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Department for
**Employment
and Learning**
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OCCASIONAL PAPER

Improving New Deal Statistics

Using Department for Social Development Benefits Data and HM Revenue & Customs Employment Data



Executive Summary

New Deal was introduced in Northern Ireland in 1998. Its primary aim was to help unemployed adults and young people find sustained employment through a series of initiatives designed to increase their employability and equip them with the relevant skills for the labour market. [Steps to Work](#) subsumed New Deal on 29th September 2008.

This paper examines the destination of leavers from New Deal using Department for Employment and Learning (DEL) Client Management System (CMS) data, Department for Social Development (DSD) benefits data and Her Majesty's Revenue and Customs (HMRC) employment data. Comparisons are made with the destination statistics previously published, which were based solely on DEL's CMS. The New Deal destination statistics for Northern Ireland are also compared with those for Great Britain.

Of the 29,105 participants who left New Deal for 18-24 year olds between April 2004 and September 2008, over one third (34%) had an [immediate destination](#) within 14 days of leaving the programme of employment and almost half (47%) returned to benefits. Both the employment and benefit destination figures include 1,585 participants, five percent of leavers, who had evidence of both employment and benefit spells within 14 days of leaving the programme. Ten percent of leavers went to other destinations while the destination of 14% of leavers was unknown. Using HMRC data for New Deal 18-24 increased immediate destinations of employment by seven percentage points over previously published outcomes.

Of the 26,164 participants who left New Deal 25+ between April 2004 and September 2008, 22% had an [immediate destination](#) within 14 days of leaving the programme of employment and 72% returned to benefits. Both the employment and benefit destination figures include 1,176 participants, four percent of leavers, who had evidence of both employment and benefit spells within 14 days of leaving the programme. Four percent of leavers went to other destinations and the destination of six percent of leavers was unknown. Using HMRC data for New Deal 25+ increased immediate destinations of employment by three percentage points over previous published outcomes.

Of the 55,269 participants who left New Deal 25+ and New Deal for 18-24 between April 2004 and September 2008, 28% had an [immediate destination](#) within 14 days of leaving the programme of employment and 59% returned to benefits (including 2,761 participants, five percent of leavers, who had evidence of both employment and benefit spells within 14 days of leaving the programme). Seven percent left to other destinations and 11% percent went to unknown destinations. Using HMRC data for New Deal 18-24 and for New Deal 25+ increased immediate destinations of employment by five percentage points over previous published outcomes.

Statistics based on both DEL and HMRC data indicate that 42% of participants moved to employment within 13 weeks of leaving New Deal 18-24 with 36% sustaining that employment for at least 13 weeks (April 2004 to March 2008). The corresponding figures for New Deal 25+ were 26% (into employment) and 23% (sustained employment).

The combined figures for the New Deal programmes based on both DEL and HMRC data indicate that 34% of participants [moved to employment](#) within 13 weeks of leaving New Deal with 29% sustaining that employment for at least 13 weeks.

Introduction

New Deal was introduced in Northern Ireland in 1998. It was a mandatory employment programme for all people in Northern Ireland aged 18-24 who had been unemployed and claiming Jobseeker's Allowance (JSA) for a continuous period of six months or longer, or for those people aged 25+ who had been unemployed and claiming JSA for 18 months or more. Its primary aim was to help unemployed adults find sustained employment through a series of initiatives designed to increase their employability and equip them with the relevant skills for the labour market. On 29th September 2008, DEL introduced [Steps to Work](#) which subsumed the main New Deal programmes across most of Northern Ireland.

A series of statistical bulletins analysing key statistics for New Deal 18-24 and New Deal 25+ were published from 2004/2005 to 2008/2009 and these can be accessed via the following link: [New Deal 18-24 and New Deal 25+](#). The immediate destinations on leaving New Deal were published in the bulletins to provide DEL and the wider public with up to date information on programme performance. A participant's immediate destination is their first destination recorded within 14 days of leaving the programme. Individuals do not have to inform DEL why they are leaving the programme and therefore the immediate destination of some clients is unknown.

As the primary aim of New Deal was to assist people into sustained employment, one of the key measures of the programme was moves to employment. A participant is considered to have moved into employment if they started employment within 13 weeks of leaving the programme. The New Deal database enabled the Department to monitor sustained employment for 13 weeks. However individuals are not obliged to inform the Department if they found work on leaving the programme and so not all moves to employment are recorded by DEL.

