very useful	27.8	23.9
Not at all useful	24.3	28.7
Unweighted Base	443	445

Weighted column per cent

Table 4.31 examines the perceptions of Joint Claims as helping the couple get full-time work, for those currently in a Joint Claim. Very few strongly agreed with this proposition (10 per cent of men and 13 per cent of women)

while far more strongly disagreed (26 per cent of men and women). Overall, however, about a fifth of those currently in a Joint Claim were equivocal as to the help they received with looking for full-time work from Joint Claims. This high level of reserve could relate to perceptions that only one partner was helped not both, or may be due to the fact that full-time work was not forthcoming.

Table 4.31: Joint Claims is helping my partner and I get full-time work

	Male	Female
Strongly agree	10.0	12.9
Slightly agree	28.4	26.8
Neither agree nor disagree	18.9	21.8
Slightly disagree	16.1	11.1
Strongly disagree	25.9	25.5
Inapplicable - has a job	0.0	0.4
No answer	0.6	1.5
Unweighted Base	259	259

Weighted column per cent

Table 4.32 examines perceptions of past joint claimants, taking into account their work status at interview, which is likely to be the first outcome after the Joint Claim. Those who were not in work held mostly positive views as to the potential for Joint Claims to help some couples get full-time work, with about half agreeing with this. A large share were still equivocal about the potential for Joint Claims to help, with a further quarter disagreeing that Joint Claims could help some couples get full-time work.

Two thirds of those in work did not agree that Joint Claims had helped them get work. This may in some part be attributable to strong identification with the individual role in job search. However, it could also reflect the fact that Joint Claims gives no additional services beyond those associated with a standard JSA claim.

Table 4.32: Joint Claims leavers and full-time work

	Male	Female
Past joint claimants *not in a job* more than 16 hours:		
Joint Claims could help some couples get full-time work		
Strongly agree	17.2	16.6
Slightly agree	33.4	36.1
Neither agree nor disagree	22.1	22.9
Slightly disagree	10.4	9.6
Strongly disagree	16.3	14.0
Base	117	147
Past joint claimants *in a job* of more than 16 hours:		
Joint Claims helped me get work		
Strongly agree	6.2	2.4
Slightly agree	16.7	21.8
Neither agree nor disagree	11.5	9.1
Slightly disagree	16.4	13.1
Strongly disagree	46.9	50.5
No answer	2.2	3.2
Unweighted Base	99	66

Weighted column per cent

Chapter 5   The immediate effects of Joint Claims

Summary

- The effects for men on a range of employment outcomes were negative for the stock and positive for the flow. However, none was statistically significant. For women, a broadly similar pattern was found. However, the effects on flow cases were significantly different from those on the stock – Joint Claims worked more effectively for female flow than female stock claimants.

- At the couple level, no statistically significant results were detected.

5.1   Introduction

This chapter uses the survey data to produce estimates of the net impact of Joint Claims on employment outcomes. Analysis is carried out at two levels: the individual and the couple. Section 5.2 contains the individual level analysis. This begins with a descriptive examination of the different employment outcome variables used in the analysis and compares the performance of the treatment and control samples in the pre and post Joint Claims periods. Comparisons are made separately for men and women and for stock and flow respondents.[18] These descriptive analyses are followed by a report of findings from the econometric modelling, in which the net employment impact of Joint Claims is estimated at the level of the individual. This is done within the difference-in-differences (DiD) framework described in chapter 2. Section 5.3 contains the couple level analysis. This section has a similar structure, beginning with descriptive statistics and variable definitions and finishing with econometric estimates of the net employment impacts of Joint Claims measured at the level of couples. Section 5.4 concludes.

5.2   Individual Level Analysis

5.2.1 Introduction

This section estimates the impact of Joint Claims on individuals. This analysis is particularly important because one would expect Joint Claims to have its primary impact upon women. This is because, before Joint Claims was introduced, the dependent partner in those couples receiving JSA was the woman in 80 per cent of cases. Consequently, it is women who are likely to

---

[18] For the survey respondents, the stock were defined as those at stage 2 whose JSA spell began before the introduction of Joint Claims.

have been most affected by the policy since they are now required to actively seek work as a condition of receiving JSA. Hence, it is women's behaviour that is expected to change most as a direct result of the policy. It is only by carrying out analyses at the level of the individual that it is possible to investigate whether the policy change did in fact exert a greater impact on the jobseeking behaviour of women than of men.

5.2.2 Descriptive statistics

This section examines whether Joint Claims increased the likelihood of men and women obtaining employment in the post-treatment period. A wide range of measures of employment are used, so that a thorough understanding can be gained of the possible employment impact of the intervention. The employment outcomes analysed were as follows:

- Whether the respondent had worked since the sample date
- Whether the respondent was employed at the time of interview[19]
- Whether the respondent was employed one month after the sample date
- Whether the respondent was employed two months after the sample date
- Whether the respondent was employed three months after the sample date
- The proportion of time after the sample date spent working 30 hours or more per week
- The proportion of time after the sample date spent working 24 hours or more per week
- The proportion of time after the sample date spent working 16 hours or more per week
- The proportion of time after the sample date spent working any hours
- The proportion of time after the sample date spent either employed or self-employed.[20]

This set of outcome variables makes it possible to test whether Joint Claims had an immediate effect on employment, such as only one or two months after the sample date; whether it had a more sustained impact, such as at the time of interview; whether there was an employment impact measurable for the post-treatment period as a whole, such as the proportion of time after the sample date spent working any hours; and whether the effect on employment related mainly to full-time or part-time working.

Tables 5.1 and 5.2 show the sample means for each of these outcome variables, for the treatment and control groups in the pre and post Joint Claims periods. The means are shown separately for men and women. The tables also report a first estimate of the treatment effect: a simple DiD estimator. This is the difference between the treatment groups before and

---

[19] There was a lag between sample and interview of 15-22 weeks for the pre-Joint Claims sample and 16-25 weeks for the post-Joint Claims sample.
[20] The employment outcomes relating to working 30, 24, 16 or any hours exclude those in self-employment, who were not asked how many hours they worked per week.

after Joint Claims minus the difference between the control groups before and after Joint Claims. It is very much a 'raw' DiD estimator, calculated without controlling for any differences between individuals that might be expected to influence their chances of obtaining employment.

Table 5.1: Sample means and DiD for outcome variables (men)

Outcome variables	Pre Joint Claims		Post Joint Claims		
	Treatment	Control	Treatment	Control	DiD
Worked since sample date (%)	25	27	33	40	-5
Employed at interview (%)	20	22	24	35	-9 *
Employed one month after sample date (%)	18	19	18	22	-3
Employed two months after sample date (%)	20	22	22	27	-3
Employed three months after sample date (%)	19	24	24	31	-2
% time working 30 hours or more	12	13	16	18	-1
% time working 24 hours or more	13	13	18	18	0
% time working 16 hours or more	15	15	20	20	0
% time working any hours	17	18	21	24	-2
% time employed or self-employed	19	21	22	28	-4
Unweighted base	*635*	*545*	*525*	*424*	

**,*,✿ denote significance at 1,5,10 per cent significance respectively.

Examination of the DiD estimates in the extreme right hand columns of Tables 5.1 and 5.2 shows that, on the whole, most of the employment outcome variables indicate a negative 'treatment' effect. For the most part, the DiD estimates have minus signs, which means that the difference between the mean scores for treatment groups before and after Joint Claims is smaller than the difference between the mean scores for control groups before and after Joint Claims. For example, when comparing the proportion of men who were in employment at the time of interview, among the treatment groups this was higher in the post Joint Claims period (24 per cent) than in the pre Joint Claims period (20 per cent), but not to as great an extent as for the control groups, where the proportions were 35 per cent in the post Joint Claims period and 22 per cent in the pre Joint Claims period. The control groups difference of 13 percentage points is subtracted from the treatment groups difference of four percentage points to give a DiD estimate of minus nine percentage points (Table 5.1). This illustrates the need for the DiD estimator

– a simple before/after comparison would give an impact estimate of four percentage points. While most of the DiD estimates are negative, however, the male estimate for whether in employment at interview is the only statistically significant difference. This indicates, in a very preliminary way, that unless the treatment and control groups differ greatly in relation to characteristics likely to influence employment entry, the effects of the intervention are likely to be small and quite possibly not statistically different from zero.

Table 5.2: Sample means and DiD for outcome variables (women)

	Pre Joint Claims		Post Joint Claims		
Outcome variables	Treatment	Control	Treatment	Control	DiD
Worked since sample date (%)	16	22	23	28	+1
Employed at interview (%)	14	19	20	24	+1
Employed one month after sample date (%)	15	17	16	23	-5
Employed two months after sample date (%)	15	19	17	24	-3
Employed three months after sample date (%)	13	18	18	26	-3
% time working 30 hours or more	7	8	9	11	-1
% time working 24 hours or more	9	9	11	12	-1
% time working 16 hours or more	11	12	14	17	-2
% time working any hours	14	17	17	23	-3
% time employed or self-employed	14	18	17	25	-4
Unweighted base	*654*	*543*	*528*	*429*	

**,*,✿ denote significance at 1,5,10 per cent significance respectively.

Before going on to describe the econometric analyses that are used to calculate DiD estimators while *controlling* for differences between the treatment and control groups with regard to characteristics likely to influence employment entry, further descriptive tables are presented with the mean scores on employment outcomes shown separately for male and female respondents from the stock and flow (Tables 5.3 to 5.6).

It is important to make a distinction between the stock and flow because stock claimants will, of course, have longer durations of unemployment than claimants from the flow and are likely to have different characteristics. From the policy viewpoint, there will perhaps be more interest in the performance of the flow, since in the long-term the stock will be exhausted and the effect of Joint Claims will be measured via its impact on the flow.

Table 5.3: Sample means and DiD for outcome variables (male stock)

Outcome variables	Pre Joint Claims		Post Joint Claims		DiD
	Treat.	Control	Treat.	Control	
Worked since sample date (%)	24	26	31	40	-7
Employed at interview (%)	19	21	21	34	-11 **
Employed one month after sample date (%)	18	19	14	21	-6
Employed two months after sample date (%)	18	22	17	26	-5
Employed three months after sample date (%)	17	22	21	32	-6
% time working 30 hours or more	12	11	13	16	-4
% time working 24 hours or more	13	12	14	17	-4
% time working 16 hours or more	15	14	16	19	-4
% time working any hours	16	17	18	23	-4
% time employed or self-employed	18	20	18	28	-8 ✡
Unweighted base	528	457	301	342	

**,*,✡ denote significance at 1,5,10 per cent significance respectively.

Tables 5.3 to 5.6 show that, for both men and women, Joint Claims appears to have a more positive impact on flow claimants than on the stock. Whereas the 'raw' DiD estimate is always negative for the stock, and often to a degree that is statistically significant, it is usually positive for the flow, and almost exclusively so for the female flow. Despite this, there are relatively few examples, and none for women, of a positive DiD estimate that is statistically significant. This is partly due to the fact that, as the survey took place a relatively short time after Joint Claims was introduced, the great majority of respondents were from the stock, with sample numbers being substantially lower for the flow. For this reason, it was decided for the econometric analyses to run combined models for the stock and flow and to include interaction terms to capture the differential impact of Joint Claims on these two groups, rather than to run separate models. By maintaining sample numbers at a reasonable level, running combined models increases the chances of observing statistically significant effects. The econometric analyses are described in more detail in the next section.

Table 5.4: Sample means and DiD for outcome variables (male flow)

	Pre Joint Claims		Post Joint Claims		
Outcome variables	Treat.	Control	Treat.	Control	DiD
Worked since sample date (%)	29	35	36	43	-1
Employed at interview (%)	23	29	29	36	-1
Employed one month after sample date (%)	20	22	24	24	+2
Employed two months after sample date (%)	27	27	29	30	-1
Employed three months after sample date (%)	26	32	27	31	+2
% time working 30 hours or more	15	19	20	22	+2
% time working 24 hours or more	15	20	22	22	+5
% time working 16 hours or more	18	22	24	24	+4
% time working any hours	21	24	26	27	+2
% time employed or self-employed	23	26	27	30	0
Unweighted base	*107*	*88*	*224*	*82*	

**,*,✿ denote significance at 1,5,10 per cent significance respectively.

Table 5.5: Sample means and DiD for outcome variables (female stock)

	Pre Joint Claims		Post Joint Claims		
Outcome variables	Treat.	Control	Treat.	Control	DiD
Worked since sample date (%)	15	19	19	27	-4
Employed at interview (%)	12	16	17	24	-3
Employed one month after sample date (%)	13	15	13	24	-9*
Employed two months after sample date (%)	14	16	13	24	-9*
Employed three months after sample date (%)	12	17	15	26	-6
% time working 30 hours or more	6	7	6	10	-3
% time working 24 hours or more	8	8	7	12	-5
% time working 16 hours or more	10	11	10	17	-6
% time working any hours	13	15	14	23	-7✿
% time employed or self-employed	13	16	14	25	-8*
Unweighted base	*544*	*452*	*305*	*350*	

Table 5.6: Sample means and DiD for outcome variables (female flow)

Outcome variables	Pre Joint Claims		Post Joint Claims		
	Treat.	Control	Treat.	Control	DiD
Worked since sample date	24	33	29	31	+7
Employed at interview	20	32	24	26	+10
Employed one month after sample date	20	26	21	22	+5
Employed two months after sample date	21	31	22	25	+7
Employed three months after sample date	20	27	23	26	+4
% time working 30 hours or more	10	12	14	12	+4
% time working 24 hours or more	13	13	16	12	+4
% time working 16 hours or more	17	18	18	18	+1
% time working any hours	20	29	21	23	+7
% time employed or self-employed	21	29	22	25	+5
Unweighted base	*110*	*91*	*223*	*79*	

**,*,✿ denote significance at 1,5,10 per cent significance respectively.

5.2.3 Econometric analyses

In order to produce accurate and reliable estimates of the impact of Joint Claims, it is necessary to derive the DiD estimator in an econometric framework. This involves constructing regression models that explain employment outcomes. These models include a range of variables that previous theoretical and empirical work has suggested have an important impact on people's prospects of returning to work following a period of unemployment. It is important to control for these factors when calculating the DiD estimator in order to cancel the influence of any differences in the capacity of members of the treatment and control groups to enter work that would exist regardless of the impact of Joint Claims.

The survey data is a rich source of variables of this type. Information is available on

- Family and household circumstances (marital status, number of dependent children, housing tenure)
- Region and local area unemployment rates
- Age
- Driving licence, highest qualification and basic skills problems
- Health problems (covering both physical and mental health)
- Ethnicity
- Whether in work at sample date
- Proportion of time in work before the sample date
- Attitudes toward gender roles
- Employment probability of partner

The way in which the employment probability of the partner is included in the econometric analyses warrants detailed explanation. As Joint Claims is a policy intervention that relates to the position of couples, the question of the impact on one partner's labour market behaviour of the other's employment status is clearly a key issue. It seems most plausible that each partner's status and activity will affect that of their partner's simultaneously. Such a causal relationship would present acute problems with regards to the modelling of individual behaviour, however, so instead the Mallar (1977) technique is used to overcome this simultaneity bias. This involves developing a model to predict the employment probability of, in the first instance, the male partner, and inserting this variable in the model predicting employment entry by the female partner. This enables the male partner's likelihood of employment to have an impact on the female partner's modelled behaviour, without taking into account explicitly whether the male partner was in employment, as this variable would almost certainly be endogenous. The predicted employment probability of the female partner is then included in the model explaining male behaviour in the same way.[21]

Along with these variables are included those which measure the effect of the intervention. These are indicators of whether a respondent is in the treatment or control group, whether they are from the pre or post Joint Claims period, and the interaction of these two variables, which produces the DiD estimate. As was mentioned previously, models were run separately for men and women and included interaction terms between the variables measuring the effect of the intervention and indicators of whether the respondent was from the stock or the flow. This was done to investigate whether the Joint Claims effect varied for the stock and flow in the way the descriptive statistics suggested that it might. A more formal exposition of the approach is given in Appendix 1.

Models were run for each of the ten employment outcome measures described previously. For the most part, the explanatory variables had the signs and levels of statistical significance one would expect from previous theoretical and empirical work in the literature. The main interest, however, is in the effects of the intervention, and these are summarised in Tables 5.7 and 5.8.

Table 5.7 summarises the effect of Joint Claims for men, shown separately for clients from the stock and clients from the flow. This compares the effect of Joint Claims for the stock and flow, relative to the control group. The results for the stock are invariably negative, whereas for the flow they are for the most part positive. This is broadly consistent with the pattern of mean scores on the employment outcome measures and the 'raw' DiDs revealed by the descriptive analyses. The column on the extreme right of Table 5.7 shows the effect for the flow *relative* to the stock, i.e. the effect for the Joint Claims flow relative to the Joint Claims stock. This underlines the point that the

---

[21] This technique has been used previously in UK public policy evaluation by Duncan, Giles and Webb (1995) and Dorsett (2001b).

intervention tends to work more effectively for flow than stock clients, since this effect is positive in eight out of 10 cases. Very few of these effects are large, however, and none is statistically significant at conventional levels. The results provide an indication of how Joint Claims seems to be having an impact for men, therefore, rather than robust evidence of either a positive or negative effect.[22]

Table 5.7: DiD estimations (men)

DiD	Stock	Flow	Flow relative to stock
Worked since sample date	-3	+7	+10
Employed at interview	-9*	+3	+12
Employed one month after sample date	-1	+1	+2
Employed two months after sample date	-1	+1	+2
Employed three months after sample date	-3	+7	+10
% time working 30 hours or more	-2	-2	0
% time working 24 hours or more	-1	0	+1
% time working 16 hours or more	-2	+1	+3
% time working any hours	-2	-1	+1
% time employed or self-employed	-4	+1	+5

Flow relative to stock is the difference between stock and flow. **,*,✿ denote significance at 1,5,10 per cent significance respectively.

The findings for women, summarised in Table 5.8, follow a similar pattern, but are somewhat more robust. The effects for the Joint Claims stock tend to be negative or zero, but the effects for the Joint Claims flow are all positive. Again, none of these effects is statistically significant, but the results for the Joint Claims flow *relative* to the Joint Claims stock do provide reliable evidence of how the intervention is working more effectively for flow clients than for the stock. Female Joint Claims respondents from the flow were more likely to be employed one or two months after the sample date than are those from the stock and there is evidence of sustained effects in that they also spent a greater proportion of time since the sample date in employment. These findings are consistent, therefore, with prior expectations, in that they show the Joint Claims effect to be stronger for women and stronger for the flow.

---

[22] The only statistically reliable finding reported in Table 5.7 in fact, is that the male Joint Claims stock were nine percentage points less likely to be in employment at interview than the control group.

Table 5.8: DiD estimations (women)

DiD	Stock	Flow	Flow relative to stock
Worked since sample date	-3	+2	+5
Employed at interview	0	+13	+13
Employed one month after sample date	-3	+9	+12✧
Employed two months after sample date	-4	+11	+15*
Employed three months after sample date	-2	+7	+9
% time working 30 hours or more	0	+4	+4
% time working 24 hours or more	0	+6	+6
% time working 16 hours or more	0	+4	+4
% time working any hours	-1	+12	+13*
% time employed or self-employed	-3	+8	+11✧

Flow relative to stock is the difference between stock and flow. **,*,✧ denote significance at 1,5,10 per cent significance respectively.

5.3　Couple Level Analysis

5.3.1　Introduction

The focus of the analysis is now shifted from individuals to couples. There are a number of advantages to analysing couples as opposed to individuals but also some drawbacks. One of the main advantages is the more direct link to policy interests. As Joint Claims for JSA is a policy aimed at couples, effective evaluation should evaluate its impact on couples. Furthermore, the simultaneity problem found in the previous section does not arise in the case of couple level analysis.

There are two drawbacks that have to be kept in mind. First, to generate variables that relate to couples as opposed to individuals, data have to be aggregated. This aggregation process can render the data less precise as outcome variables might no longer tally exactly with explanatory variables. For example, it might be that the aggregated outcome variable measured for the couple is based on the male partner's information while the aggregated explanatory variable for the couple is based on the female partner's information. This can weaken the observable link between outcome and explanatory variables. Second, it has already been noted that the introduction of Joint Claims was expected to influence the behaviour of women more than men. Moving to couple level analyses and aggregating both partner's information together might make it more difficult to detect such effects as 'insignificant' information from the male partner is added. Both these points might mask effects of the policy.

5.3.2 Descriptive statistics

The number of couples in the sample is half the number of individuals. However, excluding those couples where one partner's information was provided through proxy information further reduces the number of observations. This is because when excluding couples with a proxy interview, the equivalent of two individuals are lost whereas in the individual analysis the person providing the proxy information about his or her partner remains in the sample. The numbers of couples are summarised in Table 5.9.

In total there were 2,346 couples of which 54.1 per cent fell into the pre Joint Claims period and 44.6 per cent into the post Joint Claims period. There are more couples in the treatment than in the control groups. This is true for the pre and post Joint Claims period. Excluding proxy interviews reduces the number of couples to 1937 or 82.6 per cent of the original sample. There were significantly more proxy interviews among the control groups – about 20 per cent – than among the treatment groups, where the number of proxy interviews was about 16 per cent.

As mentioned previously, it is important to distinguish between the stock and the flow of unemployed people. Rows five to eight contain the number of couples from the stock and the flow in the four groups. Due to sampling issues the flow is over-represented among the treatment group after the introduction of Joint Claims.

Another variable that proved important in the later analysis is whether at least one partner in the couple was working 16 hours or more at the sample date. Such couples had a higher probability of being in employment later at the interview date. The highest percentage of couples working 16 or more hours was among the control group after the introduction of Joint Claims (22 per cent) the lowest share, 14 per cent, among the treatment group pre Joint Claims. For the control group, the difference in this percentage between the pre and post Joint Claims period is statistically significant.