In order to enhance the immediate destinations and employment outcomes data for the New Deal programmes in Great Britain (GB), the Department for Work and Pensions (DWP) merged HMRC employment data with DWP employment programme and benefits data. The impact of this is published on the [DWP website](#). In GB, immediate destination is defined as the destination within 14 days of leaving the programme. The improved immediate destination measures meant that an additional eight percentage points of leavers from New Deal for Young People (NDYP) and an additional six percentage points of leavers from New Deal for Long Term Unemployed (ND25plus) were recorded as leaving into employment.

A participant is considered to have obtained a job if they started employment while on NDYP/ND25plus and the spell finished after the programme ended, or they started employment within 14 days of leaving New Deal. The improved information also indicated that approximately 11 percent more individuals were recorded as obtaining a job while on the NDYP, and an additional seven percent more individuals were recorded as obtaining a job while on ND25plus. A similar exercise was therefore initiated by DEL for Northern Ireland (NI) New Deal data.

In Northern Ireland employment programmes are under the remit of DEL, while DSD is responsible for benefits. NI New Deal data from the CMS was therefore merged with benefits data from DSD and HMRC employment data. The DSD and HMRC data supplements the information recorded on CMS and has resulted in revised statistics being produced for immediate destinations on leaving New Deal and employment outcomes.

Using HMRC data also enables DEL to monitor sustained employment outcomes over longer periods – statistics have therefore been included on employment outcomes sustained for 26 weeks and 52 weeks or more. The following [Key Statistics](#) section highlights the revised figures and outlines the variation in the destination statistics from those previously published.

KEY STATISTICS

NEW DEAL 18-24

Immediate Destinations on leaving New Deal 18-24

From April 2004 to September 2008, statistics based solely on CMS indicate that 29,105 participants left New Deal for 18-24 year olds (Table 1). Of these, 28% had an immediate destination of unsubsidised employment, 30% returned to benefits, 18% left to other destinations and 25% went to unknown destinations. DEL has now supplemented New Deal data with benefits data from DSD and employment data from HMRC, in order to reduce this 'Not Known' figure and to improve the validity of the statistics for 'Unsubsidised Employment' and 'Return to Benefits'.

Definitions for Table 1 and Table 9:

Unsubsidised Employment: Participants recorded by the Department as having moved or having been placed into unsubsidised employment, plus those who have been recorded as having terminated their JSA claim in order to go into a job within 14 days of leaving the programme.

Return to Benefits: Participants recorded by the Department as being in receipt of benefit within 14 days of leaving the programme. Includes those who have moved from JSA to a more appropriate benefit, for example Incapacity Benefit (IB) or Income Support (IS) and those who have left New Deal but remain on or return to JSA.

Other: Includes, for example, those who transfer to other education or training programmes, those unemployed and not claiming benefits and those who have left the area.

Not Known: Includes those for whom there is no recorded destination within 14 days of leaving New Deal and those whose destination is recorded as 'Unknown'.

Table 1: Immediate destination on leaving New Deal 18-24 based on DEL data, April 2004 to September 2008 ⁽¹⁾

Year/Quarter of leaving	Total	Unsubsidised Employment	%	Return to Benefits	%	Other	%	Not Known	%
2004/05	7,206	2,020	28.0%	1,882	26.1%	1,188	16.5%	2,116	29.4%
2005/06	6,604	1,824	27.6%	1,785	27.0%	1,112	16.8%	1,883	28.5%
2006/07	6,614	1,825	27.6%	2,097	31.7%	1,221	18.5%	1,471	22.2%
2007/08	5,734	1,749	30.5%	1,913	33.4%	1,104	19.3%	968	16.9%
Apr-Jun 08	1,245	336	27.0%	436	35.0%	240	19.3%	233	18.7%
Jul-Sep 08	1,702	307	18.0%	516	30.3%	330	19.4%	549	32.3%
Total	29,105	8,061	27.7%	8,629	29.6%	5,195	17.8%	7,220	24.8%

Notes:

(1) Data taken from table 4.1 of 'New Deal 18-24 in Northern Ireland: Statistics from April 1998 to September 2008'. Following the introduction of the Steps to Work pilot initiative, participants starting New Deal 18-24 in Knockbreda, Limavady, Lisburn, and Shaftesbury Square (from April 2007) and in Carrickfergus and Magherafelt (from 28th January 2008) were no longer included in this table. These data are based solely on DEL's CMS.

Merging New Deal, DSD and HMRC data (Table 2) indicates that of the 29,105 participants who left New Deal for 18-24 year olds, 34% had an immediate destination of employment and 47% returned to benefits (including 1,585 participants, five percent of leavers, who had evidence of both employment and benefit spells within 14 days of leaving the programme). Ten percent left to other destinations and 14% went to unknown destinations.

Definitions for Table 2 and Table 10:

Unsubsidised Employment: Includes those who, based on DEL/HMRC data, had destination data indicating that they were in employment within 14 days of leaving New Deal. This may include participants who were also in receipt of benefits.

Return to Benefits: Includes participants, who based on DEL/DSD data, had destination data indicating they were in receipt of benefits within 14 days of leaving New Deal. This may include participants who were also in employment.

Other: Includes those who, based on DSD/HMRC, did not move to employment or receive benefits within 14 days of leaving the programme but were recorded by DEL as, for example, transferring to other education or training programmes or as unemployed and not claiming benefits.

Not Known: Includes those who, based on DEL, DSD and HMRC data, did not move to employment or receive benefits or move to 'other' destinations within 14 days of leaving New Deal.

Table 2: Immediate Destinations on leaving New Deal 18-24 using DEL/DSD/HMRC data, April 2004 to September 2008 ⁽¹⁾ ⁽²⁾

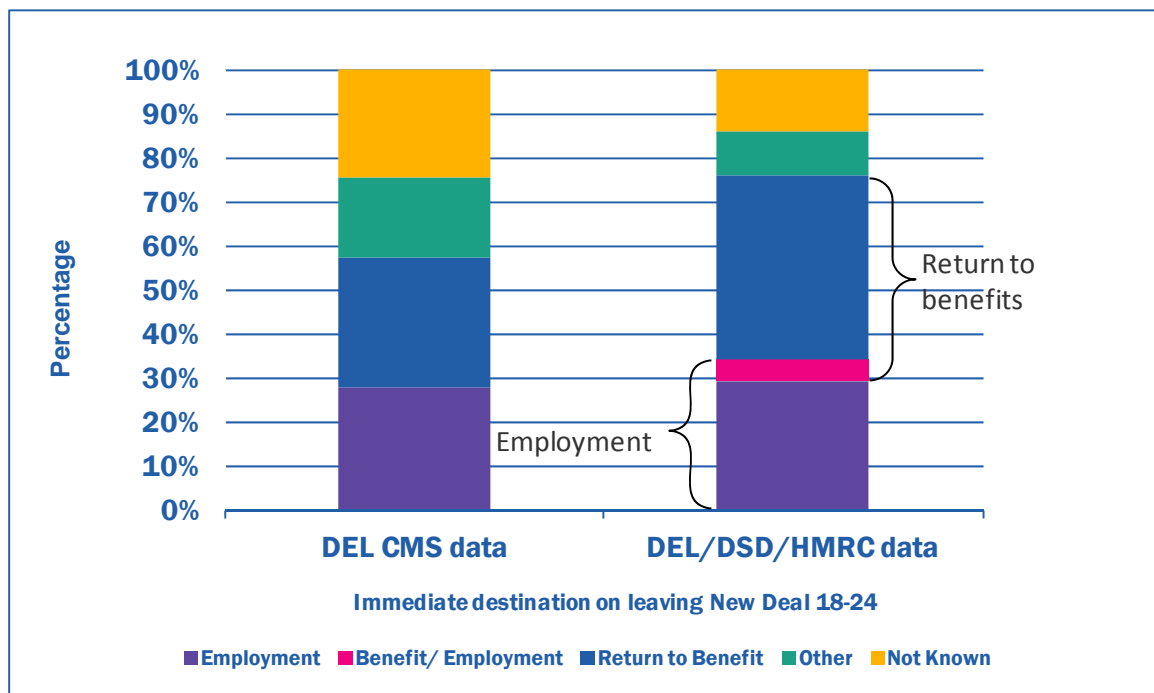
Year/ Quarter of leaving	Total Leavers (3)	Unsubsidised Employment				Return to Benefits				Other	%	Not Known	%
		Total Employ- ment	%	Of which also on Benefits	%	Total to Benefits	%	Of which also in Emp	%				
2004/05 ⁽⁴⁾	7,206	2,548	35.4%	486	6.7%	3,268	45.4%	486	6.7%	612	8.5%	1,264	17.5%
2005/06	6,604	2,274	34.4%	353	5.3%	3,022	45.8%	353	5.3%	557	8.4%	1,104	16.7%
2006/07	6,614	2,267	34.3%	326	4.9%	3,144	47.5%	326	4.9%	673	10.2%	856	12.9%
2007/08	5,734	2,076	36.2%	308	5.4%	2,748	47.9%	308	5.4%	631	11.0%	587	10.2%
Apr-Jun 08	1,245	403	32.4%	47	3.8%	598	48.0%	47	3.8%	138	11.1%	153	12.3%
Jul-Sep 08	1,702	396	23.3%	65	3.8%	927	54.5%	65	3.8%	220	12.9%	224	13.2%
Total	29,105	9,964	34.2%	1,585	5.4%	13,707	47.1%	1,585	5.4%	2,831	9.7%	4,188	14.4%