Table 5.9: Number of couples

Number of couples	Pre Joint Claims		Post Joint Claims		
	Treatment	Control	Treatment	Control	Total
All	699	601	571	475	2346
as % of Total	*29.8*	*25.6*	*24.3*	*20.2*	*100*
Excluding Proxies	590	487	482	378	1937
as % of all	*84.4*	*80.0*	*84.4*	*79.6*	*82.6*
Stock	492	405	275	306	1478
as % of non-proxies	*83.4*	*83.2*	*56.7*	*81.0*	*76.3*
Flow	98	82	207	72	459
as % of non-proxies	*16.6*	*16.8*	*42.7*	*19.0*	*23.7*
Working 16+ hours	85	86	86	84	341
as % of non-proxies	*14.4*	*17.7*	*17.7*	*22.2*	*17.6*

As with the individual-level analyses, there are a number of outcome variables of interest. The following outcome variables were observed for all couples and the analysis is straightforward:

- whether the couple is claiming JSA at the time of interview
- whether they ever worked between the sample and the interview data
- the proportion of time in employment between sample and interview.

A second group of outcome variables were only observed for a specific sub-sample of couples:

- how long it took couples to find employment
- whether the couple were actively looking for work

The first of these is only defined for those couples who did find employment, while the second is only observed for those still workless at the time of the interview. These two outcomes have to be treated differently as the two sub-samples are non-random. The fact that a couple is employed (or workless) at the time of interview might itself be influenced by the introduction of Joint Claims. Modelling these outcomes introduces a selection process that may bias results based on these sub-samples. While it is possible to describe the average values of these variables for the different subgroups it is not meaningful to calculate DiD effects.

In the following four tables (Table 5.10 to Table 5.13) the sample means of the outcome variables for each group are reported. Also reported is a first estimate of the programme effect: a simple DiD estimator. As in Table 5.1, for example, this simple DiD estimator should be seen as a first attempt at estimating the programme effects since there is no control for differences in important characteristics between the groups. In the later estimations couples with proxy interviews are excluded as some of the variables included in the models are missing from proxy interviews. However, in this descriptive analysis there is no reason to exclude them. For completeness and comparability, results including and excluding couples with proxy interviews are reported. Discussions below concentrate on the results for all couples.

Table 5.10 summarises the results with respect to the employment probabilities at the time of interview. There is a distinction by the intensity of employment. All variables are defined as at least one of the partners being employed for the number of hours specified. The outcomes are defined cumulatively; a couple employed 30 and more hours is also counted in all the other categories.

Table 5.10: Averages and DiD – Whether couple employed at interview

	Pre Joint Claims		Post Joint Claims		
Outcome variables	Treat.	Control	Treat.	Control	DiD
Employed 30+ hours	20.5	19.3	27.1	33.3	-7.5*
	(1.6)	(1.7)	(1.9)	(2.3)	(1.96)
Excluding proxies	*18.3*	*18.6*	*24.2*	*30.4*	*-5.9*
	(1.7)	*(1.9)*	*(2.0)*	*(2.5)*	*(1.46)*
Employed 24+ hours	22.3	20.3	29.7	34.1	-6.4✿
	(1.6)	(1.8)	(2.0)	(2.3)	(1.65)
Excluding proxies	*19.9*	*19.5*	*27.0*	*31.0*	*-4.4*
	(1.7)	*(1.9)*	*(2.1)*	*(2.5)*	*(1.06)*
Employed 16+ hours	25.4	24.5	33.5	39.9	-7.2✿
	(1.7)	(1.9)	(2.0)	(2.4)	(1.79)
Excluding proxies	*22.9*	*24.1*	*30.4*	*37.3*	*-5.7*
	(1.8)	*(2.1)*	*(2.2)*	*(2.6)*	*(1.30)*
Employed any hours	29.4	31.3	37.6	46.4	-7.0✿
	(1.8)	(2.0)	(2.1)	(2.4)	(1.68)
Excluding proxies	*27.3*	*31.9*	*34.9*	*43.9*	*-4.4*
	(1.9)	*(2.2)*	*(2.2)*	*(2.7)*	*(0.97)*
Employed or self-empl.	30.3	33.5	38.5	50.0	-8.4*
	(1.8)	(2.0)	(2.1)	(2.4)	(1.99)
Excluding proxies	*28.3*	*34.1*	*35.4*	*46.6*	*-5.4*
	(1.9)	*(2.3)*	*(2.2)*	*(2.7)*	*(1.17)*

**,*,✿ denote significance at 1,5,10 per cent significance respectively.
Standard errors of means and absolute t-values for DiD are in parentheses.

Due to the cumulative definition of the outcomes, the number of couples in employment increases with the broadening of the definition of employment. While 19 to 33 per cent of couples were employed for 30 hours or more, the number of employed or self-employed couples without any hours restrictions increases to 28 to 47 per cent. For all outcomes, and for both the treatment and control group, the employment probability increases from the pre to the post Joint Claims period. Because this increase is larger for the control group the estimated programme effect is negative. This is contrary to what was expected. It means that the introduction of Joint Claims significantly reduced the employment probability of the treatment group by six to eight percentage points. However, most of these significant, negative results disappear once important differences between treatment and control groups and between stock and flow are controlled for, as discussed below.

Table 5.11 reports how many of the couples were claiming JSA at the time of interview and whether either of the partners in a couple was ever employed or self-employed over the period of four to six months after the sample date. The proportion of couples in the treatment group claiming JSA drops from 66 to 53 per cent. Again, the change for the control group was even more pronounced resulting in the DiD estimate having the 'wrong' sign. The same is true for the measure of whether the couple was ever employed. However, both estimated DiDs are not statistically significant at conventional levels.

Table 5.11: Averages and DiD: Whether Claiming JSA and Ever worked

Outcome variables	Pre Joint Claims		Post Joint Claims		
	Treat.	Control	Treat.	Control	DiD
Claiming JSA	66.2	67.6	53.2	52.2	2.4
	(1.8)	(2.0)	(2.2)	(2.4)	(0.56)
Excluding proxies	*69.8*	*71.4*	*56.4*	*58.8*	*-0.7*
	(2.0)	*(2.2)*	*(2.3)*	*(2.7)*	*(0.16)*
Employed since sample	32.9	36.0	42.7	51.6	-5.8
	(1.8)	(2.1)	(2.1)	(2.4)	(1.36)
Excluding proxies	*30.5*	*37.2*	*40.1*	*48.4*	*-1.5*
	(2.0)	*(2.3)*	*(2.3)*	*(2.7)*	*(0.31)*

See note Table 5.10.

Results in Table 5.12 give a picture of the development over time using the employment probability one, two, three and four months after the sample date. As some interviews were conducted earlier than four months after the sample date the number of observations is lower for the last outcome measure. For all groups, the employment probability was higher at four months compared to one month after the sample. There was an increase in the relative number of employed couples from the pre to post Joint Claims period, but again this increase was more pronounced for the control group leading to DiD estimators with a negative sign.

Table 5.12: Averages and DiD – Whether employed at different points in time

Employed or self-emp.:	Pre Joint Claims		Post Joint Claims		
	Treat.	Control	Treat.	Control	DiD
1 months after sample	25.0	31.1	26.9	34.8	-1.7
	(1.9)	(2.2)	(2.1)	(2.6)	(0.38)
2 months after sample	25.8	33.2	30.6	37.8	0.3
	(1.9)	(2.2)	(2.2)	(2.6)	(0.06)
3 months after sample	24.6	33.7	30.8	40.2	-0.3
	(1.8)	(2.2)	(2.2)	(2.7)	(0.08)
4 months after sample	27.7	33.5	31.0	44.8	-4.9
	(2.3)	(2.8)	(2.2)	(2.7)	(0.98)

Note: Dependent variable is missing for proxy interviews, thus results exclude proxies.
See note Table 5.10.

Table 5.13 looks at the proportion of time after sampling that at least one of the partners was in employment at different intensity levels. These are the same as in Table 5.10 and, again the different outcomes are defined cumulatively. For each group, the proportion in employment increases with the broadening of the employment definition. While couples in the pre Joint Claims treatment group were employed 30 hours or more for only 15 per cent of the time, they were employed or self-employed for any hours for 25 per cent of the time. Couples in the control group were employed for a higher proportion of time and this proportion increased from the pre to the post Joint Claims period. For the treatment group there was no increase, or a much smaller increase, in the proportion of time employed. This again led to

negative DiD effects. However, none of the effects comes close to being significant.

Table 5.13: Averages and DiD – Proportion of time employed since sample

Proportion of time since sample:	Pre Joint Claims		Post Joint Claims		
	Treat.	Control	Treat.	Control	DiD
employed 30+ hours	14.8	14.9	19.3	21.8	-2.3
	(1.2)	(1.4)	(1.5)	(1.8)	(0.78)
excluding proxies	*14.9*	*16.6*	*19.2*	*22.7*	*-1.7*
	(1.4)	*(1.6)*	*(1.6)*	*(2.0)*	*(0.51)*
employed 24+ hours	16.5	16.2	21.1	23.2	-2.3
	(1.3)	(1.4)	(1.5)	(1.8)	(0.77)
excluding proxies	*16.6*	*18.0*	*21.3*	*23.5*	*-0.8*
	(1.4)	*(1.7)*	*(1.7)*	*(2.0)*	*(0.24)*
employed 16+ hours	19.4	19.4	24.5	27.5	-3.0
	(1.4)	(1.5)	(1.6)	(1.9)	(0.91)
excluding proxies	*19.3*	*22.0*	*24.7*	*28.0*	*-0.7*
	(1.5)	*(1.8)*	*(1.8)*	*(2.2)*	*(0.19)*
employed any hours	23.2	26.0	28.7	34.2	-2.7
	(1.5)	(1.7)	(1.7)	(2.1)	(0.75)
excluding proxies	*23.7*	*29.6*	*29.1*	*35.3*	*-0.3*
	(1.7)	*(2.0)*	*(1.9)*	*(2.4)*	*(0.07)*
employed or self-employed	24.5	28.7	29.8	39.1	-5.1
	(1.5)	(1.8)	(1.7)	(2.2)	(1.40)
excluding proxies	*25.1*	*32.1*	*30.1*	*39.4*	*-2.3*
	(1.7)	*(2.0)*	*(1.9)*	*(2.4)*	*(0.56)*

See note Table 5.10.

Table 5.14 considers the length of time taken to find work within four to six months of sampling. This is based on fewer observations than the results presented above as the outcome variable is only observed for couples that did actually find work. Again, the outcome variables are defined cumulatively so that for the broader definition of employment, more couples were employed. It took couples about 19 days to find employment or self-employment in the pre Joint Claims period and 31 and 24 days for the treatment and control groups respectively after the introduction of Joint Claims. For all the outcome variables, it took couples longer to find work in the post Joint Claims period. It also took couples longer to find more intensive employment. The time to find a job for 30 hours or more was 24-25 days before Joint Claims and 35-37 days after Joint Claims.

As pointed out earlier, these numbers are subject to selection bias as they are only calculated for couples who had found work by the time the interview took place. Since the probability of finding work may also be influenced by the policy it is not meaningful to draw strong conclusions from these tables or to calculate DiD effects.

Table 5.14: Averages - Days to employment for couples in employment

How many days until	Pre Joint Claims		Post Joint Claims	
	Treat.	Control	Treat.	Control
Employed 30+ hours	24.1	25.3	36.9	34.8
	(2.9)	(3.3)	(3.3)	(3.5)
Excluding proxies	*24.5*	*23.7*	*35.6*	*34.4*
	(3.1)	*(3.3)*	*(3.5)*	*(3.9)*
Employed 24+ hours	23.1	23.9	37.1	32.8
	(2.7)	(3.1)	(3.2)	(3.4)
Excluding proxies	*22.4*	*22.5*	*35.6*	*32.5*
	(2.9)	*(3.1)*	*(3.4)*	*(3.8)*
Employed 16+ hours	21.3	22.7	35.1	32.8
	(2.5)	(2.9)	(3.0)	(3.3)
Excluding proxies	*20.4*	*20.9*	*33.0*	*32.0*
	(2.6)	*(2.8)*	*(3.1)*	*(3.7)*
Employed any hours	19.9	19.0	31.8	26.3
	(2.4)	(2.5)	(2.7)	(2.8)
Excluding proxies	*19.1*	*17.7*	*30.4*	*25.2*
	(2.6)	*(2.4)*	*(2.9)*	*(3.1)*
Employed or self-employed	19.1	19.1	31.2	24.5
	(2.3)	(2.4)	(2.7)	(2.6)
Excluding proxies	*18.2*	*18.0*	*29.3*	*23.4*
	(2.5)	*(2.4)*	*(2.8)*	*(2.9)*

Absolute t-values in parentheses.

Table 5.15 contains an outcome measure observable only for couples still workless at the time of interview. The definition of the outcome variable is whether at least one of the partners was actively looking for work during the last four weeks. Among the workless couples a very high percentage – over 90 per cent in most cases – were actively looking for a job in the four weeks preceding the interview. There are few differences between the treatment and control groups and between the pre and post Joint Claims periods.

Table 5.15: Averages - Job search activity for workless couples

	Pre Joint Claims		Post Joint Claims	
	Treat.	Control	Treat.	Control
Looking for work in last 4 weeks	90.1	90.4	91.5	89.2
	(1.4)	(1.5)	(1.5)	(2.2)
Excluding proxies	*91.2*	*93.3*	*91.3*	*89.3*
	(1.4)	*(1.4)*	*(1.7)*	*(2.3)*

Absolute t-values in parentheses.

5.3.3 Econometric analyses

The estimations below control for a large number of characteristics that might influence the outcome variables and differ between the four groups. These extended models were estimated in a regression framework, where it is possible to distinguish between the stock and the flow of young unemployed couples. In the tables below, three effects are reported: first, the effect on the stock; second, the effect on the flow, and; third, the effect on the flow relative to the stock. The last effect is the difference between the effects on flow and stock.

Wherever possible the same control variables as in the earlier individual level models were used. However, in estimating models for couples, the outcome and control variables had to be aggregated. In most cases, the aggregation was conducted so that whenever at least one partner in a couple had a specific characteristic the couple was coded as having this characteristic. In some cases the higher of two values was used as the value for the couple. For almost all couples, at least one partner had a driving licence and at least one had worked before the sample. Consequently, it was more useful to concentrate on those cases where *both* partners had that characteristic. As with the individual-level analyses, the survey data provided a rich information set and the models could control for:

- whether the claim was stock or flow
- whether the couple was working 16 hours or more at the sample date
- whether the partners were interviewed on the same date
- time from the sample to the interview date
- age, children, marital status
- type of accommodation
- region, local unemployment rate
- basic skills problems, driving licence, qualifications
- whether from a minority ethnic group
- whether worked before, the proportion of time in work since 1998
- New Deal experience before the sample date
- long-term health problems
- mental health index, index of attitude towards women in work.

The most important explanatory variables were whether the couple worked at the sample date which increased the probability of employment (+), whether the couple had children which decreased the probability of employment (-), both having a driving licence (+), high qualifications (+), good mental health (+), and two work history related variables: the proportion of time in work since 1998 (+) and whether on New Deal before the sample date (-). The last two are work history variables and might be good proxies for unobservable factors influencing the probability of finding a job.

Table 5.16 presents the results with respect to the probability that a couple was employed at the time of interview for different employment intensities. All the effects on the stock and the flow are negative. This is contrary to prior

expectations. Joint Claims was designed in a way that its introduction should lead to an increase in employment probability but here a decrease in the region of two to ten percentage points is found. However, none of the estimated effects is significant. There is a tendency for these 'wrong' effects to be less pronounced for the stock.

Table 5.16: DiD Estimations – Whether couple employed at interview

DiD	Stock	Flow	Flow rel. to stock
Employed 30+ hours	-3.5	-4.2	-0.8
	(0.88)	(0.47)	(0.08)
Employed 24+ hours	-3.0	-3.0	0.0
	(0.76)	(0.33)	(0.00)
Employed 16+ hours	-5.6	-10.0	-4.4
	(1.33)	(1.10)	(0.45)
Employed any hours	-5.4	-1.6	3.7
	(1.13)	(0.17)	(0.36)
Employed or self-empl.	-5.5	-2.8	2.6
	(1.14)	(0.29)	(0.26)

Flow relative to stock is the difference between stock and flow. Note that due to rounding this might not add up exactly. Absolute t-values in parentheses.

The next table, Table 5.17, shows results for the two outcome variables 'whether the couple is claiming JSA at the time of interview' and 'whether the couple was ever employed between the sample and the interview date'. Joint Claims would be expected to have a negative effect on the percentage of couples claiming JSA and a positive effect on the employment probability. This pattern is found for the flow, however the effects on the stock have the wrong sign. As before, none of the effects is significantly different from zero.

Table 5.17: DiD estimates – Whether claiming JSA / worked since sample

Outcome variables	Stock	Flow	Flow rel. to stock
Claiming JSA	2.5	-7.6	-10.1
	(0.48)	(0.72)	(0.90)
Employed since sample	-1.1	0.4	1.5
	(0.22)	(0.04)	(0.14)

Flow relative to stock is the difference between stock and flow. Absolute t-values in parentheses.

Table 5.18 indicates how the employment probability changed over time. The outcome variables are whether at least one partner in the couple was employed at different times after the sample: one, two, three and four months. The last outcome is only observed for couples interviewed more than four months after the sample, 1570 out of the 1937 couples. Again, the effects for the stock have the wrong sign, while those for the flow mostly have the right sign but none is statistically significant. No clear pattern emerges as longer periods are considered.

Table 5.18: DiD estimates – Whether employed at different points in time

Employed or self-employed:	Stock	Flow	Flow rel. to stock
1 months after sample	-2.1	5.8	7.9
	(0.53)	(0.68)	(0.88)
2 months after sample	-1.2	3.2	4.4
	(0.27)	(0.34)	(0.45)
3 months after sample	-3.1	5.8	8.9
	(0.69)	(0.61)	(0.89)
4 months after sample	-4.6	-3.6	1.0
	(0.88)	(0.32)	(0.09)

Flow relative to stock is the difference between stock and flow. Absolute t-values in parentheses.

In Table 5.19, the proportion of time in employment is reported for different employment intensities. The now familiar pattern is observed. None of the effects is statistically significant; they have the wrong sign for the stock and tend to have the right sign for the flow. There is no clear pattern with regard to the size of the effect in relation to the intensity of employment.

Table 5.19: DiD estimates – Proportion of time employed since sample

Proportion of time since sample:	Stock	Flow	Flow rel. to stock
Employed 30+ hours	-0.5	0.5	1.0
	(0.21)	(0.07)	(0.14)
Employed 24+ hours	-0.5	3.0	3.6
	(0.20)	(0.46)	(0.50)
Employed 16+ hours	-0.6	-0.2	0.5
	(0.23)	(0.03)	(0.07)
Employed any hours	-1.1	4.9	6.0
	(0.31)	(0.63)	(0.74)
Employed or self-employed	-2.7	2.0	4.8
	(0.72)	(0.26)	(0.57)

Flow relative to stock is the difference between stock and flow. Absolute t-values in parentheses.

5.4   Conclusion

This chapter has estimated the employment impact of Joint Claims at the level of the individual and at the level of the couple. Effects were considered in relation to a range of employment measures. Overall, there was virtually no statistically significant evidence of a Joint Claims effect on employment, either positive or negative.

At the level of the individual, descriptive statistics indicated that there was very little difference between the treatment and control samples in terms of the change in their employment levels from the pre to the post Joint Claims period. Such differences that were revealed indicated that a positive Joint Claims effect was somewhat more apparent for women than for men and for respondents from the flow, rather than the stock.

Econometric analyses at the level of the individual confirmed this. While Joint Claims effects for the male stock were negative (although in only one case statistically significant), they were usually positive for the male flow (although never statistically significant). For women, the effect of Joint Claims was usually negative for the stock and always positive for the flow, but none of these findings were statistically significant. The only statistically robust findings from the female analyses at the level of the individual were that the Joint Claims flow often performed better than the Joint Claims stock. Overall therefore, there is no robust evidence of a positive employment effect of Joint Claims for either men or women, but some evidence that the intervention was more effective for the flow, especially the female flow, rather than for the stock.

Turning to the couple level analyses the following conclusions can be drawn. First, most of the effects tend to have the expected sign for the flow of young unemployed couples. The effects on the stock however go in the wrong direction – the introduction of Joint Claims seems to decrease the probability of couples finding employment (although it has to be noted that *none* of the estimated effects is statistically significant[23]). This lack of significant effects may be due in part to the problems outlined earlier of carrying out couple-level analysis. From the individual level analyses it can be seen that the main observable effect the introduction of Joint Claims had was on the female partner in a couple. As the data is aggregated for the couple-level analysis, the information of male partners (with no observable effects) tends to dilute the already weak positive impacts discernible for the female partner.

---

[23] Even if an unconventionally low significance level of 20% was applied, only one out of the 32 effects would be significant.

Chapter 6   The changing effects of Joint Claims

Summary

- The administrative database allows the Joint Claims population to be observed at a number of points in time. It is not structured along gender lines but instead regards one partner as 'partner 1'

- Partner 1 was male in 80 per cent of cases and, at 24 years of age, three years older than the other partner. Disability was higher for partner 1 than partner 2 (13 compared to eight per cent). Ethnic minorities accounted for 15 per cent of the eligible population.

- In about a fifth of cases, the JSA spell length was less than a month. Ten per cent of couples had been claiming for more than a year.

- Most JSA exits were to employment. Failing to attend was another significant reason for the JSA claim ending. About one tenth left to Incapacity Benefit or Income Support.

- Following an initial period of ineffectiveness, the influence of Joint Claims on flow cases could be detected about five months after its introduction. It had the effect of speeding JSA exit but did not appear to influence entry into work. For the stock cases, Joint Claims again encouraged JSA exit but not job entry. This is likely to be mainly due to the deterrent effect.

- For couples where partner 1 was from a minority ethnic group, the results were similar for flow cases but greater for stock cases. For couples where one partner was aged 30 years or more, the results were not significantly different from the Joint Claims population as a whole.

In this chapter, the administrative database is used to examine the extent to which the effect of Joint Claims has changed over time. It begins with a descriptive account of the population of joint claimants which can be seen to complement the analysis presented in Chapter 3. It has already been noted that the strength of the administrative data is its larger sample size. Use is made of this to explore differential effects for sub-groups of the population. Two groups are of particular relevance: ethnic minorities and older couples.