Notes:

- (1) Following the introduction of the Steps to Work pilot initiative (StW), participants starting New Deal 18-24 from 25th February 2008 in the six StW pilot offices (Carrickfergus, Knockbreda, Limavady, Lisburn, Magherafelt and Shaftesbury Square) are not included in this paper. These data are based on a merge of HMRC, DSD and DEL's CMS data.
- (2) Percentages for each type of immediate destination do not sum to 100% because benefit/employment destinations are included in the percentages for both total employment and total to benefits.
- (3) The total number of leavers as identified by CMS.
- (4) Note that financial year 2004/05 holds only 11 months of DSD and HMRC data. DSD and HMRC data are only available to DEL from May 2004. New Deal leavers and destination data are available from April 2004.

Figure 1 compares the immediate destination of participants on leaving New Deal 18-24 from April 2004 to September 2008 based on DEL data, with statistics from the merged DEL, DSD and HMRC database. Using the combined DEL/DSD/HMRC database indicates a seven percentage point increase in the proportion of participants who had an immediate destination of employment and a 17 percentage point increase in the proportion of leavers with an immediate destination of 'Return to Benefits', in both cases including those who were on benefits and in employment. Figure 1 also highlights an eight percentage point decrease for 'Other' destinations and a 10 percentage point decrease in the proportion of leavers whose destination was unknown (using unrounded figures).

Figure 1: Immediate destination of participants leaving New Deal 18-24 using DEL data only and DEL/DSD/HMRC combined data, April 2004 to September 2008



Access to the DSD benefits data enables the identification of the type of benefits claimed by participants on leaving New Deal 18-24. Table 3 shows that of the 29,105 participants who left New Deal 18-24, 7,183 (25%) returned to or remained on JSA and eight percent moved to Income Support/Incapacity benefit (IS/IB). The benefit type for seven percent of leavers was unknown.

Table 3: New Deal 18-24 leavers with immediate destination of 'Return to Benefits' by benefit type, April 2004 to September 2008 ⁽¹⁾