6.1   The size of the Joint Claims population

There are two important complications that affect the database. The first is that it is not possible to identify with complete accuracy the eligible population before the introduction of Joint Claims owing to the presence of at least some

fraudulent claims. This concern was based on anecdotal evidence and has not been formally substantiated. While it would be naïve to assume that there were no fraudulent claims, we have no information on the numbers. The main type of fraud is believed to take the form of claiming for a non-existent partner or having a partner who is working without declaring it. Joint Claims requires both partners to attend interviews, making it more difficult for single claimants to pass themselves off as being in a couple. Consequently, the number of joint claimants was expected to be markedly smaller than that suggested by estimates of the population of potentially eligible couples before the introduction of the legislation. The extent of such a 'shake-out' effect is considered below.

Figure 6.1 shows the changing size of the treatment population. The bars in the chart correspond to particular scan dates of JSAPS. Using start and end dates of JSA claims taken from JUVOS (as explained in Appendix 1) all those who met the eligibility criteria and who were recorded as claiming at a given date can be regarded as constituting the treatment population.
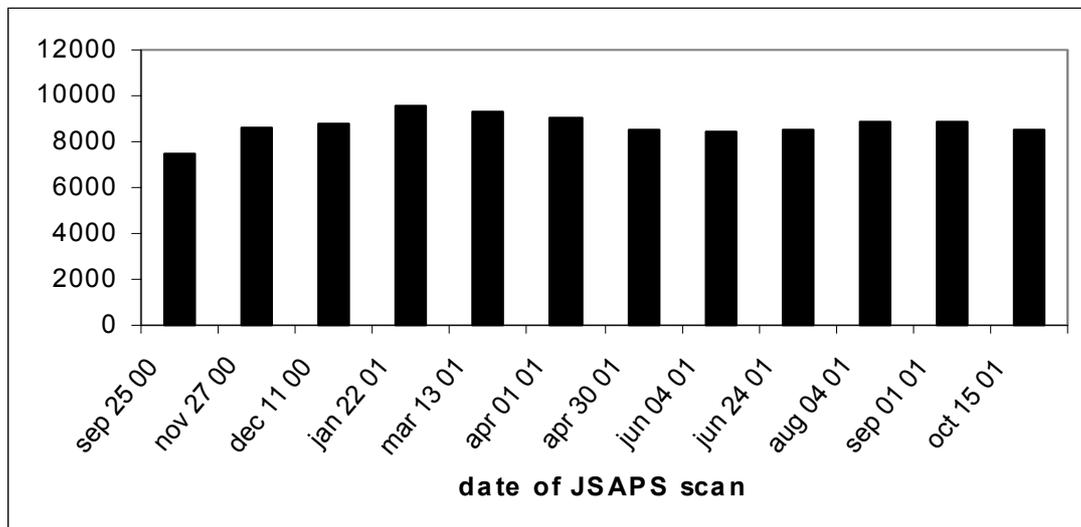
Figure 6.1 Changing size of the treatment group

The trend in Figure 6.1 suggests that, from a peak of 9,500 in January 2001, there was a gentle decline of about 1,000 couples to a level that has remained broadly stable since May 2001. The timing of the beginning of the decline is more or less consistent with the introduction of Joint Claims in March 2001. It is also worth noting that any decline would have been offset to some extent due to the fact that eligibility is set with reference to a birth date of 19 March 1976. A consequence of this is that the eligible age group expands naturally with time. At the time of its introduction, Joint Claims only related to couples where at least one partner was between the ages of 18 and 24 years but, one year later, those aged between 18 and 25 years were affected.

6.2   Characteristics of the treatment group

In this section, the characteristics of the treatment group are considered. Some of the tables appear in an annex (pp. 91-96) to this chapter simply because their large size creates formatting problems. The substantive findings are discussed below. As an overall comment, the picture that emerges is one of stability over time; the composition of the population changes little over the observation period.

6.2.1   Personal characteristics

Unlike the survey dataset, the administrative data is not organised along gender lines. While it is meaningful to have a distinction between partner 1 and partner 2 in the pre-Joint Claims situation of claimant and non-claimant partner, the distinction became less meaningful with the change to the legislation. However, Table 6.1 shows that partner 1 was male in about 80 per cent of cases and that this remained quite constant after Joint Claims was introduced. This partner tended to be three to four years older than the other partner, whose age averaged 21 years at the time of the scan. Disability was higher among partner 1 at about 13 per cent compared to eight per cent for partner 2. It is also clear that the treatment group population was predominantly white, although there was a slight downward trend over time. Across all time periods, approximately 85 per cent of the treatment group was white. Proportionately, however, non-whites were over-represented; throughout Britain as a whole they account for only seven per cent of the population. Pakistanis constituted the largest minority ethnic group (about 5 per cent) and south Asians as a whole accounted for close to one tenth of the treatment group. Both Pakistanis and Bangladeshis were four times as evident in the treatment group as in the population of the country as a whole.

6.2.2   Preferred occupation

Table 6.2 considers the preferred occupation of partner 1. In more than a third of cases, elementary occupations were sought. Other significant categories included skilled trades (about 15 per cent), sales and customer services (about 12 per cent), process, plant and machine operatives (about 10 per cent) and administrative and secretarial (about 10 per cent).

6.2.3   Region of residence

London and the South East accounted for the largest proportion of the treatment group. This is shown in Table 6.3. However, relative to the population as a whole, the main concentration was in the North, Yorkshire and Humberside, Wales and the West Midlands. The more affluent regions of East Midlands and Eastern, the South West and London and the South East were relatively under-represented. About 14 per cent of the treatment group lived in a rural area.

71

6.2.4 Benefits

Table 6.4 presents results on the length of the benefit spell at the time of each scan. In about one fifth of cases, the spell was of four weeks duration or less. At the other extreme, about ten per cent of couples had been claiming for more than a year. Most couples, however, occupied an intermediate position. Over the period of observation, there was some increase in the average spell length. This is to be expected to some extent since the eligibility criteria mean that the population increases in age naturally with time and older individuals are more likely to have a longer spell. Another possibility is that these results reflect a relative success of Joint Claims in encouraging those with shorter unemployment spells to exit JSA. This would mean that those with shorter spells would be less likely to appear in any given scan. However, this is difficult to address in a descriptive analysis; the later modelling results will control for the possibility that shorter spells are associated with earlier exit from benefit.

6.2.5 Destination on leaving JSA

An acknowledged limitation of the administrative data is that the destination information for those leaving JSA is incomplete. It is nonetheless interesting to inspect it. Table 6.5 presents the information taken from JUVOS records. This shows that finding work is the biggest single reason for unemployment exit. This was fairly constant over the scans, although there was an anomalous jump in the final observation period. This is likely to reflect a data quality issue more than a genuine increase (note the smaller base size for this scan). Failing to attend was another significant reason, accounting for about a fifth of exits. Similarly difficult to interpret are those leaving for an unknown reason; there appeared to be some growth in this category over time. However, this could be due to changes in recording. Transfers to government training was another important reason. Finally, about ten per cent of the treatment group left JSA to inactivity, claiming Incapacity Benefit or Income Support.

Given the structure of the dataset and the combination of data from two sources, it is instructive to inspect the reasons given in the LMS for the end of the Joint Claim, where this is recorded. Due to the small numbers involved, this is summarised for all scans post 19 March 2001, rather than for each scan individually. Table 6.6 presents the results for the couple. Overall, 37 per cent of exits were accounted for by finding work. Including those who increased their hours of work raises this slightly to 38 per cent. In a tenth of cases, pregnancy or the presence of dependent children in the household removed the couple from eligibility. In about 30 per cent of cases, the Joint Claim ended for a range of procedural reasons.

Table 6.7 takes the reason for the Joint Claim end from JUVOS records. Reassuringly, the proportion recorded as exiting JSA to a job (40 per cent) is quite similar to that shown by LMS.

Table 6.6: Reason for end of Joint Claim (LMS)

	Couple
Reason for end of Joint Claim (col %):	
Auto jobseeking period	0
Ceased claiming (child maintenance)	0
Ceased claiming (savings)	0
Child in household	5
Claim not pursued	7
Did not proceed	7
Disentitled	4
Failure to attend (claim closed)	6
Found work	37
Full time education / training	2
Gone abroad	1
Pregnant within 11 weeks of confinement	5
Increased working hours (new job)	0
Increased working hours (same job)	1
Joint claim not pursued	5
JSA (IB) no longer in payment	2
New claim review	1
Other benefits	5
Prison / custody	0
Relationship ended	6
Repartnering	0
Unknown	6
Total	**3153**

Table 6.7: Reason for end of Joint Claim (JUVOS)

	Couple
Reason for end of Joint Claim (col %):	
Ceased claiming	2
Found work	40
Gone abroad	1
Claimed another benefit	1
Full-time education	2
Unknown reason	9
Failed to attend	23
Sickness Benefit claimed	2
Transfer to Government training	3
Jobseeker works on average 16 hours +	2
Claimed Incapacity benefit	2
Claimed Income Support	3
Defective claim	1
In prison	0
Approved training	0
Other reason	8
Total	**2221**

Table 6.8 (p. 96) considers exits from the JSA spell in more detail. For each scan date, the proportion of the treatment group that remained unemployed one, three and six months later is reported. Some of the cells are left blank since JUVOS records were only available up to mid-November 2001 and, consequently, the unemployment outcome in question refers to a date beyond this point. The first panel of the table reports results relating to the treatment group as a whole. Clearly, the proportion remaining unemployed declines with time such that, six months after the scan date, the majority of couples had left unemployment. The second panel in the table draws a distinction between joint claimants and those whose pre-existing JSA claim had not been converted to a Joint Claim. The latter are excluded from these results. This reflects the fact that, although Joint Claims was introduced on 19 March 2001, the legislation allowed for a three month transition period, during which time claims were converted. There were however local variations in the length of time it took for claims to be converted. In other words, some couples who should have been making a Joint Claim were still making a claim for a dependent partner after 19 March and therefore only one partner was required to seek and be available for work. The second panel considers only those who were joint claimants by the time of the scan date in question. By contrast, the third panel considers only those who had not converted to a Joint Claim by the time of the outcome measure in question. Finally, the fourth panel considers those in the comparison group.

It is useful to graph the results given in Table 6.8. This is shown in Figure 6.2 and provides an indication of the extent to which the outcomes of the treatment and comparison groups trend together. It seems that the relativities between the unconverted claims and the comparison group remain quite stable over time. This suggests that the comparison group may perform quite well in its role of counterfactual for the treatment group. However, the chances of remaining unemployed grew for joint claimants relative to those with unconverted claims and relative to the comparison group. This, at first sight, appears to be a counter-intuitive result. It will be considered further when presenting the modelling results.

This distinction between joint claimants and those who had not yet converted to Joint Claims will feature in some of the later analysis. In view of this, it is useful to examine the extent to which the characteristics of joint claimants differed from those whose claims had yet to be converted. Were the process entirely random, one would expect them to be very similar. Tables 6.9 to 6.12 present some indication of the extent to which this is true. Summarising the results, the main differences between the groups were that those living in London and the South East, those from minority ethnic groups and those living in rural wards were less represented among joint claimants than among the unconverted. These differences are likely to be related since London and the South East has a high ethnic minority population and a low level of rural wards relative to other regions. Hence, it appears likely that conversions to Joint Claims were delayed more in London and the South East than in other regions.

Claiming JSA 1 month after scan (%)

Claiming JSA 3 months after scan (%)

Claiming JSA 6 months after scan (%)
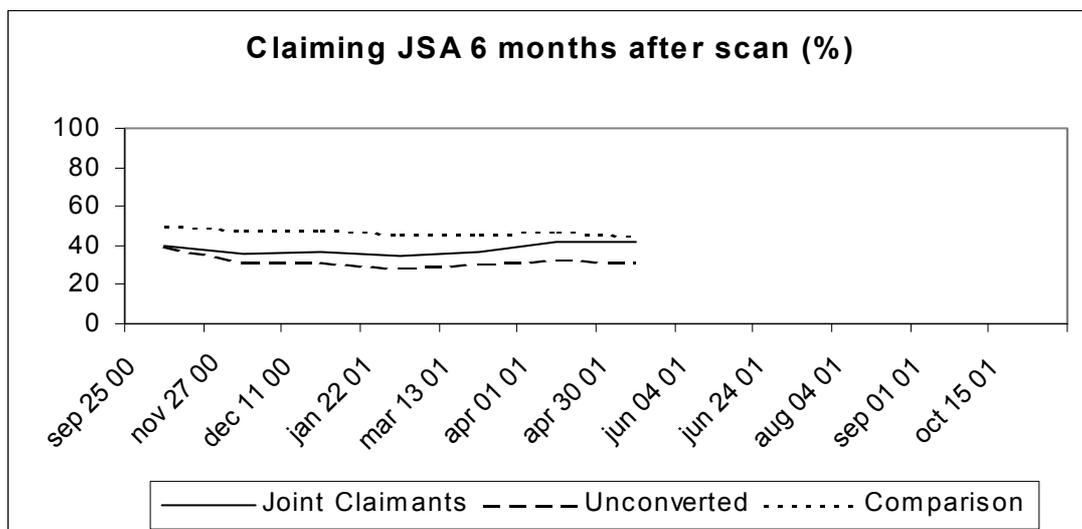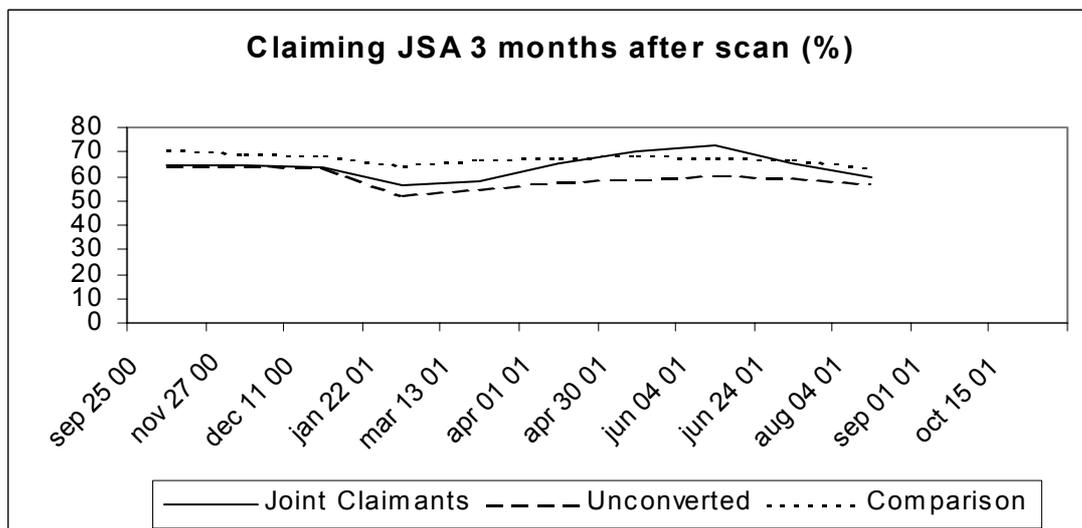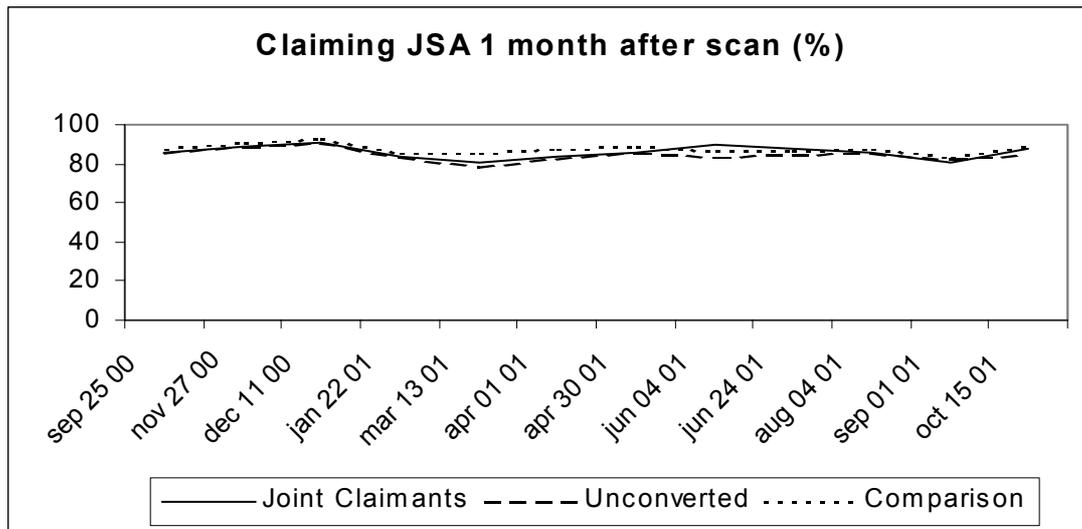
Figure 6.2 Trends over time in JSA exits

Table 6.9: Joint claimants vs unconverted claims: age and disability

	Date of scan in 2001:						
	1/4	30/4	4/6	24/6	4/8	11/9	15/10
Joint claimants:							
Partner 1 age	24	24	24	24	24	24	24
Partner 2 age	22	22	22	22	22	22	22
Partner 1 disabled (%)	13	13	12	13	12	13	13
Partner 2 disabled (%)	9	9	9	9	9	9	9
Total	2070	2717	3284	3735	4585	4872	5072
Unconverted:							
Partner 1 age	25	25	25	25	25	25	26
Partner 2 age	21	21	21	21	21	21	21
Partner 1 disabled (%)	14	14	14	14	13	13	12
Partner 2 disabled (%)	7	8	8	8	8	8	8
Total	6958	5804	5146	4755	4308	3984	3419

Table 6.10: Joint claimants vs unconverted claims: ethnic group

Date of scan in 2001:							
	1/4	30/4	4/6	24/6	4/8	11/9	15/10
Joint claimants:							
White	87	87	86	86	86	86	86
Black-Caribbean	1	1	1	1	1	1	1
Black-African	0	1	1	0	0	1	1
Black-other	1	1	1	1	1	1	1
Indian	2	2	2	2	2	2	2
Pakistani	6	5	6	6	6	6	6
Bangladeshi	1	1	2	2	1	1	1
Chinese	0	0	0		0	0	0
Other	2	3	3	3	3	3	3
Total	1943	2543	3072	3506	4309	4585	4763
Unconverted:							
White	84	83	82	82	81	81	79
Black-Caribbean	1	1	1	1	1	1	2
Black-African	1	1	1	1	1	1	2
Black-other	1	1	1	1	1	1	1
Indian	2	2	2	1	2	2	2
Pakistani	6	6	6	6	6	6	7
Bangladeshi	2	2	2	2	3	3	3
Chinese	0	0	0	0	0	0	0
Other	4	4	5	5	5	5	6
Total	6349	5287	4665	4294	3860	3558	3020

Table 6.11: Joint claimants vs unconverted claims: preferred occupation

	Date of scan in 2001:						
	1/4	30/4	4/6	24/6	4/8	11/9	15/10
Joint claimants:							
Managers and senior officials	2	2	2	2	2	2	2
Professional occupations	2	2	2	2	3	3	3
Associate professional & technical	5	6	6	5	7	7	7
Administrative and secretarial	11	11	11	11	10	10	11
Skilled trades	12	13	13	13	13	13	13
Personal service	7	7	7	7	6	6	6
Sales and customer service	13	13	14	14	14	14	14
Process, plant & machine operatives	11	10	10	10	9	9	9
Elementary occupations	36	36	36	36	35	35	35
Total	2052	2690	3256	3704	4541	4836	5031
Unconverted:							
Managers and senior officials	2	2	2	2	2	2	2
Professional occupations	2	3	3	3	4	4	4
Associate professional & technical	5	5	5	6	6	6	7
Administrative and secretarial	8	8	8	8	9	9	9
Skilled trades	16	16	16	16	16	15	15
Personal service	4	4	4	4	4	4	4
Sales and customer service	11	11	11	11	11	11	12
Process, plant & machine operatives	11	11	11	11	11	11	11
Elementary occupations	39	39	39	39	38	38	37
Total	6732	5593	4943	4565	4114	3795	3218

Table 6.12: Joint claimants vs unconverted claims: geographic location

| | Date of scan in 2001: | | | | | | |
	1/4	30/4	4/6	24/6	4/8	11/9	15/10
Joint claimants:							
Scotland	9	10	10	10	11	10	9
Northern	8	7	8	8	7	7	7
North west	14	14	14	14	14	14	14
Yorkshire and the Humber	14	13	13	13	13	13	13
Wales	6	6	6	6	6	6	6
West midlands	14	13	12	13	12	12	12
East Mids. & Eastern	12	12	12	12	13	13	13
South west	7	7	7	7	8	8	8
LASER	17	17	18	17	17	17	18
Rural ward (%)	17	16	16	16	16	16	15
Total	2068	2715	3282	3732	4580	4865	5053
Unconverted:							
Scotland	9	8	8	7	8	7	7
Northern	7	7	7	7	7	8	8
North west	13	12	13	13	13	13	12
Yorkshire and the Humber	12	12	12	12	12	12	11
Wales	6	6	6	6	6	6	5
West midlands	12	13	13	12	12	13	12
East Mids. & Eastern	13	12	12	12	12	11	11
South west	7	7	7	7	6	7	6
LASER	22	22	23	23	24	24	27
Rural ward (%)	14	13	13	13	13	13	12
Total	6880	5723	5064	4671	4216	3898	3320

6.3 Modelling exits from unemployment

In this section, attention turns to modelling the effect of Joint Claims on exits from JSA. Due to the nature of the data, only couple-level analysis is appropriate. The results are presented separately for the flow and the stock.

6.3.1 The flow

The results in Table 6.13 are similar in format to many of the results which appear subsequently. Before considering the results themselves, the general format of the table is first discussed in order to allow later tables to be more easily interpreted.

Table 6.13: Unemployed 28-day flow – JSA exits, adjusted

	Date of post-Joint Claims scan (2001)				
	30/4	4/6	24/6	4/8	1/9
25 Sep 2000 base					
1 month after scan	-3	3	-4	-8*	-14**
2 months after scan	3	5	-2	-7	-11*
3 months after scan	5	5	1	-4	.
4 months after scan	9	5	2	.	.
5 months after scan	10	7	5	.	.
6 months after scan	9	.	.	.	.
27 Nov 2000 base					
1 month after scan	-6	-1	-6	-11**	-17**
2 months after scan	0	0	-7	-12**	-17**
3 months after scan	3	0	-3	-8	.
11 Dec 2000 base					
1 month after scan	-6	0	-6	-10**	-17**
2 months after scan	0	0	-7	-12**	-17**
3 months after scan	1	-1	-5	-9	.
22 Jan 2001 base					
1 month after scan	-5	0	-5	-10**	-16**

The results in Table 6.13 correspond to a number of estimations. In fact, the number that appears in each cell is a single difference-in-differences estimate. This requires two points in time: the first, before the introduction of Joint Claims and, the second, after the introduction. The dates of the 'before' scans are given in the leftmost column of the table. Four such scans are considered: September, November and December 2000 and January 2001. Five 'after' scans are considered and these are detailed at the top of each column: one in April, two in June, one in August and one in September 2001. The outcome measure considered is whether the couple's JSA claim was still live at some point after the scan dates. Six points were considered: 1, 2, 3, 4, 5 and 6 months after the scan date. The entry in each cell represents the estimate of the effect of Joint Claims on exits from unemployment. More specifically, they represent percentage point differences. Some estimates are marked by asterisks. These denote the level of statistical significance of the

results. A single asterisk indicates a significant result, but less significant than a double asterisk.[24] Those estimates without asterisks indicate an effect that would normally be considered not statistically significant. Finally, a number of cells are empty. This indicates that the outcome measure in question relates to a point in time for which unemployment information was not available at the time of writing. As already noted, JUVOS information was only available up to mid-November 2001. The other reason for cells being empty is that the outcome measure in question would span the introduction of Joint Claims, making it difficult to identify a clear effect.

Presented in this way, only the effect on outcomes of Joint Claims itself is shown. However, the models used to obtain these results included a number of other variables that may have affected transitions away from unemployment. Such factors as age, ethnicity, preferred occupation, disability, JSA history, region, rurality and the local unemployment rate may be thought to influence outcomes and these were controlled for in the model. It is not practical to present these results in full (Table 6.13 for example summarises the results of 54 separate estimations). The effect of weighting the treatment group to take account of change in regional composition was also investigated and found to have no discernible effect. In view of this, the results that are presented are based on unweighted models.

Table 6.13 considers the flow of unemployed couples. Only those whose claim had begun at most 28 days before the scan date were included. Furthermore, those joint claimants who were converts from an existing JSA claim rather than direct entrants to Joint Claims were excluded.

A number of points are evident from an inspection of the results presented in Table 6.13:

- No statistically significant effect is detected for any of the first three post-Joint Claims scans. This is true regardless of which pre-Joint Claims scan is considered.
- The results for the fourth and fifth post-Joint Claims scans reveal a significant effect. This is in the expected direction suggesting that Joint Claims reduced the likelihood of remaining on JSA. Hence, the evidence suggests an evolving Joint Claims effect; after an initial period of ineffectiveness, about five months after its introduction its influence on JSA exits could be observed.
- The results for the August 2001 post-Joint Claims scan show a statistically significant effect for JSA status after one month and also after two months but an insignificant effect after three months. This hints at the possibility that Joint Claims may act to speed exit from JSA for some people but not to have an effect on those who would go on to have a longer JSA spell. However, without further observations it is not possible to be more definite about this.

---

[24] More formally, a single asterisk denotes significance at the 5 per cent level, a double asterisk at the 1 per cent level.

- It is worth noting that the results based on the September pre-Joint Claims scan are always slightly different from those based on the other pre-Joint Claims scans. This raises some concerns about the quality of the data in the September 2000 scan.

In Table 6.14 the results for job entry are presented. Using the information on destination upon JSA exit, it was possible to identify those who moved from unemployment to employment. The overall impression is that there is little effect on job entry. Hence, it appears that Joint Claims encourages JSA exit but that those leaving are no more likely to move into work.

Table 6.14: Unemployed 28-day flow – job entry, adjusted

	Date of post-Joint Claims scan (2001)				
	30/4	4/6	24/6	4/8	1/9
25 Sep 2000 base					
1 month after scan	2	-4	-1	0	3
2 months after scan	-2	-6	0	-3	0
3 months after scan	-3	-7	-2	-3	.
4 months after scan	-5	-10*	-5	.	.
5 months after scan	-8	-11*	-7	.	.
6 months after scan	-9	.	.	.	.
27 Nov 2000 base					
1 month after scan	3	-2	1	1	4
2 months after scan	-1	-4	2	0	3
3 months after scan	-3	-6	0	-2	.
11 Dec 2000 base					
1 month after scan	3	-2	1	1	4
2 months after scan	0	-4	3	0	3
3 months after scan	-1	-5	1	-1	.
22 Jan 2001 base					
1 month after scan	3	-2	1	1	4

These results are similar to those found in the analysis of the survey data. In Tables 6.13 and 6.14 the shaded cells correspond to the sample dates for the two surveys. For both JSA exit and job entry, the results are not statistically significant.

6.3.2 The stock

Table 6.15 presents estimates of the effect of the introduction of Joint Claims on those couples eligible at the time of introduction. No scan was carried out on 19 March 2001 itself, the closest pre-Joint Claims scan being 13 March 2001. The entries in each cell can be interpreted in the same way as in the previous tables. However, since only the 13 March 2001 scan is being considered, both JSA exit and job entry can be presented in Table 6.15.

Again, the results appear sensitive to the choice of pre-Joint Claims scan. Specifically, those based on the September 2000 scan differ from those based on other scans. The later scans are all consistent in their findings; as with the flow, Joint Claims encouraged JSA exit but was not found to have an effect on job entry.

Table 6.15: Unemployed stock at 13/3/2001– JSA exit and job entry

	JSA exit	Job entry
25 Sep 2000 base		
1 month after scan	-2*	0
2 months after scan	-2	-3**
3 months after scan	-1	-4**
4 months after scan	-1	-4**
5 months after scan	-1	-4**
6 months after scan	2	-6**
27 Nov 2000 base		
1 month after scan	-3**	1
2 months after scan	-5**	1
3 months after scan	-4**	-1
11 Dec 2000 base		
1 month after scan	-4**	1*
2 months after scan	-5**	0
3 months after scan	-4**	-1
22 Jan 2001 base		
1 month after scan	-3**	0

The results in Table 6.15 are a combination of the deterrent effect for the stock and the direct effect for that proportion of the stock who converted to Joint Claims. It is possible to gain a further insight into the separate contributions of these two factors to the overall effect by examining the relationship between unemployment and conversion to Joint Claims.

Table 6.16 makes use of the information on converting to Joint Claims to show that those who converted were more likely to remain unemployed than those who did not convert. To understand the format of the table, consider the first row. This compares the level of unemployment among those couples who had converted to Joint Claims within a month of the 13 March 2001 scan date with those who had not converted by this time. The results show that there is no difference when considering the level of unemployment 2 months after the scan date, there is a statistically insignificant difference when considering unemployment after three months, but that for later unemployment, those who converted early were significantly more likely to remain unemployed. The overall pattern is repeated when considering the other rows in the table which differ from the first row in that they compare those who had converted within x months with those who had not converted by this point.

Table 6.16: Unemployed stock as at 13 March 2001 - comparing joint claimants with unconverted cases.

How soon converted to JC post 13/3/01:	% point difference in unemployment rate at months post 13/3/01 – converts vs non-converts				
	2 months	3 months	4 months	5 months	6 months
1 month	0	1	6**	7**	8**
2 months		3*	8**	8**	10**
3 months			6**	8**	11**
4 months				3**	7**
5 months					5**

The results of Table 6.16 are not counter-intuitive. What they capture is the deterrent effect. Those who convert to Joint Claims are not, by definition, deterred; the deterrent effect is fully accounted for by those who do not convert. Hence, there will be a greater proportion of ended claims among non-converts compared to those who converted. The only offsetting factor for the converts is the direct effect that Joint Claims has on influencing movements away from benefits.

This is investigated further in Table 6.17 which attempts to control for the deterrent effect. This is done by considering only those who remain unemployed for at least two successive months and comparing the outcomes of those who were joint claimants in the first month with those who only became joint claimants in the second month. This is easier to see by working through an example. The first row in Table 6.17 considers those couples whose claim was still live two months after the 13 March 2001 scan and who had converted to Joint Claims by this point. Of these couples, some had converted to Joint Claims within one month of the scan date and some had converted to Joint Claims after the first month but within two months. Comparing the unemployment outcomes of these two groups provides an indication of the effect of Joint Claims which, since it considers only those who converted, is free of the deterrent effect. What the results suggest is that those who converted earlier tended to be, if anything, slightly more likely to have left JSA than those who converted later. However, the differences are not often large and, with one exception, are not significant.

Table 6.17: Unemployed stock as at 13 March 2001 - comparing early with later converts to Joint Claims

Converted to JC post 13/3/01:	% point difference in unemployment rate at months post 13/3/01 – early vs late converts			
	3 months	4 months	5 months	6 months
2 months	-6**	-4	2	1
3 months		2	-3	-3
4 months			1	2
5 months				1

The results of Table 6.17 cannot be interpreted as the effect of Joint Claims *per se* but rather as the effect of early conversion to Joint Claims for those couples who remained unemployed for a particular length of time. This, in itself, is not a particularly useful impact estimate. Rather, its main purpose is to help with the interpretation of the results in Table 6.15. Intuitively, converting to Joint Claims is associated with extended JSA spells but time of conversion did not affect outcomes for converts. Taken together, these two findings suggest that the results in Table 6.15 are mainly capturing the deterrent effect.

6.3.3 Sub-group analysis

In this section, the effects for particular sub-groups of the population are presented. The two sub-groups considered are ethnic minority couples[25] and couples where either partner was aged 30 years or more. In both cases, the results are relative in the sense that with ethnic minority couples, for example, a positive entry in a cell means that an outcome is more likely for an ethnic minority couple than for a non-ethnic minority couple. Furthermore, it is important to note that the number of ethnic minority or older couples in the post-Joint Claims treatment group may be quite small. In view of this, the estimates of how the effects differ for these groups should be viewed with some caution.

Ethnic minorities

Tables 6.18 and 6.19 present the results for ethnic minority flow couples. It appears that the direct effects of Joint Claims for ethnic minority couples are similar to those for non-ethnic minority couples. Even viewing the results as indicative, it is difficult to identify any clear patterns.

---

[25] In fact, couples where partner 1 is from an ethnic minority. Information on the ethnicity of partner 2 was characterised by a large number of missing values.

Table 6.18: Unemployed 28-day flow – JSA exit for ethnic minority couples

	Date of post-Joint Claims scan (2001)				
	30/4	4/6	24/6	4/8	1/9
25 Sep 2000 base					
1 month after scan	2	-1	5	4	6
2 months after scan	-3	3	17*	4	12
3 months after scan	0	-2	5	-2	.
4 months after scan	-2	-1	0	.	.
5 months after scan	-6	-12	-12	.	.
6 months after scan	-2	.	.	.	.
27 Nov 2000 base					
1 month after scan	-5	-7	-2	-2	-1
2 months after scan	-16*	-9	4	-9	-3
3 months after scan	-11	-11	-6	-12	.
11 Dec 2000 base					
1 month after scan	-2	-4	2	2	2
2 months after scan	-8	0	13	0	7
3 months after scan	1	3	8	2	.
22 Jan 2001 base					
1 month after scan	-1	-3	2	1	3

Table 6.19: Unemployed 28-day flow – job entry for ethnic minority couples

	Date of post-Joint Claims scan (2001)				
	30/4	4/6	24/6	4/8	1/9
25 Sep 2000 base					
1 month after scan	0	8*	-1	0	-1
2 months after scan	8	6	-8	-2	-5
3 months after scan	7	5	-4	3	.
4 months after scan	14*	6	1	.	.
5 months after scan	17*	12	7	.	.
6 months after scan	14	.	.	.	.
27 Nov 2000 base					
1 month after scan	-2	5	-3	-3	-4
2 months after scan	9	6	-8	-2	-3
3 months after scan	6	2	-6	1	.
11 Dec 2000 base					
1 month after scan	1	8*	0	0	-1
2 months after scan	11*	7	-6	0	-2
3 months after scan	7	3	-5	1	.
22 Jan 2001 base					
1 month after scan	-3	5	-4	-4	-5

In Table 6.20, the ethnic minority stock is considered. Here, there are significant differences from white couples. This is true for both JSA exit and job entry. Hence, it appears that the deterrent effect of Joint Claims was greater for ethnic minority couples and that those who did leave JSA were more likely than white couples to have found work.

Table 6.20: Unemployed stock at 13/3/2001– JSA exit and job entry for ethnic minority couples

	JSA exit	Job entry
25 Sep 2000 base		
1 month after scan	-4*	2
2 months after scan	-6*	5**
3 months after scan	-9**	7**
4 months after scan	-9**	6**
5 months after scan	-9**	8**
6 months after scan	-8**	6*
27 Nov 2000 base		
1 month after scan	-3	2
2 months after scan	-6**	4*
3 months after scan	-10**	5**
11 Dec 2000 base		
1 month after scan	-3*	2
2 months after scan	-6*	4*
3 months after scan	-7**	4*
22 Jan 2001 base		
1 month after scan	-2	0

Couples where one partner was aged 30 years or more

Analogous results for couples where one partner was aged 30 years or more are presented in Tables 6.21 to 6.23. These results are of some interest given the intention to change the eligibility criteria of Joint Claims to include older couples. In Table 6.21, the overall negative effects for the flow peter out after the June 2001 scan after which the results suggest that older couples would be less likely to have exited JSA compared to younger couples. However, these results do not achieve statistical significance. Table 6.22 shows the case for job entry to be more mixed. No clear pattern is evident.

Table 6.21: Unemployed 28-day flow – JSA exit for older couples

	Date of post-Joint Claims scan (2001)				
	30/4	4/6	24/6	4/8	1/9
25 Sep 2000 base					
1 month after scan	6	3	-1	8	7
2 months after scan	4	-1	-7	12	8
3 months after scan	-5	-10	-14	1	.
4 months after scan	-3	-17	-20*	.	.
5 months after scan	-7	-19*	-14	.	.
6 months after scan	-14	.	.	.	.
27 Nov 2000 base					
1 month after scan	7	4	0	9	8
2 months after scan	1	-5	-10	9	3
3 months after scan	-3	-10	-14	4	.
11 Dec 2000 base					
1 month after scan	7	3	-1	9	7
2 months after scan	2	-5	-10	10	2
3 months after scan	4	-2	-5	10	.
22 Jan 2001 base					
1 month after scan	1	-1	-7	3	2

Table 6.22: Unemployed 28-day flow – job entry for older couples

	Date of post-Joint Claims scan (2001)				
	30/4	4/6	24/6	4/8	1/9
25 Sep 2000 base					
1 month after scan	-3	-6	1	-6	1
2 months after scan	-6	-2	6	-9	0
3 months after scan	-2	3	10	-6	.
4 months after scan	-2	4	16	.	.
5 months after scan	1	6	16	.	.
6 months after scan	0	.	.	.	.
27 Nov 2000 base					
1 month after scan	-3	-6	1	-6	1
2 months after scan	-1	2	11	-6	5
3 months after scan	1	6	14	-5	.
11 Dec 2000 base					
1 month after scan	-2	-4	3	-4	3
2 months after scan	-1	3	11	-5	7
3 months after scan	-4	2	9	-9	.
22 Jan 2001 base					
1 month after scan	-3	-5	3	-4	2

With regard to the stock, again there is a lack of significant results. Viewing the estimates as indicative suggests an overall greater deterrent effect for older couples compared to younger couples and a higher tendency to leave JSA for employment. However, these results are not statistically significant.

Table 6.23: Unemployed stock at 13/3/2001– JSA exit and job entry for older couples

	JSA exit	Job entry
25 Sep 2000 base		
1 month after scan	1	3
2 months after scan	-1	4*
3 months after scan	-4	4
4 months after scan	-4	4
5 months after scan	-4	4
6 months after scan	-4	4
27 Nov 2000 base		
1 month after scan	0	1
2 months after scan	-6*	4*
3 months after scan	-4	2
11 Dec 2000 base		
1 month after scan	-1	2
2 months after scan	-5	4*
3 months after scan	-3	2
22 Jan 2001 base		
1 month after scan	0	0

6.4   Conclusion

The results relating to JSA exit and job entry suggest that, while couples may be leaving unemployment, they are not necessarily finding work. Whether this means that they are moving onto other benefits is uncertain. There is, however, a caveat that should be attached to the results for job entry. Namely, a proportion of JSA exits are to an unknown destination. The results presented in this chapter implicitly treat all those leaving to an unknown destination as **not** leaving to a job. Consequently, some degree of caution should be exercised when considering the effect of Joint Claims on job entry.

To shed some light on this, Table 6.24 presents the destinations for those treatment couples exiting JSA before and after the Joint Claims introduction date. There was a slight decline in the proportion finding work (about three percentage points) but no increase in the proportion claiming other benefits (in fact, IB and IS reduced their importance as destinations). What is notable is the large increase in those leaving for an unknown reason. The difference amounts to seven percentage points. It is difficult to interpret this destination any further.

Table 6.24: Reason for end of Claim (JUVOS)

	Claims ending pre-19/3/2001	Claims ending post-19/3/2001
Reason for end of Joint Claim (col %):		
Ceased claiming	2.7	2.1
Found work	40.6	37.5
Gone abroad	1.0	1.3
Claimed another benefit	2.5	1.9
Full-time education	0.3	0.7
Unknown reason	1.4	8.4
Deceased	.	0.0
Failed to attend	21.7	21.7
Sickness Benefit claimed	0.5	0.8
Transfer to Government training	12.3	10.6
Jobseeker works on average 16 hours +	0.7	0.8
Claimed Incapacity Benefit	6.3	4.4
Claimed Income Support	5.0	4.5
Defective claim	0.0	0.0
In prison	0.7	0.4
Approved training	0.2	0.1
Attending court	0.0	.
Other reason	4.0	4.6
Total	7105	9645

Annex: Descriptive tables

Table 6.1: The changing treatment group: basic demographics

	Date of scan:												
	2000:				2001:								
	26/6	25/9	27/11	11/12	22/1	13/3	1/4	30/4	4/6	24/6	4/8	11/9	15/10
Basic demographics:													
Partner 1 male (%)	79	79	80	80	80	79	79	79	79	78	77	77	76
Partner 1 age	24	24	24	24	24	24	24	24	25	25	25	25	25
Partner 2 age	21	21	21	21	21	21	21	21	21	21	21	21	21
Partner 1 disabled (%)	14	13	13	13	13	13	13	13	14	14	13	13	12
Partner 2 disabled (%)	9	8	8	8	8	8	8	8	8	8	8	8	8
Ethnic group of partner 1 (col %):													
White	87	86	86	87	86	85	85	84	84	84	84	84	83
Black-Caribbean	1	1	1	1	1	1	1	1	1	1	1	1	1
Black-African	1	1	1	1	1	1	1	1	1	1	1	1	1
Black-other	1	1	1	1	1	1	1	1	1	1	1	1	1
Indian	2	2	2	2	2	2	2	2	2	2	2	2	2
Pakistani	5	5	5	5	5	5	6	6	6	6	6	6	6
Bangladeshi	2	2	1	1	2	2	2	2	2	2	2	2	2
Chinese	0	0	0	0	0	0	0	0	0	0	0	0	0
Other	3	3	3	3	3	3	4	4	4	4	4	4	4
Size of treatment group	6478	7447	8576	8742	9530	9324	9028	8521	8430	8490	8893	8856	8491

Table 6.2: The changing treatment group: preferred occupation of partner 1

	Date of scan:												
	2000:				*2001:*								
	26/6	*25/9*	*27/11*	*11/12*	*22/1*	*13/3*	*1/4*	*30/4*	*4/6*	*24/6*	*4/8*	*11/9*	*15/10*
Preferred occupation (col %):													
Managers and senior officials	1	2	2	2	2	2	2	2	2	2	2	2	2
Professional occupations	3	3	3	3	2	2	2	2	2	3	3	3	3
Associate professional & technical	5	5	5	5	5	5	5	5	6	5	6	6	7
Administrative and secretarial	10	10	9	8	9	9	9	9	9	9	10	10	10
Skilled trades	16	16	16	16	15	16	15	15	15	15	14	14	14
Personal service	6	5	5	5	5	5	5	5	5	5	5	5	5
Sales and customer service	13	12	12	11	12	12	12	12	12	12	13	13	13
Process, plant & machine operatives	11	11	11	11	11	11	11	11	11	11	10	10	10
Elementary occupations	36	37	38	38	38	38	38	38	38	38	36	36	36
Size of treatment group	6478	7447	8576	8742	9530	9324	9028	8521	8430	8490	8893	8856	8491

Table 6.3: The changing treatment group: geographic distribution

	Date of scan:												
	2000:				2001:								
	26/6	25/9	27/11	11/12	22/1	13/3	1/4	30/4	4/6	24/6	4/8	11/9	15/10
ES region (col %):													
Scotland	9	8	9	9	9	9	9	9	9	9	9	9	9
Northern	7	7	7	7	7	7	7	7	7	7	7	7	7
North west	12	12	12	12	13	13	13	13	13	14	14	14	13
Yorkshire and the Humber	12	12	12	12	12	12	12	12	12	13	13	13	13
Wales	6	6	6	6	6	6	6	6	6	6	6	6	6
West Midlands	13	13	13	13	12	13	13	13	12	12	12	12	12
East Mids. & Eastern	13	13	13	13	13	13	13	12	12	12	12	12	13
South west	6	6	7	7	7	7	7	7	7	7	7	7	7
LASER	21	23	22	21	21	21	21	21	21	21	20	20	21
Rural ward (%)	13	14	15	15	15	14	14	14	14	14	14	14	14
Size of treatment group	6478	7447	8576	8742	9530	9324	9028	8521	8430	8490	8893	8856	8491