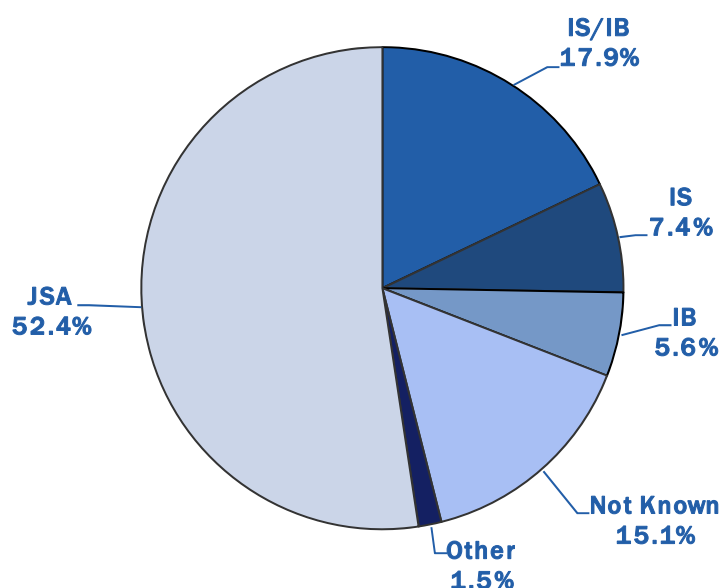
Year / Quarter of leaving	Total Leavers ⁽²⁾	Total to Benefits	Benefit Type (Percentage of Total Leavers)											
			IB	%	IS	%	IS/IB	%	JSA	%	Other ⁽³⁾	%	Not Known ⁽⁴⁾	%
2004/05 ⁽⁵⁾	7,206	3,268	208	2.9%	209	2.9%	601	8.3%	1,890	26.2%	42	0.6%	318	4.4%
2005/06	6,604	3,022	167	2.5%	192	2.9%	631	9.6%	1,668	25.3%	42	0.6%	322	4.9%
2006/07	6,614	3,144	157	2.4%	256	3.9%	613	9.3%	1,563	23.6%	42	0.6%	513	7.8%
2007/08	5,734	2,748	162	2.8%	235	4.1%	455	7.9%	1,256	21.9%	59	1.0%	581	10.1%
Apr-Jun 08	1,245	598	40	3.2%	63	5.1%	76	6.1%	260	20.9%	11	0.9%	148	11.9%
Jul-Sep 08	1,702	927	38	2.2%	56	3.3%	78	4.6%	546	32.1%	15	0.9%	194	11.4%
Total	29,105	13,707	772	2.7%	1,011	3.5%	2,454	8.4%	7,183	24.7%	211	0.7%	2,076	7.1%

Notes:

- (1) Data from DSD was used to classify benefit destinations as either JSA, IS, IB, IS/IB or 'Other'.
- (2) The total number of leavers as identified by CMS.
- (3) Benefits classed as 'Other' include the following: Disability Living Allowance (DLA), Pension Credit (PC) and Retirement Pension (RP).
- (4) For the Return to Benefit destination cases recorded as 'Not Known', there is no DSD benefit information; however, these participants were recorded on CMS as 'Return to Benefit' when they left New Deal.
- (5) Note that financial year 2004/05 holds only 11 months of DSD data. DSD data are only available to DEL from May 04. New Deal leavers and destination data are available from April 2004.

Figure 2 shows that over half (52%) of all leavers with a 'Return to Benefits' destination moved to, or remained on JSA when they left New Deal 18-24. Almost one third (31%) of those who returned to benefit, claimed Income Support (IS), Incapacity benefit (IB) or IS/IB. The benefit type was unknown for 15% of those who returned to benefit.

Figure 2: 'Return to Benefits' destinations for New Deal 18-24 by benefit type, April 2004 to September 2008



Moves to Employment on leaving New Deal 18-24

From April 2004 to March 2008, statistics based on DEL's CMS indicate that 26,158 participants left New Deal for 18-24 year olds (Table 4). Of these, 33% moved to unsubsidised employment within 13 weeks of leaving the programme with 27% sustaining that employment for at least 13 weeks.

Some participants who move into a job will not, for whatever reason, record this as the reason for termination of their JSA claim. Therefore DEL has now supplemented New Deal data with employment data from HMRC, in order to identify individuals recorded on the HMRC database as having moved to employment on leaving New Deal 18-24.

Table 4: Participants moving into employment through New Deal 18-24 based on DEL data, 2004/05 to 2007/08

Year of leaving	Total leaving New Deal (1)	Numbers moving into unsubsidised employment (2)		Percentage moving into unsubsidised employment (2)	
		Total	Sustained 13 Weeks (3) (4)	Total	Sustained 13 Weeks (3) (4)
2004/05	7,206	2,387	1,994	33.1%	27.7%
2005/06	6,604	2,092	1,779	31.7%	26.9%
2006/07	6,614	2,081	1,756	31.5%	26.5%
2007/08	5,734	1,964	1,644	34.3%	28.7%
Total	26,158	8,524	7,173	32.6%	27.4%

Notes:

- (1) Data taken from table 5.1 of 'New Deal 18-24 in Northern Ireland: Statistics from April 1998 to September 2008'.
- (2) Those recorded by the Department as having moved or having been placed into unsubsidised employment, plus those who have been recorded as having terminated their JSA claim in order to go into a job within 13 weeks of leaving New Deal. This will undercount the total number going into a job as some participants who move into a job will not, for whatever reason, record this as the reason for termination of their JSA claim.
- (3) A participant is only ever counted once per episode as moving into unsubsidised employment.
- (4) A participant is considered to have sustained employment if they remain in the same spell of employment for 13 weeks or more.