Table 6.4: The changing treatment group: length of claim at time of scan

	Date of scan:												
	2000:				*2001:*								
	26/6	*25/9*	*27/11*	*11/12*	*22/1*	*13/3*	*1/4*	*30/4*	*4/6*	*24/6*	*4/8*	*11/9*	*15/10*
Spell length (col %):													
None	1	1	1	1	1	1	0	1	1		0	0	1
Up to 2 wks	8	9	10	9	9	7	9	6	6	8	8	7	9
Up to 4 wks	9	9	10	9	7	7	7	6	6	6	8	7	8
Up to 12 wks	27	27	27	28	28	26	26	25	23	21	23	24	21
Up to 24 wks	25	25	24	24	25	27	26	26	26	27	24	25	24
Up to 1 yr	22	22	21	20	22	23	24	26	28	27	27	27	27
Up to 2 yrs	6	7	6	6	6	6	7	7	8	8	9	9	9
Over 2 yrs	2	2	2	2	2	2	2	2	2	2	2	2	2
Size of treatment group	6478	7447	8576	8742	9530	9324	9028	8521	8430	8490	8893	8856	8491

Table 6.5: The changing treatment group: reason for spell end (JSAPS)

	Date of scan:												
	2000:				*2001:*								
	26/6	*25/9*	*27/11*	*11/12*	*22/1*	*13/3*	*1/4*	*30/4*	*4/6*	*24/6*	*4/8*	*11/9*	*15/10*
Reason for spell end (col %):													
Ceased Claiming	3	3	2	2	2	2	2	2	2	2	2	2	2
Found work	36	37	36	37	38	37	36	35	34	34	35	36	42
Gone Abroad	1	1	1	1	1	1	1	1	1	1	1	1	1
Claimed another benefit	3	3	2	3	3	2	2	2	2	2	1	1	1
Full-time education	1	0	0	0	0	0	0	0	1	1	2	2	1
Unknown reason	2	4	5	5	6	8	11	11	11	12	14	15	2
Deceased			0	0	0	0	0	0	0	0			
Failed to attend	17	18	20	20	19	20	19	19	19	18	18	16	20
Sickness Benefit claimed	0	0	1	1	1	1	1	1	1	1	1	1	2
Transfer to Govt training	19	16	15	15	14	13	13	13	14	14	13	13	10
Jobseeker works on average 16 hours +	1	1	1	1	1	1	1	1	1	1	1	1	1
Claimed Incapacity benefit	8	7	7	7	6	5	5	5	5	4	3	3	5
Claimed income support	5	5	5	5	5	5	4	5	4	4	4	4	5
Defective claim	0	0	0	0	0	0	0	0	0	0	0	0	0
In prison	1	1	1	1	1	1	0	0	0	0	0	0	1
Approved training	0	0	0	0	0	0	0	0	0	0	0	0	0
Attending court			0	0	0								
Other reason	4	4	4	4	4	4	4	4	4	4	4	4	6
Number with completed spells	5862	6473	7175	7218	7644	6838	6095	5089	4347	3941	3292	2682	991

Table 6.8: The changing treatment group: probability of claiming 1, 3, 6 months after scan date

	Date of scan:												
	2000:				*2001:*								
	26/6	*25/9*	*27/11*	*11/12*	*22/1*	*13/3*	*1/4*	*30/4*	*4/6*	*24/6*	*4/8*	*11/9*	*15/10*
Probability of claiming:													
Full treatment group -													
1 month after scan date	86	86	89	91	84	81	83	86	86	86	86	81	87
3 month after scan date	64	64	64	63	56	58	61	64	66	63	59		
6 month after scan date	39	39	36	36	34	36	37	37					
Base	6478	7447	8576	8742	9530	9324	9028	8521	8430	8490	8893	8856	8491
Excluding unconverted -													
1 month after scan date	86	86	89	91	84	81	84	86	89	88	86	80	88
3 month after scan date	64	64	64	63	56	58	65	70	73	66	59		
6 month after scan date	39	39	36	36	34	36	42	41					
Base	6478	7447	8576	8742	9530	9324	2070	2717	3284	3735	4585	4872	5072
Only unconverted -													
1 month after scan date	86	86	89	91	84	79	83	86	83	85	85	82	85
3 month after scan date	64	64	64	63	52	55	58	59	60	59	57		
6 month after scan date	39	39	31	31	28	31	32	32					
Base for 1 month after scan date	6478	7447	8576	8742	9530	7408	6467	5550	4873	4498	4094	3721	3121
Base for 3 month after scan date	6478	7447	8576	8742	7869	6863	6009	5118	4519	4163	3678		
Base for 6 month after scan date	6478	7447	7234	7203	7257	6365	5563	4690					
Comparison group -													
1 month after scan date	97	88	91	92	86	86	88	89	87	87	87	84	89
3 month after scan date	91	71	70	69	65	67	68	68	67	67	64		
6 month after scan date	68	50	48	48	46	46	47	45					
Base	3082	4642	5149	5216	5559	5406	5328	5253	5220	5220	5314	5166	4925

Note that when considering only those couples who have not converted to Joint Claims, the base differs according to the time after the scan date at which the unemployment status is being measured.

Chapter 7   Summary and conclusion

7.1   Introduction

The purpose of this final chapter is to draw together the chief findings of the evaluation and place them in perspective. The findings can be grouped into three categories:

- description of the Joint Claims population
- client experience of Joint Claims
- effects of Joint Claims on employment status.

7.2   The Joint Claims population

To some extent, the descriptive analysis is a simple update of the analysis contained in the stage 1 quantitative report. However, the differences between the two stages reflect, at least in part, the effect of the introduction of Joint Claims. Specifically, its introduction may have caused some claimants to exit JSA or to convert from a two-person to a single-person claim. Hence, a comparison between stages 1 and 2 is informative in understanding this effect since it demonstrates how the composition of the eligible group has changed. A caveat to bear in mind is that the introduction of Joint Claims was characterised by delays. Consequently, the description of the sample at stage 2 may reflect the partly transitional nature of the eligible group at this time. Some insight into the longer-term changes in the eligible group of couples is possible by inspecting the descriptive statistics of the evaluation database based on administrative records over a longer time period.

It was noted in the stage 1 report that the introduction of the legislation was expected to have a greater effect on women than men. Hence, it is changes among women that are of particular interest. The descriptive results showed notable differences in current activity between stages 1 and 2. Specifically, there was a greater tendency to be in work. While this cannot be taken as indicating an effect of Joint Claims, the fact that the increase was greater among women than men is in line with the expected effect. The jobs that women had found were similar in quality to those at stage 1 in terms of average pay. Moreover, they were likely to be working longer hours than before. Offsetting this, there was a larger proportion of unemployed couples not claiming JSA. This reflects a shift to Income Support or away from benefit altogether. There was a small increase in the proportion of women claiming a health-related benefit.

Another suggestion of a Joint Claims effect is that the share of women available for work had risen by stage 2.   Fewer women reported never having looked for work at stage 2 and more reported looking for work quite recently. It seems the Jobcentre was responding to this increased demand as all

Jobcentre facilities were used in the search for employment. Furthermore, there was evidence that women were more flexible in their job search. They were more willing than at stage 1 to commute and to work longer hours.

7.3 The Joint Claims experience

Prior to the introduction of Joint Claims, fewer women than men had received advice or help from Jobcentres. Joint Claims was quite successful in involving women more closely in the labour market, but still a substantial minority of women had not attended an interview. In theory, interview non-attendance should trigger benefit sanctions, yet this did not always happen in practice. Should attendance not be enforced, the effect of Joint Claims may be diluted. It should be mentioned, however, that interview non-attendance was still the major reason for sanctions.

In the majority of cases where interviews had been attended, partners mostly attended together. The influence of the Jobcentre in choosing a joint interview was often evident. Joint interviews were generally found to be more helpful than separate interviews, although for some women separate interviews might be helpful. Still, there was evidence that it was men rather than women who were receiving more attention from the Jobcentre staff. More topics were discussed with men than with women. Furthermore, men appeared to receive more in the way of practical help from the Jobcentre. Despite these inequalities, men and women were similar in having a generally positive view of the helpfulness of advisers.

Couples tended to foresee working at some point in the future but were divided in how helpful Joint Claims was in helping them look for work. Quite a few joint claimants felt strongly that it was not helping them get work. Of those joint claimants who had found work, most did not agree that Joint Claims had been helpful.

7.4 The Joint Claims effect

The effect of Joint Claims was considered at the level of both the couple and the individual and a distinction was drawn between the stock of couples eligible for Joint Claims at the time of its introduction and those couples who had flowed into eligibility at a later stage. Results tended to vary across the stock and the flow.

There were few significant effects detected at the individual level shortly after the introduction of Joint Claims. However, there was some tendency for results to be positive for those who had entered Joint Claims directly and negative for those who had a pre-existing claim converted. Such a finding is unsurprising since the stock is more likely to include longer-term unemployed people who may have differing views on and needs within the labour market. The difference between stock and flow was especially marked for women, with more definite effects for those who had entered Joint Claims directly.

This group is more relevant to the long-term outlook for Joint Claims and suggests that in time it might become possible to identify a significantly positive Joint Claims effect for women.

Even fewer short-term effects were detected when carrying out the analyses at the level of the couple. However, the effect appears to have evolved over time. About five months after the introduction of Joint Claims, significant effects in the expected direction were detected. The direct effect of Joint Claims appeared to be to accelerate the exit from JSA for workless couples. There was an indication that its main effect was on short-term rates of exit and that longer-term exits may be less affected, but there was insufficient data available to investigate this fully. However, for the same people who were exiting JSA, there was little effect on job entry.

What was discernible in the short-term was the deterrent effect of Joint Claims. Some couples were ending their JSA spell rather than convert to a Joint Claim. Once again, though, it appears that this exit from JSA was not accompanied by an increase in job entry; clients were simply disappearing from administrative records. However, it is conceivable that the high proportion leaving to unknown destinations masks some employment effects.

There was some variation across sub-groups of the population. Notably, it appears that the deterrent effect of Joint Claims was greater for ethnic minority couples and that those who did leave JSA for this reason were more likely than white couples to have found work. With regard to couples where one partner was aged 30 years or more, few significant differences from younger couples were observed. However, there is the suggestion that the direct effect of Joint Claims may have been less for such couples while the deterrent effect may have been greater, more often resulting in employment.

7.5   Conclusion

Overall, Joint Claims appears to have been successful in accelerating JSA exit but not necessarily in helping couples to exit worklessness. With regard to the effect of Joint Claims on those in a Joint Claims couple, this took some time to materialise. For the first few months after its introduction it was not possible to detect much impact of this kind, although there was the suggestion that the labour market behaviour of women had been influenced. There were some suggestions that an effect might emerge in the longer-term, however. For example, women in Joint Claims couples appeared to have become more serious and more flexible in terms of their job search. It seems likely that the couple effects detected five months or so after the March 2001 introduction date were largely driven by the female partner.

There may be other reasons for the effect maturing over time. Specifically, the qualitative research suggests that there was a learning curve for Jobcentre staff in coping with Joint Claims clients. Staff had to deal with a number of cases before they could be confident of delivering an effective service. Aggravating this problem of needing to accrue experience of Joint

Claims was the fact that the training provided for staff often occurred too far in advance of the introduction of the legislation. The consequence of this was that staff may have forgotten much of what they had learned by the time they were actually meant to make use of it. Assuming that clients are more likely to attend interviews if they perceive them to be useful, it would be interesting to examine whether the level of interview non-attendance dropped over time as advisers became better able to provide effective help. Since interviews are the key component of Joint Claims delivery, they are likely to be an important determinant of its effectiveness. Consequently, improved interview attendance may be linked with increased Joint Claims effectiveness.

What was observed immediately was the deterrent effect of Joint Claims on the stock of potential joint claimants. While this is of interest, it is less informative in understanding the long-term impact of the policy. Eventually, the stock of such couples will deplete to the extent that it is no longer of any relevance. However, there is an indication that the policy will have a less definite effect on such stock couples who do convert to a Joint Claim and consequently that they may remain in the Joint Claims population for some time.

It is also important to be aware of the indirect effect of Joint Claims. While the evaluation has considered outcomes in terms of JSA exit and job entry, an important by-product of Joint Claims is that it ensures that both partners within a couple are visible to the JSA process and all that that entails. A key consequence of this is that both partners become eligible for the appropriate New Deal when their period of JSA claiming reaches the required duration. In most cases, this will be the New Deal for Young People after a period of six months unemployment. For partners aged over 24 years, entry to New Deal 25 plus follows after 18 months. Hence, Joint Claims not only applies the standard JSA incentive to job search, but acts as a springboard to other programmes which will then exert their own particular influence.

Finally, the evaluation has provided some hints as to what might be the likely effects of extending the eligible age range for Joint Claims. This is clearly of interest given the policy intention to include older couples. While the results on this must be regarded as tentative to some extent, they suggest that the long-term effects on such couples may be smaller than those detected for the current eligible group. However, this clearly needs to be considered in its own right when sufficient data are available.

Appendix 1   Detailed data and methodological issues

The purpose of this appendix is to provide some further detail on the construction of the administrative database along with specific technical aspects of the methodology that were not appropriate for inclusion in the main body of the report.

Administrative database

As noted in the introduction to this report, the evaluation database was constructed using records drawn from periodic scans of JSAPS and LMS. These scans amount to snapshots of the population of (potential or actual) joint claimants and the comparison couples at particular dates. One problem with the database was that there was an inconsistency between JSAPS and LMS in the recorded unemployment history. It is essential to avoid such inconsistency in order to achieve meaningful results. The approach taken was to discard any observations where the reported JSA spell could not be found in JUVOS records. The end-date of the spell was taken from JUVOS records in order to achieve consistency and also in the belief that the JUVOS records were more accurate. Likewise, the destination information was taken from JUVOS.

In view of the amount of manipulation that was required in order to achieve a useable administrative database, it is worth considering whether there might be an issue with representativeness. A partial examination of this is possible by considering the extent to which the characteristics of joint claimants as recorded in LMS differ from those in the final database.[26] Doing so reveals an almost exact correspondence. This is what one would expect were there no systematic reason for discarding observations. It is reassuring since it suggests that no bias will result from basing the evaluation on the reduced database.

The analysis of the administrative database has made a substantial contribution to the overall evaluation. However, it is important to be aware of its shortcomings. These are due to the fact that the, at the time of analysis, the database had only recently been developed and was still not fully functional. Most worrying was the apparent inconsistency across data sources in recorded unemployment spells. The approach taken was the only practical means of imposing consistency, yet it is not without its problems. Most important is the case of a JSA claim for two people being converted to a JSA claim for just one person. Should JUVOS not record this change as the end of a couple spell, the resulting estimated effects may be biased. This applies primarily to the consideration of the shake-out effect. It allows for the possibility that those claiming fraudulently for a non-existent partner and

---

[26] The characteristics recorded in the administrative data include age, ethnicity, preferred occupation, disability, region of residence and rurality.

subsequently changed to a single person claim go unobserved. This would result in an underestimated shake-out effect.

There were also some other issues. In terms of the content of the database, some possibly important variables were missing, inadequately recorded or unusable. For example, information on exclusions is likely to have been important but was not available for use. A variable indicating whether the JSA was contributions-based or income-based was available but it did not indicate at what time the type changed. Including these variables could affect the estimates. Finally, the database only recorded the latest JSA spell. To be fully representative, it should have recorded all couple JSA spells.

The difference-in-differences estimator

The difference-in-differences estimator (DiD), also known as the 'natural-experiment' approach (see, for example, Blundell and MaCurdy, 1999) is a widely-used approach for evaluation. It operates by comparing a before-after estimate for a group affected by some intervention of interest with a before-after estimate for a group not affected. The resulting difference provides an estimate of the effect of the effect of the intervention. In the evaluation terminology, this estimate is known as the average effect of treatment on the treated (TT).

The effectiveness of the DiD estimator can be seen by considering the nature of the characteristics of the unobserved variables that may affect outcomes. A before-after estimator allows those individual characteristics that are unobserved but that affect outcomes to be removed. This means that the remaining unobserved characteristics that could affect outcomes are effects that are common to individuals but varying over time (trend effect) and effects that vary across both time and individuals. The DiD estimator improves upon the simpler before-after estimator in that it allows the trends effects to be removed. Thus, the only remaining effect is that specific to the individual but varying over time.

Hence, the DiD estimator controls for two of the error components. If the remaining error component does not influence whether individuals experience the intervention, the resulting estimates can be regarded as TT. It is not always appropriate to make this assumption. For example, individuals may be more likely to participate in a voluntary training scheme, should they experience a temporary dip in earnings (Heckman and Smith, 1994). In the case of Joint Claims, this is less likely since it is not a voluntary scheme. The only option available to those faced with the prospect of a Joint Claim is that they end their JSA claim. It therefore seems plausible to believe that any bias resulting from such action will be marginal. Some reassurance as to the truth of this assertion can be drawn from the fact that, with the analysis based on administrative data, a number of points before and after Joint Claims was introduced were used (as advised in Hamermesh, 2000) and that the findings were generally robust to the choice of which pre-Joint Claims snapshot was used.

A related issue is that of sample composition. While DiD estimators are often based on longitudinal data, they are equally relevant to repeat cross-section data, as in this evaluation. However, if there is substantial change in the composition of the treatment sample before and after the intervention, the assumption that the differencing process will remove individual effects becomes questionable. Such a change in sample composition may arise from the evasive action taken by those exposed to the intervention (as described above) but in this evaluation is more likely to reflect the fact that the stage 1 sample was drawn from JSAPS while the stage 2 sample (for the Joint Claims population) was drawn from LMS. To address the possible difference in sample composition, weights were used to align the profile of the pre-Joint Claims sample with that of the post-Joint Claims sample.

In practice, the DID estimator is derived using a simple regression framework. In this way it is possible to allow for the effect of other variables and to observe the statistical significance of the resulting estimates. Operationally, this involves the estimation of a single equation using ordinary least squares:

$$Y_{it} = \alpha + \beta_0 X_{it} + \beta_1 TREAT_{it} + \beta_2 POSTJC_{it} + \beta_3(TREAT_{it} * POSTJC_{it}) + \varepsilon_{it}$$

where i indexes individuals, t indexes time (i.e pre- or post- Joint Claims), Y_{it} is the dependent variable (i.e the outcome of interest), X_{it} is a vector of observable covariates (age, ethnic group, region, etc), TREAT is a dummy variable with a value of 1 for those in the treatment group (i.e joint claimants or potential joint claimants) and POSTJC is a dummy variable taking the value 1 in the period after the introduction of Joint Claims. The interaction of these two terms identifies the post-Joint Claims treatment group and the associated coefficient, β_3, is the DiD estimate.

Testing the comparison group

It is clear that the DiD approach rests on the assumption that the average change for those affected by the policy change would, had the change not occurred, have been the same as that observed for those unaffected by the change. In other words, the DiD estimator can cope with macroeconomic changes so long as such changes affected both treatment and comparison groups similarly. This highlights the need to select a suitable comparison group of non-participants. Often, the choice of comparison group is justified on the basis of it trending in a similar way to the treatment group with regard to the outcome variable in question over a prolonged period of time preceding the introduction of the programme. This allows 'pre-programme' tests to be carried out to assess the validity of the comparison group (Heckman and Hotz, 1989).

Due to the lack of available data, this was not possible when selecting the comparison group for this evaluation. Instead, the comparison group was defined purely on the basis of what was likely to provide an acceptable proxy to the 'no Joint Claims' case for the treatment group. However, thanks to the fact that the process of converting two-person claims to a Joint Claim was

delayed in a substantial number of cases, it was possible to view the unconverted cases as a proxy for the 'no Joint Claims' case for the treatment group. Following this logic, tests in the spirit of the pre-programme tests could be carried out.

The basic idea was to estimate the effect of Joint Claims on those who had yet to convert. Results that are not statistically significant would indicate that the comparison group was performing adequately as a control, proxying the outcome of the treatment group in the hypothetical 'no Joint Claims' scenario. The results of these tests for the flow population are shown in Appendix Table 1.1 below. The results suggest that, on the whole, the comparison group performed well in providing a counterfactual for the treatment group trends. In almost all cases the estimated effect is not statistically significant. There are two instances where this was violated. To address the possibility of any bias being introduced into the estimates through the comparison group inadequacies, the flow results presented in the main report have been adjusted to account for the findings in Appendix Table 1.1.

Appendix Table 1.1: Unemployed 28-day flow – testing the comparison group (JSA exits)

	Date of post-Joint Claims scan (2001)				
	30/4	4/6	24/6	4/8	1/9
25 Sep 2000 base					
1 month after scan	4	1	-1	-5*	2
2 months after scan	3	1	-3	-1	1
3 months after scan	3	4	-4	1	.
4 months after scan	2	6	-3	.	.
5 months after scan	3	6	-5	.	.
6 months after scan	6	.	.	.	.
27 Nov 2000 base					
1 month after scan	4	1	-1	-4	3
2 months after scan	0	-1	-5	-1	0
3 months after scan	3	4	-4	3	.
11 Dec 2000 base					
1 month after scan	2	-1	-3	-6**	1
2 months after scan	2	0	-4	-1	2
3 months after scan	3	4	-4	2	.
22 Jan 2001 base					
1 month after scan	5*	1	-1	-4	3

Differential effects

Within the DiD framework, it is possible to examine whether sub-groups of the population are affected differently by the intervention. This is achieved by interacting the DiD variable with a dummy variable indicating membership of the sub-group in question (see, for example, Katz, 1996). Hence, the equation to be estimated changes:

$$Y_{it} = \alpha + \beta_0 X_{it} + \beta_1 TREAT_{it} + \beta_2 POSTJC_{it} + \beta_3 SUB_{it}$$
$$+ \beta_4(TREAT_{it} *POSTJC_{it}) + \beta_5(TREAT_{it} *SUB_{it}) + \beta_6(POSTJC_{it} *SUB_{it})$$
$$+ \beta_7(TREAT_{it} *POSTJC_{it}*SUB_{it}) + \varepsilon_{it}$$

where SUB is a dummy variable with value 1 indicating membership of a sub-group and the coefficient on the third-level interaction term (β_7) captures the differential effect for those in the sub-group. The effect for those not in the sub-group is given by β_4.

This approach is used in the analysis of both the survey and administrative data in this evaluation. With the survey data, it is used to identify the separate effects on the stock and the flow. With the administrative data, it is used to look at the separate effects on ethnic minority couples and older couples.

Appendix 2   Weighting to account for clustering and sample non-response

While every effort is made to ensure that those couples surveyed are representative of the population from which they are drawn, in practice this can be compromised by geographical clustering when carrying out the survey and by individual non-response to the survey. To overcome any potential biases that may result, weights can be calculated that will have the effect of restoring the representativeness of the achieved sample, at least in respect of those characteristics that are measured in the population as a whole. This appendix sets out the approach taken to derive weights.

The weights were calculated by estimating a probit model of survey response across all individuals in the sampling frame. The inverse of the estimated probability of response can then be used to weight back to the sampling frame. Two sets of weights were derived; the first for use in the descriptive analysis, the second for use in the modelling.

A2.1 Weights for the descriptive analysis

Since the descriptive analysis used only non-proxy information, weights were derived by modelling the probability of achieving a non-proxy response to the survey. The results of doing this are presented in Appendix Table 2.1. Three groups of variables were considered: age, region and duration of claim. The estimates in column (2) show that it is only region that appears significant in influencing response at stage 2. Those living in the north west, Yorkshire and Humberside, Wales, the west midlands or the east midlands were more likely to respond than those in London and the South East. This regional pattern is similar to that for stage 1. However, response appeared more sensitive to other characteristics at stage 1. This was presented in the earlier report Bonjour, Dorsett and Knight (2001).

Appendix Table 2.1: Modelling non-proxy survey response

	(1)	(2)
	Non-proxy response	
	Stage 1	**Stage 2**
Male aged under 21	-0.114	0.119
	(2.02)*	(1.88)
Male aged 25-26	-0.135	-0.027
	(1.82)	(0.30)
Male aged 27-30	-0.091	0.003
	(1.35)	(0.04)
Male aged 31-35	-0.288	0.069
	(2.99)**	(0.67)
Male aged 36 and over	0.029	0.002
	(0.28)	(0.01)
Scotland	0.128	0.120
	(1.34)	(1.11)
North east	0.430	0.449
	(4.69)**	(4.10)**
North west	0.392	0.196
	(5.12)**	(2.03)*
Yorkshire & Humberside	0.357	0.329
	(4.51)**	(3.50)**
Wales	0.058	0.022
	(0.52)	(0.17)
West midlands	0.247	0.221
	(3.05)**	(2.18)*
East Midlands/Anglia	0.362	0.309
	(4.61)**	(3.14)**
South west	0.211	0.064
	(2.19)*	(0.53)
Claim started 1999	0.167	
	(2.08)*	
Claim started 2000, qtr 1	-0.086	
	(1.28)	
Claim started 2000, qtr 2	0.067	
	(1.32)	
claim started 2000, qtr 3		0.011
		(0.14)
claim started 2000, qtr 4		-0.007
		(0.10)
claim started 2001, qtr 1		0.023
		(0.33)
Constant	-1.568	-1.469
	(24.90)**	(16.18)**
Observations	7019	4377

Absolute value of z-statistics in parentheses * significant at 5% level; ** significant at 1% level
The Stage 1 survey (columns 1 and 2) reference couple has a male aged 21-24, lives in the London and South East region and has a claim that started in the third quarter of 2000. The stage 2 survey reference couple (columns 3 and 4) has a male aged 21-24, lives in the London and South East region and has a claim that started in the second quarter of 2001.

As a check on the performance of these weights, Appendix Table 2.2 considers their effectiveness in returning the profile of characteristics in the sample to that of the sample. Again, only the stage 2 results are discussed. Column (4) shows the profile of the sampling frame and column (5) shows the profile of responding couples. Applying the weights from the probability model yields column (6).

Comparison of column (5) with column (4) shows how the respondents' profile contrasts with that of the population. Only region appears to differ substantially, with those in London and the South East under-represented. The weights perform well in returning the profile of the sample as a whole at stage 2. This is shown in column (6).

Appendix Table 2.2: Adjusting for clustering and non-response bias

	Stage 1 survey			Stage 2 survey		
	(1) Population	(2) Non-proxy respondent unweighted	(3) Non-proxy respondent weighted	(4) Population	(5) Non-proxy respondent unweighted	(6) Non-proxy respondent weighted
Male aged:						
under 21	0.24	0.23	0.23	0.26	0.30	0.26
21-24	0.37	0.43	0.37	0.39	0.37	0.39
25-26	0.12	0.10	0.12	0.11	0.10	0.11
27-30	0.15	0.14	0.15	0.13	0.12	0.13
31-35	0.07	0.05	0.08	0.07	0.07	0.07
36 +	0.04	0.05	0.05	0.05	0.04	0.05
Region:						
Scotland	0.08	0.07	0.09	0.10	0.09	0.10
North east	0.07	0.09	0.07	0.07	0.11	0.07
North west	0.13	0.17	0.13	0.14	0.14	0.15
York/Humb	0.12	0.14	0.12	0.14	0.18	0.14
Wales	0.06	0.04	0.06	0.07	0.05	0.07
W. Mids	0.12	0.12	0.12	0.12	0.12	0.11
E.Mids/Ang	0.12	0.15	0.12	0.12	0.14	0.12
South west	0.07	0.07	0.08	0.08	0.06	0.08
LASER	0.23	0.14	0.23	0.16	0.11	0.16
Claim start:						
1999	0.07	0.10	0.07			
2000, qtr 1	0.15	0.12	0.16			
2000, qtr 2	0.29	0.31	0.29			
2000, qtr 3				0.21	0.21	0.21
2000, qtr 4				0.26	0.27	0.27
2001, qtr 1				0.32	0.31	0.32

A2.2 Weights for the modelling

The process for deriving the weights used for modelling was similar to that used for the descriptive statistics, but more involved due to the structure of the data. A range of weights were derived:

- Weights for couples
- Weights for men (non-proxy)
- Weights for men (any response)
- Weights for women (non-proxy)
- Weights for women (any response)

Furthermore, in each of the above cases, the weights were derived four times:

- Treatment group stage 1
- Treatment group stage 2
- Comparison group stage 1
- Comparison group stage 2

Clearly, numerous models were estimated in order to calculate these weights. For the sake of brevity the model results are not reported here. Instead, Appendix Tables 2.3 to 2.6 show the success of the weights in restoring the profiles of the different samples to that of the population for the treatment and control groups before and after Joint Claims. The format for these tables is identical. Considering Appendix Table 2.3, the first column of numbers gives the profile of the sample frame. The remaining columns give the profiles of the different samples after having applied the weights. The column headed 'Couples' summarises the characteristics in the sample used for the couple-level analysis. The next two columns do the same for the samples used for the analysis of men. Two samples are considered, the first including male information provided by the female's proxy responses, the second including only that information provided by the man himself. The final two columns do the same thing for women. As an overall comment, it appears that the samples were adequately representative of the population from which they were drawn once the respective weights were applied. This is true for both treatment and control samples before and after Joint Claims.

Appendix Table 2.3: Treatment group pre-Joint Claims

	Sample frame	Couples	Men (inc proxy)	Men (non-proxy)	Women (inc proxy)	Women (non-proxy)
Male aged under 21	0.24	0.24	0.24	0.24		
Male aged 21-24	0.37	0.37	0.37	0.37		
Male aged 25-26	0.12	0.12	0.12	0.12		
Male aged 27-30	0.15	0.15	0.15	0.15		
Male aged 31-35	0.07	0.08	0.08	0.08		
Male aged 36 and over	0.04	0.05	0.05	0.05		
Female aged under 21	0.58				0.57	0.55
Female aged 21-24	0.37				0.38	0.40
Female aged 25-26	0.02				0.02	0.02
Female aged 27-30	0.02				0.02	0.01
Female aged 31-35	0.01				0.01	0.01
Female aged 36+	0.00				0.00	0.01
Scotland	0.08	0.09	0.09	0.09	0.08	0.09
North east	0.07	0.07	0.07	0.07	0.07	0.07
North west	0.13	0.13	0.13	0.13	0.13	0.13
Yorks & Humber	0.12	0.12	0.12	0.12	0.12	0.12
Wales	0.06	0.06	0.06	0.06	0.06	0.06
West Midlands	0.12	0.12	0.12	0.12	0.12	0.12
East Midlands/Anglia	0.12	0.12	0.12	0.12	0.12	0.12
South west	0.07	0.07	0.07	0.08	0.07	0.08
London/south east	0.23	0.23	0.23	0.23	0.23	0.23
Claim started 1999 qtr4	0.07	0.07	0.07	0.07	0.07	0.07
Claim started 2000 qtr1	0.15	0.16	0.16	0.16	0.16	0.16
Claim started 2000 qtr2	0.29	0.28	0.28	0.29	0.28	0.29
Claim started 2000 qtr 3	0.48	0.48	0.48	0.48	0.49	0.48
Unweighted Base	7019	718	718	647	718	666

Appendix Table 2.4: Treatment group post-Joint Claims

	Sample frame	Couples	Men (inc proxy)	Men (non-proxy)	Women (inc proxy)	Women (non-proxy)
Male aged under 21	0.26	0.26	0.26	0.25		
Male aged 21-24	0.39	0.39	0.39	0.39		
Male aged 25-26	0.11	0.11	0.11	0.11		
Male aged 27-30	0.13	0.13	0.13	0.13		
Male aged 31-35	0.07	0.07	0.07	0.07		
Male aged 36 and over	0.05	0.05	0.05	0.05		
Female aged under 21	0.60				0.60	0.58
Female aged 21-24	0.36				0.36	0.37
Female aged 25-26	0.02				0.02	0.02
Female aged 27-30	0.02				0.02	0.02
Female aged 31-35	0.00				0.01	0.01
Female aged 36+	0.00				0.00	0.00
Scotland	0.10	0.10	0.10	0.10	0.10	0.10
North east	0.07	0.07	0.07	0.07	0.07	0.07
North west	0.14	0.15	0.15	0.15	0.14	0.15
Yorks & Humber	0.14	0.14	0.14	0.14	0.14	0.14
Wales	0.07	0.07	0.07	0.07	0.07	0.07
West Midlands	0.12	0.11	0.11	0.11	0.12	0.11
East Midlands/Anglia	0.12	0.12	0.12	0.12	0.12	0.12
South west	0.08	0.08	0.08	0.08	0.08	0.07
London/south east	0.16	0.16	0.16	0.16	0.16	0.16
Claim started 2000 qtr 3	0.21	0.21	0.21	0.21	0.21	0.21
Claim started 2000 qtr 4	0.26	0.26	0.26	0.26	0.26	0.26
Claim started 2001 qtr 1	0.31	0.31	0.31	0.31	0.31	0.31
Claim started 2001 qtr 2	0.22	0.22	0.22	0.22	0.22	0.22
Unweighted Base	4377	571	571	525	571	528

Appendix Table 2.5: Control group pre-Joint Claims

	Sample frame	Couples	Men (inc proxy)	Men (non-proxy)	Women (inc proxy)	Women (non-proxy)
Male aged under 21						
Male aged 21-24						
Male aged 25-26	0.05	0.05	0.05	0.05		
Male aged 27-30	0.26	0.26	0.26	0.26		
Male aged 31-35	0.38	0.37	0.37	0.36		
Male aged 36 and over	0.31	0.32	0.32	0.32		
Female aged under 21						
Female aged 21-24						
Female aged 25-26	0.16				0.16	0.11
Female aged 27-30	0.36				0.36	0.39
Female aged 31-35	0.33				0.33	0.34
Female aged 36+	0.15				0.15	0.16
Scotland	0.09	0.08	0.08	0.08	0.09	0.08
North east	0.06	0.06	0.06	0.06	0.06	0.06
North west	0.11	0.11	0.11	0.11	0.11	0.11
Yorks & Humber	0.10	0.10	0.10	0.10	0.10	0.10
Wales	0.05	0.05	0.05	0.05	0.05	0.05
West Midlands	0.11	0.11	0.11	0.11	0.11	0.11
East Midlands/Anglia	0.10	0.10	0.10	0.10	0.10	0.10
South west	0.07	0.07	0.07	0.07	0.07	0.07
London/south east	0.32	0.32	0.32	0.32	0.32	0.32
Claim started 1999 qtr4	0.11	0.11	0.11	0.10	0.11	0.10
Claim started 2000 qtr 1	0.18	0.19	0.19	0.19	0.19	0.20
Claim started 2000 qtr 2	0.28	0.28	0.28	0.27	0.28	0.28
Claim started 2000 qtr 3	0.43	0.42	0.42	0.43	0.42	0.42
Unweighted Base	3384	601	601	544	601	540

Appendix Table 2.6: Control group post-Joint Claims

	Sample frame	Couples	Men (inc proxy)	Men (non-proxy)	Women (inc proxy)	Women (non-proxy)
Male aged under 21						
Male aged 21-24						
Male aged 25-26	0.05	0.05	0.05	0.05		
Male aged 27-30	0.28	0.27	0.27	0.27		
Male aged 31-35	0.39	0.39	0.39	0.39		
Male aged 36 and over	0.28	0.28	0.28	0.28		
Female aged under 21						
Female aged 21-24						
Female aged 25-26	0.13				0.12	0.12
Female aged 27-30	0.37				0.37	0.38
Female aged 31-35	0.36				0.37	0.35
Female aged 36+	0.14				0.14	0.14
Scotland	0.09	0.09	0.09	0.09	0.09	0.09
North east	0.06	0.06	0.06	0.06	0.06	0.06
North west	0.11	0.11	0.11	0.11	0.11	0.10
Yorks & Humber	0.12	0.12	0.12	0.12	0.12	0.12
Wales	0.05	0.05	0.05	0.05	0.05	0.05
West Midlands	0.11	0.11	0.11	0.11	0.11	0.11
East Midlands/Anglia	0.10	0.10	0.10	0.10	0.10	0.10
South west	0.07	0.07	0.07	0.07	0.07	0.07
London/south east	0.30	0.30	0.30	0.30	0.30	0.30
Claim started 2000 qtr 3	0.26	0.25	0.25	0.25	0.25	0.25
Claim started 2000 qtr 4	0.26	0.26	0.26	0.26	0.26	0.25
Claim started 2001 qtr 1	0.41	0.42	0.42	0.41	0.42	0.42
Claim started 2001 qtr 2	0.07	0.08	0.08	0.08	0.08	0.08
Unweighted Base	3728	478	478	427	478	432

Finally, weights were derived to align the profile of the stage 1 treatment group to that of the stage 2 treatment group. This is needed because the difference-in-differences estimator assumes that sample composition remains unchanged. Since it was only the regional variable that differed significantly across the two stages, this could achieved by constructing a scaling factor as the ratio of the proportions of the population in each region and adjusting the calculated weights accordingly.

Annex   Differences between the stage 1 and stage 2 surveys

Table A1: Age

	Stage1		Stage2	
	Male	Female	Male	Female
Average	24.5	20.6	24.2	20.5
Under 18	0.4	10.1	1.2	6.1
18	7.4	17.7	5.7	19.1
19	8.3	13.8	8.2	19.3
20	7.4	12.3	10.5	15.2
21	10.9	12.8	11.8	12.6
22	9.2	11.4	9.6	7.7
23	9.0	6.8	8.0	8.0
24	8.5	9.2	9.2	7.0
25-30	25.9	4.1	23.8	3.6
Over 30	13.1	1.7	11.8	1.4
Unweighted base	590	590	482	482

Weighted column per cent

Table A2: Age difference within couples

	Stage1	Stage2
Female 5+ years older	2.8	2.6
Female 3-4 years older	1.9	3.1
Age difference of 2 years or less	40.3	40.5
Male 3-4 years older	19.5	19.5
Male 5+ years older	35.4	34.2
Unweighted base	590	482

Weighted column per cent

Table A3: Children

	Stage1		Stage2	
	Male	Female	Male	Female
0	84.0	84.2	87.4	87.1
1	15.7	15.5	12.0	12.4
2	0.1	0.0	0.6	0.3
3	0.1	0.3	0.0	0.2
Unweighted base	590	590	482	482

Weighted column per cent. Note that the responses for men and women should, in theory, be identical. The fact that they are not indicates a small degree of reporting error.

Table A4: Age of youngest child in the household (months)

	Stage1		Stage2	
	Male	Female	Male	Female
0	41.0	41.0	50.2	51.9
1	16.3	16.5	24.9	23.8
2	21.5	21.0	10.2	8.1
3	10.9	12.1	10.7	10.4
4	6.8	7.1	3.9	3.8
5	2.3	1.2		
6	1.2	1.1		
9			0.0	2.0
Unweighted base	98	96	62	63

Weighted column per cent. Note that the responses for men and women should, in theory, be identical. The fact that they are not indicates a small degree of reporting error.

Table A5: Type and duration of partnership

	Stage1		Stage2	
	Male	Female	Male	Female
Marital Status				
Married	23.1	23.1	20.8	20.6
Not married, but cohabiting	76.9	76.9	79.2	79.4
How long living together at sample date (months)				
Up to 3 months	26.6	26.2	26.2	27.5
4 – 6months	10.8	12.9	11.4	12.1
7 – 12 months	19.4	16.5	20.2	19.2
13 – 24 months	22.4	23.9	18.6	20.5
Over 2 years	20.6	20.3	23.2	20.6
Unweighted base	589	589	480	481

Weighted column per cent. Note that the responses for men and women should, in theory, be identical. The fact that they are not indicates a small degree of reporting error.

Table A6: People in household

	Stage1		Stage2	
	Male	Female	Male	Female
Number of people in household				
2	71.3	71.8	77.0	76.8
3	17.8	17.5	12.7	12.7
4+	10.7	10.3	10.2	10.5
Unweighted base	589	588	482	482
Number of people in household in paid employment				
0	70.2	69.4	66.2	65.5
1	16.2	16.7	18.7	19.4
2	11.8	11.6	10.1	10.5
3+	1.6	1.9	4.6	4.2
Unweighted base	589	588	480	480

Weighted column per cent

Table A7: Ethnicity

	Stage1		Stage2	
	Male	Female	Male	Female
White	86.8	87.3	87.7	89.6
Black – Caribbean	1.2	0.4	0.2	0.7
Black – African	1.1	2.0	0.6	0.0
Black – Other (specify)	0.8	0.5	1.5	0.0
Indian	1.5	1.4	0.7	0.6
Pakistani	4.6	4.8	5.6	4.8
Bangladeshi	1.3	1.3	1.6	1.7
Other	2.7	2.3	2.2	2.0
Unweighted base	589	589	482	480

Weighted column per cent

Table A8: Religion

	Stage1		Stage2	
	Male	Female	Male	Female
Whether individual has a religion or church:	34.6	35.8	33.2	33.8
Unweighted base	588	588	481	477
Which religion is that?				
Hindu	1.2	1.2		
Sikh	1.2	0.8	1.0	1.1
Muslim	28.2	27.7	28.5	24.6
Christian	63.8	67.2	69.0	72.9
Buddhist	0.8	1.1		
Jewish	0.3	0.0		
Other	4.4	2.0	1.5	1.4
Unweighted base	198	203	159	161
Importance of religion to everyday life:				
Not at all important	53.4	49.3	61.3	51.0
Not very important	23.9	27.7	19.1	28.3
Fairly important	9.0	10.6	8.5	9.7
Very important	13.7	12.4	10.7	10.8
Unweighted base	589	590	480	481

Weighted column per cent

Table A9: Type of accommodation

	Stage1	Stage2
	Couple	Couple
Accommodation owned outright	3.0	2.4
Being bought on a mortgage or a bank loan	4.2	3.7
Rented from council, new town or housing association	53.9	50.2
Rented privately	37.3	38.2
Rent free or squatting	0.4	2.9
Live with parents/family	1.0	1.7
Unweighted base	588	480

Weighted column per cent

Table A10: Housing payment responsibility

	Stage1		Stage2	
	Male	Female	Male	Female
Respondent	27.0	12.0	27.3	13.3
Respondent's partner	10.4	25.6	12.1	25.1
Respondent and partner	49.8	49.9	45.9	46.8
Respondent and/or partner and parents	2.9	3.0	2.8	3.9
Respondent and/or partner and someone else	0.5	0.9	1.3	1.3
Respondent's parents/relatives	3.1	2.7	4.1	3.2
Paid directly (council, housing association, etc)	6.0	5.5	6.6	6.4
Insurance	0.3	0.3		
Unweighted base	556	551	447	446

Weighted column per cent

Table A11: Region of residence

		Stage1		Stage2	
	LFS*	Couple	Ratio	Couple	Ratio
Scotland	8.9	8.8	1.0	10.1	1.1
North east	4.5	6.9	1.5	7.3	1.6
North west	11.8	12.7	1.1	14.6	1.2
Yorkshire & Humberside	8.7	12.0	1.4	14.3	1.6
Wales	5.1	5.5	1.1	6.6	1.3
West midlands	9.2	12.0	1.3	11.4	1.2
East midlands/Anglia	16.7	11.9	0.7	12.0	0.7
South west	8.6	7.8	0.9	7.5	0.9
London/south east	26.5	22.4	0.8	16.0	0.6
Unweighted base		590		482	

Weighted column per cent Labour Force Survey* (December 2000 to February 2001) Total Economically Active aged 16 and over, by government office region, Seasonally adjusted Source: Column 1 Table A.11, p.S16 Labour Market Trends May 2001, Office for National Statistics.