Statistics based on both DEL and HMRC data indicate that 42% of leavers moved to employment within 13 weeks of leaving New Deal 18-24 with 36% sustaining that employment for at least 13 weeks (Table 5).

Therefore, there has been a 10 percentage point increase in the proportion of leavers moving to employment and an eight percentage point increase the proportion sustaining that employment for 13 weeks as illustrated in Figure 3 (using unrounded figures).

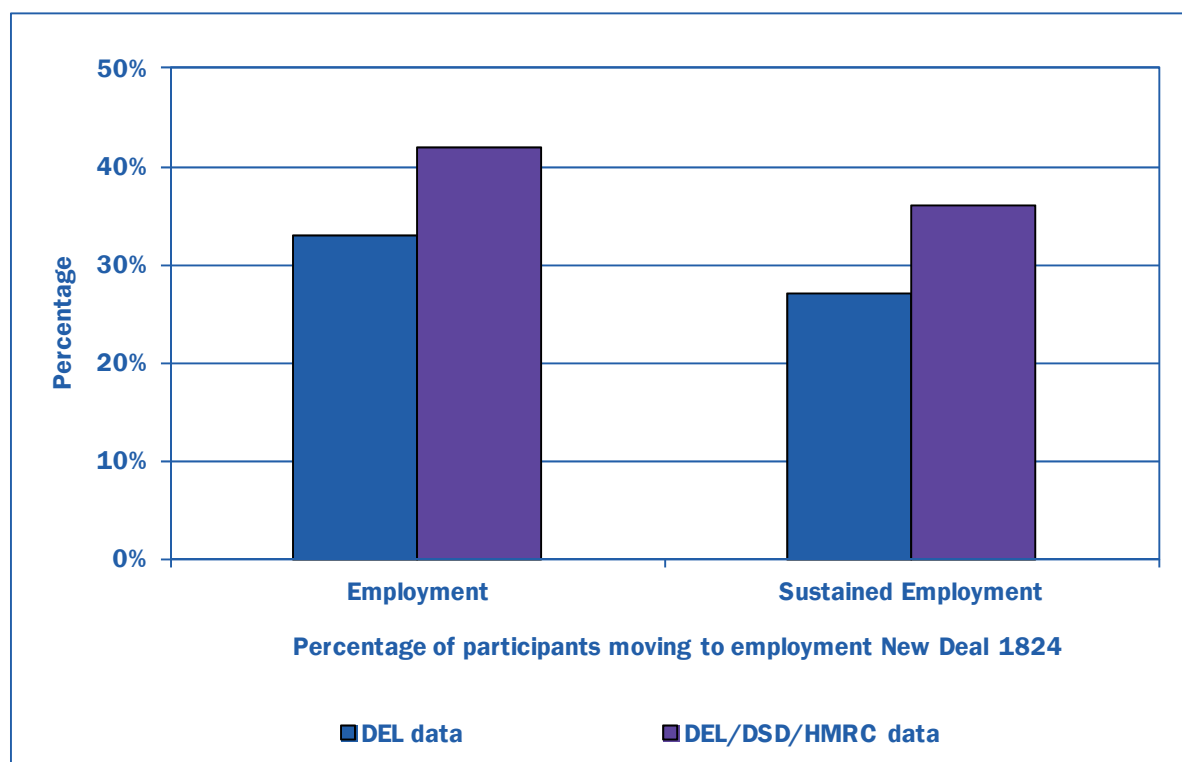
Table 5: Participants moving into employment based on DEL/HMRC data for New Deal 18-24, 2004/05 to 2007/08