Table A12: Length of time in education

	Stage1		Stage2	
	Male	Female	Male	Female
age left school/sixth form college				
under 16	18.1	18.2	20.2	12.3
16	46.5	43.1	41.7	47.8
17-18	28.8	30.6	28.1	31.6
over 18	6.6	8.1	8.7	7.2
Return to full-time further or higher education	31.6	35.5	32.0	40.6
Age left full-time education				
under 16	16.0	13.8	14.7	9.5
16	33.4	31.4	30.6	31.9
17-18	30.5	33.8	30.3	37.0
over 18	20.0	21.1	23.1	20.5
Unweighted base	590	590	482	482

Weighted column per cent

Table A13: Highest level of qualification (NVQ equivalent)

	Stage1		Stage2	
	Male	Female	Male	Female
NVQ4 or higher	7.7	10.2	8.5	6.1
NVQ3	12.6	10.8	14.9	17.8
NVQ2	28.7	34.9	28.9	35.3
NVQ1	16.7	14.7	13.1	17.0
Other qualifications	2.2	2.3	2.6	1.5
No qualifications	31.9	27.0	32.0	22.0
Unweighted base	589	590	482	481

Weighted column per cent

Table A14: Other human capital

	Stage1		Stage2	
	Male	Female	Male	Female
Literacy problems	21.5	16.0	19.0	14.0
reading English	12.9	10.1	14.4	7.9
writing English	12.3	8.8	14.3	7.1
English not first language	6.8	6.3	3.7	3.8
Numeracy problems	7.5	9.7	9.4	9.3
Literacy or numeracy problems	24.5	20.0	21.4	18.3
Literacy and numeracy problems	4.5	5.6	7.0	4.9
Current full driving licence	34.8	13.7	32.4	12.3
- If yes, whether has access to motor vehicle	63.7	68.3	61.5	67.9
Unweighted base	590	590	482	482

Weighted column per cent

Table A15: Social interactions

	Stage1		Stage2	
	Male	Female	Male	Female
How often respondent meets socially with friends				
several times a week	43.5	34.1	41.4	33.5
about weekly	22.2	23.4	26.2	28.0
about fortnightly	9.9	11.8	10.8	10.4
about monthly	7.4	8.4	6.5	7.5
every few months	6.0	6.6	4.4	4.7
once a year	0.2	1.0	0.5	0.6
Less often	4.0	6.6	2.9	5.1
Never	7.0	8.1	7.4	10.2
Unweighted base	590	590	482	482

Weighted column per cent

Table A16: Social Networks

	Stage1		Stage2	
	Male	Female	Male	Female
Proportion of social contacts seeking work:				
All	4.8	3.3	3.7	4.6
Most	13.3	14.6	16.8	14.1
About half	14.1	14.4	13.3	15.6
Few	37.5	36.0	36.2	35.2
None	30.4	31.8	30.0	30.5
Unweighted base	553	551	455	455
Proportion of social contacts in paid employment:				
All	23.1	21.2	25.5	23.1
Most	36.3	30.3	33.5	35.1
About half	16.4	19.6	16.9	17.7
Few	16.3	20.5	19.4	17.7
None	7.9	8.4	4.7	6.5
Unweighted base	560	551	462.0	457.0

Weighted column per cent

Table A17: Previous experience of difficult living conditions

	Stage1		Stage2	
	Male	Female	Male	Female
Living with a foster family	7.2	6.4	6.8	6.0
Living with an adopted family	2.6	2.0	2.6	2.3
Living with just one parent	32.1	36.6	36.2	35.8
Living in a residential children's home	7.9	5.2	6.3	4.7
Living in a young offenders' institution, detention centre or prison	12.5	0.9	13.1	0.6
Living in a hostel/foyer for homeless people	14.4	11.2	12.3	9.4
Sleeping rough (e.g. living on the streets)	16.7	6.5	13.9	4.8
Living in Armed Forces accommodation	7.0	2.2	6.1	2.0
None of these	44.0	50.9	44.3	54.1
Unweighted base	590	590	482	482

Weighted column per cent. Columns do not sum to 100 since individuals may have experienced more than one of the conditions listed.

Table A18: Non-sickness-related benefits receipt

	Stage1		Stage2	
	Male	Female	Male	Female
Housing Benefit (Rent Rebate)	63.0	47.5	55.9	53.1
Council Tax Rebates	53.7	40.0	52.9	48.5
Income Support	5.9	8.1	10.9	11.5
Jobseeker's Allowance, *of which*	66.1	44.9	50.2	42.0
- Contributions based JSA	19.5	18.0	13.9	14.4
- Income based JSA	65.2	62.3	71.5	69.8
- Don't know JSA type	15.2	19.7	14.6	15.8
Child Benefit	3.9	11.2	3.1	7.5
New Deal Allowance	4.5	1.5	2.8	2.5
None of these	21.4	31.0	27.0	29.3
Unweighted	590	590	482	482

Weighted column per cent

Table A19: Health

		Stage2	
	Stage1			
	Male	Female	Male	Female
General level of self-reported health				
Excellent	26.6	21.2	28.8	20.3
Very good	30.2	27.1	30.7	32.3
Good	24.7	28.6	23.8	26.4
Fair	14.0	15.9	12.3	13.3
Poor	4.5	7.3	4.4	7.6
Long-term health problem or disability	25.7	23.9	21.7	24.2
- if yes, whether it affects work	74.9	71.7	73.4	80.1
Ever had any other long-term health problem or disability	14.3	15.6	12.3	16.7
Unweighted base	590	590	482	482

Weighted column per cent

Table A20: Caring responsibilities

	Stage1		Stage2	
	Male	Female	Male	Female
Whether respondent has caring responsibilities	6.6	8.0	6.7	5.5
Unweighted base	590	590	482	482
Number of hours caring per week:				
Up to 10 hours	59.6	42.4	54.8	56.7
11-20 hours	16.3	16.4	18.0	17.5
21-30 hours	10.9	18.1	10.3	7.5
31-40 hours	9.4	12.1	4.9	4.8
Over 40 hours	3.8	11.0	12.0	13.5
Whether caring affects type or amount of work possible	31.7	33.0	30.4	33.4
Unweighted base	40	48	33	28

Weighted column per cent

Table A21: Activity in the week prior to interview

	Stage1				Stage2			
	Male	Female	Either	Both	Male	Female	Either	Both
All work(employees and self-employed)	19.0	13.8	25.1	7.9	22.9	19.0	32.0	10.0
Employee – 30+ hours/wk	12.7	6.1	16.2	2.5	16.1	10.3	20.9	5.5
Employee – 24-29 hours/wk	1.3	1.8	3.0	0.1	1.5	1.6	3.1	0.0
Employee – 16-23 hours/wk	2.2	2.1	4.3	0.0	3.0	3.0	5.4	0.7
Employee – 1-15 hours/wk	1.9	3.7	5.2	0.4	1.6	3.9	5.4	0.2
Self-employed	0.9	0.2	0.9	0.2	0.7	0.2	0.7	0.2
New Deal or other government programme	10.6	3.9	13.1	1.5	6.8	5.3	11.3	0.8
Full-time education or training	0.8	1.2	2.0	0.0	0.0	0.9	0.9	0.0
Unemployed, couple claiming JSA	58.8	54.8	69.1	44.2	51.0	44.2	60.0	35.2
Unemployed, couple not claiming JSA	4.6	6.4	9.5	1.6	11.4	9.4	18.1	2.7
Long-term sick, injured or disabled	1.9	1.1	2.7	0.2	2.5	2.7	4.9	0.3
Temporarily sick or injured, or pregnant - no job	2.5	5.6	7.4	0.6	2.5	7.7	9.8	0.4
Looking after the home, children, or other relatives	0.6	11.4	11.7	0.4	1.3	10.3	10.9	0.7
Unweighted base	590	590	590	590	482	482	482	482

Weighted column per cent

Table A22: On New Deal or other government programme

	Stage1				Stage2			
	Male	Female	Either	Both	Male	Female	Either	Both
New Deal	17.5	7.5	23.5	1.6	14.1	8.7	20.1	2.8
Another programme	2.4	1.4	3.4	0.4	1.7	0.8	2.2	0.3
No	80.1	91.1	97.5	73.6	84.0	90.1	96.6	78.0
Unweighted base	586	589	590	590	481	480	482	482

Weighted column per cent

Table A23: Time taken to find a job of 16 or more hours per week

	Stage1			Stage2		
Days since sample to being employed 16+ hours	Male	Female	Either	Male	Female	Either
Already working	39.3	62.6	53.7	35.1	50.3	44.8
1-10 days	17.1	10.3	15.2	8.4	6.1	7.1
11-30 days	10.6	7.5	7.5	11.5	7.1	11.0
31-60 days	16.1	7.4	10.2	13.4	12.9	11.8
61-90 days	5.6	2.4	4.1	12.2	8.5	9.6
More than 90 days	11.2	9.8	9.2	19.3	15.2	15.7
Unweighted base	130	81	163	154	102	189

Weighted column per cent

Table A24: Proportion of time in employment since the sample date

	Stage1			Stage2		
	Male	Female	Either	Male	Female	Either
% days employed 30+ hours	11.9	6.0	14.9	15.3	9.0	19.2
% days employed 24+ hours	13.0	8.2	16.8	16.7	10.5	21.3
% days employed 16+ hours	14.5	10.2	19.4	18.7	13.3	24.8
% days employed any hours	16.4	13.7	23.7	20.0	16.8	29.2
% days employed or self-employed	17.9	14.2	25.2	20.9	17.1	30.2
Unweighted	589	589	589	482	482	482

Weighted column per cent

Table A25: Length of time since last employment

	Stage1		Stage2	
	Male	Female	Male	Female
Since sample date	26.4	18.7	34.7	25.1
Since 2001	-	-	14.5	13.2
Since 2000	37.0	30.1	26.1	25.4
Since 1999	15.2	15.7	6.6	4.9
1998	5.4	6.2	3.6	2.7
Before 1998	9.6	6.9	8.0	9.1
Never worked	6.4	22.5	6.6	19.6
Unweighted base	590	590	482	482

Weighted column per cent

Table A26: proportion of time in employment, 1998-2000

	Stage1		Stage2	
	Male	Female	Male	Female
None	17.5	28.9	18.4	31.6
Up to 20 per cent	18.4	24.1	19.6	17.2
20-40 per cent	19.3	16.8	14.3	17.9
40-60 per cent	17.1	11.5	16.0	12.1
60-80 per cent	17.0	13.2	12.6	9.6
80-100 per cent	10.8	5.5	19.1	11.6
Unweighted base	590	590	482	482

Weighted column per cent Table A27: Actively looking for work, 1998-2000

Table A27: Actively looking for work, 1998-2000

	Stage1						Stage2					
	Male			Female			Male			Female		
	2000	1999	1998	2000	1999	1998	2000	1999	1998	2000	1999	1998
Actively seeking work	94.8	84.5	83.5	72.8	70.2	61.6	89.2	82.5	79.1	79.0	74.1	59.6
Unweighted base	580	453	373	566	421	341	414	321	294	415	310	234

Weighted column per cent

129

Table A28: Amount of time spent looking for work when out of employment, 1998-2000

| | Stage1 | | | | | | Stage2 | | | | | |
| | Male | | | Female | | | Male | | | Female | | |
	2000	1999	1998	2000	1999	1998	2000	1999	1998	2000	1999	1998
All of the time	67.8	76.1	73.9	57.4	65.1	69.4	69.2	75.7	82.6	65.7	72.3	73.7
Most of the time	18.8	15.7	18.4	24.4	19.6	15.1	16.0	16.0	10.0	20.6	19.7	15.4
A lot of the time	5.6	2.9	1.1	4.8	6.1	3.5	5.2	2.9	3.3	7.7	1.2	0.9
Some of the time	6.5	4.5	5.8	9.9	6.6	10.0	6.4	4.8	3.5	5.6	6.8	8.3
A little of the time	1.1	0.6	0.3	2.9	1.8	1.1	2.3	0.0	0.3	0.4	0.0	1.0
None of the time	0.2	0.0	0.0	0.5	0.7	0.9	0.7	0.0	0.3	0.0	0.0	0.6
Unweighted base	550	383	309	418	302	214	370	268	233	328	231	139

Weighted column per cent

Table A29: Main reasons for not looking for work all of the time when out of employment, 1998-2000

	Stage1						Stage2					
	Male			Female			Male			Female		
	2000	1999	1998	2000	1999	1998	2000	1999	1998	2000	1999	1998
Full-time education or training	9.4	19.0	20.3	13.0	26.8	36.9	18.4	16.8	37.1	19.0	27.3	45.1
Pregnancy or maternity leave	1.9	0.0	0.0	30.0	1.5	2.0	0.0	0.0	0.9	14.3	1.2	2.3
Long-term sick, injured or disabled	7.7	8.2	8.6	4.9	5.8	5.3	9.5	8.9	7.5	10.2	10.8	7.9
Temporarily sick or injured, or pregnant	11.4	10.4	7.2	14.3	10.8	6.4	9.9	10.8	9.2	11.4	7.2	4.6
Looking after the home	13.5	5.1	5.1	20.9	26.5	23.6	11.3	10.4	4.8	24.5	20.4	14.5
Caring responsibilities	8.7	4.8	4.8	4.0	6.3	4.7	5.4	4.2	2.3	5.7	3.7	3.2
In prison/on bail/custodial sentence	4.9	9.9	8.9	0.0	0.4	0.0	7.5	9.1	6.6	0.0	0.0	0.0
Out of the country or just arrived from another country	1.2	5.4	2.8	0.5	4.0	4.2	3.0	2.9	9.6	1.6	2.7	5.5
Personal reasons/difficulties	4.5	5.0	1.8	2.2	5.7	2.6	1.6	0.9	0.0	0.5	2.0	4.0
Don't know	18.3	14.1	21.9	4.9	3.9	4.3	15.4	16.6	12.2	8.2	10.1	7.4
Other	0.9	1.1	0.9	0.6	2.3	0.9	9.3	11.0	2.8	1.0	5.0	3.2
Unweighted	211	163	143	326	223	191	159	118	102	200	143	133

Weighted column per cent

131

Table A30: Occupation in most recent job

	Stage1		Stage2	
	Male	Female	Male	Female
Managers and Senior Officials	2.4	0.0	1.5	0.0
Professional	0.9	2.1	2.5	0.0
Associate professional & technical	3.6	5.2	1.2	4.6
Administrative and Secretarial Occupations	11.0	5.9	4.9	19.0
Skilled Trades Occupations	18.6	1.7	15.6	3.8
Personal Service Occupations	6.4	25.1	4.5	12.0
Sales and Customer Service Occupations	8.4	33.7	5.1	25.7
Process, Plant and Machine Operatives	20.1	2.8	12.3	0.6
Elementary Occupations	28.5	23.5	52.5	34.3
Unweighted base	147	109	163	125

Weighted column per cent. Note: SOC 2000 1 digit code.

Table A31: Main industry in most recent job

	Stage1		Stage2	
	Male	Female	Male	Female
A Agriculture, hunting & forestry	3.9	0.0	1.8	2.4
D Manufacturing	26.0	8.3	36.1	12.7
E Electricity, gas & water supply	0.0	2.0	0.0	1.0
F Construction	8.9	0.0	7.6	0.6
G Wholesale & retail trade; repair of motor vehicles, motorcycles and personal household goods	18.0	32.6	12.7	25.0
H Hotels & restaurants	11.3	6.5	9.5	15.7
I Transport, storage & communication	6.7	7.3	6.8	4.6
J Financial intermediation	1.8	0.7	0.7	3.6
K Real estate, renting & business activities	6.2	8.7	14.1	9.9
L Public administration & defence; compulsory social security	5.9	3.6	3.9	0.7
M Education	2.2	6.8	1.5	1.9
N Health & social work	2.9	18.8	2.3	17.0
O Other community, social & personal service activities	6.2	1.9	2.9	4.8
P Private households with employed persons	0.0	2.8	0.0	0.0
Unweighted base	144	107	161	124

Weighted column per cent. Note: SIC 1992 1 digit code

Table A32: Supervisory role in work

	Stage1		Stage2	
	Male	Female	Male	Female
Whether had supervisory role in work	11.9	12.9	10.2	5.6
Unweighted base	147	109	164	126

weighted column per cent

Table A33: Size of Establishment where joint claimants work

	Stage1		Stage2	
	Male	Female	Male	Female
Up to 10	32.5	25.9	28.3	30.1
11-24	17.1	22.4	8.0	18.9
25-49	12.0	19.1	15.6	16.1
50-99	4.6	9.4	12.2	3.6
100-499	21.9	14.2	21.8	15.6
Over 500	12.0	9.0	14.1	15.7
Unweighted base	146	108	159	125

weighted column per cent

Table A34: Hourly take home pay rate for work

	Stage1		Stage2	
	Male	Female	Male	Female
Average	4.25	3.94	4.17	3.88
Below £3	12.8	18.4	14.3	13.7
£3.00-£3.99	36.2	49.6	37.7	45.5
£4.00-£4.99	25.2	11.6	25.9	27.9
£5.00-£5.99	13.6	13.0	13.6	8.2
£6 and over	12.1	7.5	8.5	4.6
Unweighted base	124	91	148	118

weighted column per cent. Note that this table considers take home pay after deductions for tax and national insurance but including overtime pay, bonus, commission and tips.
Adjustments- Survey 1: Three individuals were recorded as having anomalously high pay and they were excluded from the results in this table. These comprised two women recording pay of £33 and £60 per hour, and one man recording pay of £23 per hour. Survey 2: For one woman and one man, the period of payment is other and recoded to weekly based on the amount received and hours.

Table A35: Weekly hours relating to hourly pay rates

	Stage1		Stage2	
	Male	Female	Male	Female
Average	36	27	37	29
Up to 16	11.1	27.4	7.6	21.9
17-24	7.5	15.2	8.5	18.8
25-30	9.9	15.3	8.9	4.9
31-40	54.7	36.5	51.0	47.8
40+	16.9	5.6	23.9	6.7
Unweighted base	135	102	156	124

weighted column per cent

Table A36: Work allowances additional to pay

	Stage1		Stage2	
	Male	Female	Male	Female
Yes	11.4	2.1	5.1	2.7
No	88.6	97.9	94.9	97.3
Unweighted base	145	110	164	126

weighted column per cent Travel expenses, clothing, tools, equipment, training or other financial help.

Table A37: Nature of work contract

	Stage1		Stage2	
	Male	Female	Male	Female
Permanent	61.5	70.4	59.2	64.2
Seasonal, temporary or casual	25.4	18.9	25.2	27.0
Contract for a limited period of time	13.0	10.8	14.1	7.1
Unweighted base	144	109	164	126

weighted column per cent

Table A38: Work placements as part of Government programmes

	Stage1		Stage2	
	Male	Female	Male	Female
New Deal	9.2	0.5	5.1	2.2
Another government programme	1.8	0.9	0.4	0.0
No	88.9	98.5	93.7	96.2
Unweighted base	147	110	164	126

weighted column per cent

Table A39: Job search method which led to most recent job

	Stage1		Stage2	
How did you first hear about your current job	Male	Female	Male	Female
Advert in local paper	9.1	19.1	10.9	16.9
Advert in national newspaper/magazine	1.6	1.3	1.5	0.0
Advert in shop window/noticeboard	1.3	3.7	0.0	7.3
From a private recruitment agency	10.0	5.2	9.4	11.5
Jobcentre – saw vacancy on display	18.4	17.9	16.5	11.5
Jobcentre - heard about vacancy from staff	9.9	2.1	3.0	0.0
Jobcentre - touch screen display (or Jobpoint)	0.0	0.0	8.3	7.2
Telephoned the ES direct	0.6	0.0	1.0	1.0
Contacted employer direct	7.6	14.6	7.9	10.4
Friend, relative, colleague or trade union	35.6	28.9	32.0	30.9
From a Jobclub or careers office	1.2	2.9	1.0	2.5
Advertised for a job	0.0	0.8	0.8	0.0
Through a training course	1.3	2.1	0.0	0.7
Word of mouth	1.6	0.0	1.5	0.0
From previous employer/transfer	1.0	1.6	0.7	0.0
Off my own back	0.8	0.0	0.7	0.0
From the internet/job websites	0.0	0.0	0.4	0.0
Other	0.0	0.0	3.1	0.0
Unweighted base	147	110	164	126

weighted column per cent

Table A40: Job search and availability – all individuals

	Stage1		Stage2	
	Men	Women	Men	Women
Actively looking for paid work	77.5	47.8	72.9	49.3
of which:				
Available to start within 2 weeks	95.5	93.9	95.8	97.3
Unweighted base	590	590	482	482

Weighted column per cent

Table A41: Job search and availability – individuals without work

	Stage1		Stage2	
	Men	Women	Men	Women
Actively looking for paid work	87.3	49.5	85.3	52.3
of which:				
available to start within 2 weeks	97.0	94.3	95.4	98.0
Unweighted base	462	498	357	385
if not looking and not working:				
Would like to have a paid job at the moment	73.2	30.9	74.7	37.5
Unweighted base	58	250	53	181

Weighted column per cent

Table A42: Main reasons for not looking for work– individuals without work

	Stage1		Stage2	
	Men	Women	Men	Women
Long term sickness/incapacity/disability	13.2	6.5	27.2	11.1
Temporarily sick/injured	18.4	4.8	19.7	10.0
On a government scheme/training course	29.4	0.8	14.0	0.8
Looking after the home	5.0	27.8	5.8	19.8
Studying (in term time)	9.2	2.8	3.8	2.4
Pregnancy/had a baby	0.0	53.8	0.0	54.5
Caring responsibilities	8.1	3.0	11.4	2.9
Unweighted base	58	250	53	181

Weighted column per cent

Table A43: Whether will look for a paid job

	Stage1		Stage2	
Whether will look for a paid job one day in the future	Male	Female	Male	Female
Yes	97.2	86.6	86.7	88.4
No	2.8	7.6	3.5	3.5
Don't know	0.0	5.7	9.8	8.1
Unweighted base	58	250	53	181
Of which: when do you think you might look for paid work (survey 2 only)				
In a few weeks			22.2	6.0
In a few months			34.3	17.6
In a year or two			12.9	32.8
Sometime in the future			17.7	40.0
Don't know			13.0	3.5
Unweighted base			46	160

Weighted column per cent

Table A44: Change that will prompt job search

	Stage1		Stage2	
	Male	Female	Male	Female
None	3.5	3.6	0.0	4.4
When the baby is born	6.0	14.0	4.9	10.9
When child(ren) goes to school/crèche/nursery	1.6	20.7	0.0	19.7
When child(ren) are grown up/older	5.1	24.0	3.6	34.0
When health improves	23.6	9.2	32.3	14.7
When a suitable job comes up	13.9	2.8	5.2	0.6
When finished studies or training	28.4	8.5	12.3	4.5
When I no longer have caring responsibilities	6.3	1.1	17.5	1.3
Just about to start work/currently working	3.7	0.9	8.1	0.7
Unweighted base	56	218	46	160

Weighted column per cent

Table A45: When last actively looked for paid work

	Stage1		Stage2	
	Male	Female	Male	Female
Less than 1 month before the interview	16.9	2.5	16.4	4.9
At least 1 month, but less than 3 months ago	21.3	8.8	21.2	14.7
At least 3 months, but less than 6 months ago	30.6	16.7	22.5	18.8
At least 6 months, but less than 9 months ago	5.1	12.8	12.8	14.7
At least 9 months ago	21.0	41.1	22.8	37.9
Never looked for work	5.0	18.1	4.4	9.2
Unweighted base	55	236	48	170

Weighted column per cent

Table A46: Methods of job search

	Stage1		Stage2	
	Male	Female	Male	Female
Average number of methods used	5.5	4.8	6.0	5.5
Advertisements in local papers	92.2	92.3	95.3	93.3
Advertisements in national papers or magazines	40.7	30.3	42.7	35.7
Advertisements in shop windows/noticeboards	53.0	61.4	52.5	64.2
Private employment/recruitment agency	21.1	19.3	27.8	20.6
Jobcentre –vacancies on display	87.4	81.8	85.6	85.6
Jobcentre –touch-screen display (or Jobpoint)	11.8	10.0	44.6	42.0
Jobcentre – talked to staff about jobs	51.5	40.8	59.9	47.5
Telephoned ES DIRECT	16.2	13.0	21.0	17.6
Applied directly to employers	48.6	36.3	49.0	39.4
Ask friends, relatives, colleagues or trade unions	65.6	59.9	69.6	60.5
Try to become self-employed	10.6	3.2	7.2	4.6
Look at Internet/Job websites	19.0	14.6	22.9	20.3
Visit a Jobclub or Careers Office	14.1	13.7	14.0	15.3
Advertise for jobs	5.9	2.0	4.8	3.4
Unweighted base	500	358	388	314

Weighted column per cent

Table A47: Time spent looking for a job in 6 months before interview

	Stage1		Stage2	
	Male	Female	Male	Female
Most of the time	83.1	75.2	84.6	79.6
A lot of the time	10.4	9.5	10.3	10.6
Some of the time	5.2	10.2	4.4	6.4
A little of the time	1.2	4.4	0.6	2.9
None of the time	0.0	0.8	0.0	0.0
Don't know	0.2	0.0	0.2	0.5
Unweighted base	500	358	388	314

Weighted column per cent

Table A48: Number of job applications in 6 months before interview

	Stage1		Stage2	
	Male	Female	Male	Female
None	6.8	14.5	7.5	12.3
One	3.3	4.1	3.6	5.6
Two to four	16.9	21.2	15.1	20.6
Five to nine	23.2	22.7	22.2	21.7
Ten or more	49.7	37.5	51.6	39.8
Unweighted base	497	357	385	312

Weighted column per cent

Table A49: Number of job interviews in 6 months before interview

	Stage1		Stage2	
	Male	Female	Male	Female
None	32.1	39.5	30.6	39.6
One	14.6	14.8	14.7	21.0
Two to four	33.0	29.7	33.9	28.1
Five to nine	13.2	10.4	14.5	7.7
Ten or more	7.0	5.6	6.3	3.6
Unweighted base	462	302	354	271

Weighted column per cent

Table A50: Number of job offers in 6 months before interview

	Stage1		Stage2	
	Male	Female	Male	Female
None	76.2	78.5	70.7	75.2
One	13.9	14.4	20.3	17.3
Two to four	9.2	5.5	7.7	6.5
Five to nine	0.0	1.6	1.3	0.3
Ten or more	0.7	0.0	0.0	0.8
Unweighted base	500	358	388	314

Weighted column per cent

Table A51: Number of job offers rejected in 6 months before interview

	Stage1		Stage2	
	Male	Female	Male	Female
None	51.3	58.0	61.1	61.4
One	28.2	28.8	27.3	29.5
Two to four	19.8	13.2	9.4	9.1
Five to nine	0.7	0.0	2.2	0.0
Unweighted base	122	75	113	77

Weighted column per cent

Table A52: Main reasons for turning down job offers

	Stage1		Stage2	
	Male	Female	Male	Female
Not enough hours	9.3	0.0	2.8	2.5
Too many hours	5.4	0.0	2.8	3.1
Too far to travel/bad location	25.3	22.2	23.7	30.1
Wages were too low	33.7	16.0	26.2	8.4
Commission based/no guaranteed wage	2.9	4.5	6.5	8.9
Irregular/unsuitable hours	1.4	4.1	4.1	16.4
Other unsuitable job conditions	11.5	15.8	16.4	6.2
I'm pregnant / partner pregnant	0.0	9.1	2.6	3.0
Been offered another job	7.4	13.1	21.1	10.4
Wasn't what I wanted/was looking for	6.6	11.1	0.0	8.9
Job description wasn't what was expected	1.3	8.8	0.0	4.8
Unweighted base	56	32	43	28

Weighted column per cent

Table A53: Expected hourly take-home pay

	Stage1		Stage2	
	Male	Female	Male	Female
Average (£)	5.20	4.71	5.30	4.51
Distribution of expected pay				
Below £3	2.6	6.3	1.0	3.8
£3.00-£3.99	18.0	31.6	21.0	30.3
£4.00-£4.99	25.4	25.1	27.4	32.3
£5.00-£5.99	30.8	22.2	32.0	23.6
£6 and over	23.2	14.8	18.7	9.9
Unweighted base	482	333	377	287

Weighted column per cent

Table A54: Expected hours per week

	Stage1		Stage2	
	Male	Female	Male	Female
Average	41	37	41	37
Distribution of expected hours				
Up to 16	1.5	1.6	1.3	2.5
17-24	0.1	2.6	0.5	3.0
25-30	1.6	8.7	1.9	6.2
31-40	76.9	82.1	78.6	84.4
40+	19.9	4.9	17.7	3.8
Unweighted base	482	333	377	287

Weighted column per cent

Table A55: Type of job wanted

	Stage1		Stage2	
	Male	Female	Male	Female
Managers and Senior Officials	2.9	3.2	1.9	0.7
Professional	3.1	4.2	2.1	1.9
Associate professional & technical	13.3	6.8	9.0	3.6
Administrative and Secretarial Occupations	4.4	16.3	8.1	30.6
Skilled Trades Occupations	21.6	0.0	19.9	3.9
Personal Service Occupations	2.7	24.5	1.3	20.8
Sales and Customer Service Occupations	9.5	22.7	9.1	22.4
Process, Plant and Machine Operatives	12.5	1.2	11.4	2.7
Elementary Occupations	30.1	21.3	37.2	13.4
Unweighted base	265	205	163	141

Weighted column per cent SOC 2000

Table A56: Confidence of getting a job at expected rate of pay

	Stage1		Stage2	
	Male	Female	Male	Female
Very confident	22.0	16.9	27.6	15.3
Fairly confident	46.1	50.7	45.4	52.8
Not very confident	24.7	27.3	20.8	24.4
Not at all confident	5.5	3.5	4.4	5.8
Don't know	1.7	1.5	1.8	1.7
Unweighted base	491	336	383	289

Weighted column per cent

Table A57: Lowest acceptable hourly take-home pay

	Stage1		Stage2	
	Male	Female	Male	Female
Average (£)	4.29	3.94	4.30	3.95
Distribution of expected pay				
Below £3	10.9	20.3	6.7	12.3
£3.00-£3.99	32.6	45.0	39.0	40.1
£4.00-£4.99	26.1	17.8	29.5	31.7
£5.00-£5.99	20.2	8.8	16.9	10.4
£6 and over	10.2	8.2	7.9	5.4
Unweighted base	488	334	369	285

Weighted column per cent

Table A58: Whether a job of lowest acceptable wage would improve financial situation

	Stage1		Stage2	
	Male	Female	Male	Female
Much better off	20.3	18.9	18.8	18.9
A little better off	36.4	31.6	38.1	39.4
No different/about the same as before	19.0	16.3	16.9	14.2
Worse off	24.2	33.2	26.1	27.5
Unweighted base	475	339	373	297

Weighted column per cent

Table A59: Concerns about accepting low-paid work – 1

	Stage1		Stage2	
Worries when taking a job paying the lowest acceptable wage	Male	Female	Male	Female
Losing housing benefit or help with mortgage	54.8	57.7	60.8	59.6
managing financially until the first pay day	49.1	47.7	45.2	50.7
Not knowing exactly weekly income	23.7	24.4	26.0	27.4
Repaying debts, loans or bills straight away	45.6	42.6	41.3	37.1
Paying for things I get free on benefit	38.9	40.2	33.8	34.7
The amount of council tax I would have to pay	61.6	57.3	63.9	63.3
Having to wait for other benefits	10.2	11.1	9.1	10.9
The hassle of sorting out my benefits	20.8	19.1	24.2	21.7
Worries about caring responsibilities	6.8	4.0	3.3	3.5
Worries about health of husband/wife/partner	13.8	6.8	9.0	4.8
Being blamed by partner for loss of benefits	12.4	8.9	13.1	8.4
My partner doesn't want me to work	1.8	3.4	1.8	3.5
None of these	13.5	12.9	13.1	12.8
Unweighted base	500	358	388	314

Weighted column per cent

Table A60: Concerns about accepting low-paid work – 2

	Stage1		Stage2	
Worries when taking a job paying the lowest acceptable wage	Male	Female	Male	Female
Worries about wages being too low	55.7	54.6	57.7	49.7
Having to pay extra costs for travelling or work clothes	51.2	50.8	46.9	50.5
Worries about the job being temporary	51.3	43.9	54.6	43.2
Worries about the job not being the sort of work I want	33.7	33.2	28.0	26.7
Not being fit enough to do a paid job	9.5	12.4	5.9	8.5
I couldn't afford the cost of transport to get to work	30.9	33.4	33.3	32.6
Travelling to work would be difficult	35.3	31.2	32.2	34.1
My/our income would be less reliable than when claiming benefits	25.0	26.4	24.0	21.4
I might not be able to do the job very well	10.4	10.6	9.8	14.6
Would be worse off in work	21.6	19.4	21.9	17.1
I might find a better job if I just keep looking instead	18.8	10.8	16.1	10.2
None of these	12.7	13.1	12.2	14.8
Unweighted base	500	358	388	314

Weighted column per cent

Table A61: Self-assessed chances of getting a job in the next 3 months

	Stage1		Stage2	
	Male	Female	Male	Female
Very good	22.2	14.3	19.7	15.6
Fairly good	52.0	44.5	53.7	47.4
Fairly bad	17.1	20.2	18.5	20.4
Very bad	8.7	21.0	8.1	16.6
Unweighted base	466	328	363	296

Weighted column per cent

Table A62: Maximum commuting time, one way

	Stage1		Stage2	
	Male	Female	Male	Female
Up to 30 mins	42.8	63.9	42.4	56.1
31-60 mins	48.5	33.5	49.8	40.3
Over an hour	8.8	2.5	7.7	3.6
Unweighted base	571	546	467	457

Weighted column per cent Note: stage 1 figures corrected

Table A63: Whether prepared to move to a new area to get a job

	Stage1		Stage2	
	Male	Female	Male	Female
Yes	47.3	38.1	46.2	37.4
No	52.7	61.9	53.8	62.6
Unweighted base	531	540	439	429

Weighted column per cent

Table A64: Maximum hours per week

	Stage1		Stage2	
	Male	Female	Male	Female
Up to 16	0.3	6.5	0.8	4.2
17-24	0.2	7.0	0.8	4.8
25-30	1.4	10.0	1.8	6.4
31-40	46.0	61.1	44.5	64.4
40+	52.2	15.4	52.0	20.2
Unweighted base	575	550	474	454

Weighted column per cent

Table A65: Whether would accept a temporary job

	Stage1		Stage2	
	Male	Female	Male	Female
Yes	37.5	49.5	36.5	44.7
No	44.1	34.8	41.4	36.2
Depends	18.4	15.6	22.1	19.0
Unweighted base	589	583	481	474

Weighted column per cent

Table A66: Problems with finding or keeping a job

Problems that have made it difficult to find or keep a job in the past year	Stage1		Stage2	
	Male	Female	Male	Female
Own ill-health or disability	21.8	20.1	17.2	24.7
Illness of other member of family	7.1	4.5	5.8	5.1
Lack of public transport	17.3	14.9	14.3	14.7
Lack of personal transport	30.8	20.5	29.5	21.5
No jobs near here	32.6	26.1	33.6	26.8
Caring responsibilities	3.1	3.6	2.7	3.1
Debt or money problems	22.1	14.4	17.6	11.1
No permanent place to live	6.9	4.2	6.2	5.8
Problems with the law, or a criminal record	14.0	2.1	12.8	0.8
Problems with drugs or alcohol	4.9	2.3	4.1	0.6
Lack of references from previous employer	22.1	16.1	20.9	14.3
Lack of previous work experience	26.0	27.5	28.0	25.1
Problems with literacy	12.5	9.4	11.3	6.7
Problems with numeracy	4.9	5.0	4.2	3.0
Pregnancy	0.4	5.8	0.0	4.1
No problems	20.2	25.9	20.6	26.4
Unweighted base	590	590	482	482

Weighted column per cent

Table A67: Things that make it difficult to work

	Stage1		Stage2	
	Male	Female	Male	Female
Finding the kind of work suits me	35.3	27.2	31.3	25.1
Poor sickness record	4.9	8.1	4.0	5.7
Health problems	10.6	12.8	8.0	14.0
My confidence about working is low	10.1	19.9	12.5	14.5
Insufficient qualifications and experience	44.1	39.4	41.4	39.4
Partner/family doesn't want me to work	0.6	4.0	1.4	2.3
My/our religious or cultural beliefs	1.1	1.4	0.6	0.6
Other people's prejudices	6.1	4.1	5.3	3.2
Travelling to work would be difficult	26.6	25.5	25.6	25.2
Criminal record	14.4	3.3	16.5	1.7
No difficulties	27.9	27.1	25.0	30.6
Unweighted base	590	590	482	482

Weighted column per cent

Table A68: Even if I had enough money to live comfortably for the rest of my life, I would still want to work

	Stage1		Stage2	
	Male	Female	Male	Female
Strongly agree	37.6	37.0	34.0	36.1
Slightly agree	24.9	25.4	24.5	23.9
Neither agree nor disagree	7.9	7.5	6.4	10.9
Slightly disagree	7.2	8.3	8.2	6.8
Strongly disagree	22.2	20.2	26.3	20.4
don't know/no opinion	0.2	1.6	0.5	1.8
Unweighted base	590	590	482	482

Weighted column per cent

Table A69: Benefits give a more stable income than trying to earn a wage

	Stage1		Stage2	
	Male	Female	Male	Female
Strongly agree	10.6	8.6	7.4	5.7
Slightly agree	15.0	13.8	16.7	14.7
Neither agree nor disagree	13.1	17.1	14.0	17.6
Slightly disagree	19.3	16.8	16.2	18.6
Strongly disagree	41.0	40.4	43.4	39.6
don't know/no opinion	1.0	3.4	2.2	3.8
Unweighted base	590	590	482	482

Weighted column per cent

Table A70: It would not be worth my partner working while we are receiving benefit

	Stage1		Stage2	
	Male	Female	Male	Female
Strongly agree	14.7	12.8	20.8	14.4
Slightly agree	17.1	10.6	14.6	12.0
Neither agree nor disagree	19.2	16.1	20.1	17.7
Slightly disagree	17.1	17.9	13.0	15.6
Strongly disagree	26.8	35.7	24.5	33.9
don't know/no opinion	5.1	7.0	6.9	6.4
Unweighted base	590	590	482	482
Agree	31.8	23.4	35.4	26.4
Neither agree nor disagree	19.2	16.1	20.1	17.7
Disagree	43.9	53.6	37.5	49.5
don't know/no opinion	5.1	7	6.9	6.4
Unweighted base	590	590	482	482

Weighted column per cent

Table A71: Important decisions should be made by the man/husband rather than the woman/wife

| | Stage1 | | Stage2 | |
	Male	Female	Male	Female
Strongly agree	9.4	5.1	7.0	3.0
Slightly agree	5.7	5.0	6.2	5.0
Neither agree nor disagree	19.8	8.5	20.7	7.6
Slightly disagree	11.0	6.6	10.4	6.7
Strongly disagree	53.7	73.9	54.7	77.4
don't know/no opinion	0.4	0.9	1.0	0.3
Unweighted base	590	590	482	482

Weighted column per cent

Table A72: A woman/wife who doesn't have to work, should not work

| | Stage1 | | Stage2 | |
	Male	Female	Male	Female
Strongly agree	13.8	11.8	15.2	10.7
Slightly agree	16.5	10.4	17.3	15.4
Neither agree nor disagree	23.3	18.9	25.2	15.2
Slightly disagree	19.1	21.1	14.3	18.8
Strongly disagree	24.8	35.4	25.2	37.3
don't know/no opinion	2.4	2.4	2.9	2.6
Unweighted base	590	590	482	482

Weighted column per cent

Table A73: It is less important for a woman to go out to work than it is for a man

| | Stage1 | | Stage2 | |
	Male	Female	Male	Female
Strongly agree	10.3	7.8	10.3	5.5
Slightly agree	12.9	8.3	11.4	11.5
Neither agree nor disagree	16.0	12.0	18.7	10.2
Slightly disagree	15.7	16.1	17.0	14.4
Strongly disagree	44.6	54.8	41.4	57.1
don't know/no opinion	0.4	1.1	1.2	1.3
Unweighted base	590	590	482	482

Weighted column per cent

Table A74: Both the man and woman should contribute to the household income

	Stage1		Stage2	
	Male	Female	Male	Female
Strongly agree	59.3	71.1	59.8	74.4
Slightly agree	21.2	14.8	17.5	13.8
Neither agree nor disagree	9.7	7.5	10.7	7.0
Slightly disagree	4.7	3.0	5.2	2.2
Strongly disagree	4.7	2.7	5.3	1.8
don't know/no opinion	0.4	0.9	1.6	0.8
Unweighted base	590	590	482	482

Weighted column per cent

Table A75: Having a job is the best way for a woman to be an independent person

	Stage1		Stage2	
	Male	Female	Male	Female
Strongly agree	32.6	45.7	36.9	52.3
Slightly agree	27.1	24.2	27.2	19.6
Neither agree nor disagree	18.1	12.1	18.6	14.8
Slightly disagree	11.0	7.6	7.0	4.5
Strongly disagree	9.4	8.4	7.7	7.2
don't know/no opinion	1.8	2.1	2.6	1.5
Unweighted base	590	590	482	482

Weighted column per cent

Table A76: A man's job is to earn money, a woman's job is to look after the home

	Stage1		Stage2	
	Male	Female	Male	Female
Strongly agree	14.0	7.0	34.0	36.1
Slightly agree	11.3	6.7	24.5	23.9
Neither agree nor disagree	12.3	8.5	6.4	10.9
Slightly disagree	11.4	13.0	8.2	6.8
Strongly disagree	50.8	64.1	26.3	20.4
don't know/no opinion	0.1	0.7	0.5	1.8
Unweighted base	590	590	482	482

Weighted column per cent

Table A77: Mental health index

	Stage1		Stage2	
Mental health index	Male	Female	Male	Female
Good	67.1	56.6	70.0	59.2
Fair	20.7	24.8	19.3	24.7
Poor	12.1	18.5	10.6	16.1
Unweighted base	584	585	474	474

Weighted column per cent

Table A78: Positive attitude to 'women and work' score

	Stage1		Stage2	
	Male	Female	Male	Female
High	79.7	89.1	79.1	89.7
Fair	5.2	3.3	6.8	3.2
Low	15.1	7.7	14.1	7.1
Unweighted base	563	569	454	467

Weighted column per cent. Note: high score indicates positive attitude

Bibliography

Blundell, R. and MaCurdy, T. (1999) *Labour supply: a review of alternative approaches* in Ashenfelter, O. and Card, D. (eds.) *Handbook of Labor Economics*, Elsevier.

Bonjour, D., Dorsett, R., Knight, G. (2001) *Joint Claims for JSA: quantitative survey stage 1 – potential claimants* ESR94, Employment Service.

Bonjour, D., Dorsett, R., Knight, G., Lissenburgh, S., Mukherjee, A., Payne, J., Range, M., Urwin, P. and White, M. (2001) *New Deal of Young People: national survey of participants: stage 2* Research and Development Report ESR67, Employment Service.

Bryson, A., Knight, G. and White, M. (2000) *New Deal for Young People: national survey of participants: stage 1* Research and Development Report ESR44, Employment Service.

Coleman, N. and Wapshott, J. (2002) *Joint Claims for JSA – quantitative survey stage 2 – technical report* Working Age Evaluation Division WAE118.

Dorsett (2001a) *Workless couples: characteristics and labour market transitions* Research and Development Report ESR79, Employment Service.

Dorsett (2001b) *Workless couples: modelling labour market transitions* Research and Development Report ESR98, Employment Service.

Duncan, A., Giles, C. and Webb, S. (1995) *The impact of subsidising childcare* Equal Opportunities Research Discussion Series No. 13.

Fielding, S. and Bell, J. (2001) *Joint Claims for JSA: qualitative research with joint claimants* ESR106, Employment Service.

Fielding, S. and Bell, J. (2002) *Joint Claims for JSA: qualitative research with potential joint claimants* ESR75, Employment Service.

Fielding, S., Judge, K. and Bell, J. (2001) *Joint Claims for JSA: case studies of delivery* ESR 102, Employment Service.

Hamermesh, D. (2000) *The craft of labormetrics* Industrial and Labor Relations Review 53(3): 363-380.

Heckman, J. and Hotz, V. (1989) *Choosing among alternative nonexperimental methods for estimating the impact of social programs: the case of manpower training* Journal of the American Statistical Association 84(408): 862-874.

Heckman, J. and Smith, J. (1994) *The pre-programme earnings dip and the determinants of participation in a social programme. Implications for simple programme evaluation strategies* Economic Journal 109(July): 313-348.

Katz, L. (1996) *Wage subsidies for the disadvantaged* NBER working paper 5679.

Mallar, C. (1977) *The estimation of simultaneous probability models* Econometrica 45(7).

Index