Year of leaving	Total leaving New Deal (1)	Numbers moving in to unsubsidised employment (2)		Percentage moving in to unsubsidised employment (2)	
		Total	Sustained 13 Weeks (3) (4)	Total	Sustained 13 Weeks (3) (4)
2004/05 (5)	7,206	3,112	2,696	43.2%	37.4%
2005/06	6,604	2,713	2,295	41.1%	34.8%
2006/07	6,614	2,745	2,272	41.5%	34.4%
2007/08	5,734	2,514	2,058	43.8%	35.9%
Total	26,158	11,084	9,321	42.4%	35.6%

Notes:

- (1) Total leaving New Deal 18-24 based on DEL CMS data.
- (2) Those records which after merging DEL/HMRC databases together had destination data indicating they were in employment.
- (3) A participant is only ever counted once as moving into employment.
- (4) A participant is considered to have sustained employment if they remain in the same spell of employment for 13 weeks or more.
- (5) Note that financial year 2004/05 holds only 11 months of HMRC data, HMRC data are only available to DEL from May 2004. New Deal leavers and destination data are available from April 2004.

Figure 3: Percentage of participants moving into employment using DEL data only and DEL/HMRC combined data for New Deal 18-24, 2004/05 to 2007/08



One of the benefits of accessing the HMRC data is that it enables DEL to identify those who sustained employment for longer periods. However, this can only be completed for those DEL clients who were identified as moving to employment on the HMRC database. As a result, the proportion of leavers who moved to employment for at least 26 and 52 weeks may be underestimated.

Table 6 shows that 17% of leavers from New Deal 18-24 moved to employment which was sustained for at least 26 weeks. Of those sustaining employment for 13 weeks or more, 49% continued to sustain that employment for at least 26 weeks. If we only consider those participants who sustained employment for 13 weeks according to the HMRC database (5,422), then 84% of those sustaining employment for 13 weeks remained in employment for 26 weeks or more (Table 8).

Table 6: Number of participants moving into employment and sustaining it for 26 weeks based on DEL/HMRC data for New Deal 18-24, 2004/05 to 2007/08

Year of leaving	Total Leaving New Deal ⁽¹⁾	Sustained 13 Weeks ⁽²⁾	Sustained 26 Weeks ⁽³⁾		
			Total	% of Total Leaving	% of Sustained 13 Weeks
2004/05 ⁽⁴⁾	7,206	2,696	1,389	19.3%	51.5%
2005/06	6,604	2,295	1,107	16.8%	48.2%
2006/07	6,614	2,272	1,090	16.5%	48.0%
2007/08	5,734	2,058	988	17.2%	48.0%
Total	26,158	9,321	4,574	17.5%	49.1%

Notes:

- (1) Total leaving New Deal 18-24 based on DEL CMS data.
- (2) Those records which after merging DEL/HMRC databases together had destination data indicating they were in employment within 13 weeks of leaving New Deal.
- (3) A participant is only ever counted once as moving into employment.
- (4) Note that financial year 2004/05 holds only 11 months of HMRC data. HMRC data are only available to DEL from May 2004. New Deal leavers and destination data are available from April 2004.

Table 7 shows that 14% of leavers from New Deal 18-24 moved to employment sustained for at least 52 weeks. Of those sustaining employment for 13 weeks or more, 38% continued to sustain that employment for at least 52 weeks. If we only consider those participants who sustained employment for 13 weeks according to the HMRC database (5,422), then 65% of those sustaining employment for 13 weeks remained in employment for 52 weeks or more (Table 8).

Table 7: Participants moving into employment and sustaining it for 52 weeks based on DEL/HMRC data for New Deal 18-24, 2004/05 to 2007/08

Year of leaving	Total Leaving New Deal (1)	Sustained 13 Weeks (2)	Sustained 52 Weeks (3)		
			Total	% of Total Leaving	% of Sustained 13 Weeks
2004/05 (4)	7,206	2,696	1,103	15.3%	40.9%
2005/06	6,604	2,295	814	12.3%	35.5%
2006/07	6,614	2,272	832	12.6%	36.6%
2007/08	5,734	2,058	785	13.7%	38.1%
Total	26,158	9,321	3,534	13.5%	37.9%

Notes:

- (1) Total leaving New Deal 18-24 based on DEL CMS data.
- (2) Those records which after merging DEL/HMRC databases together had destination data indicating they were in employment within 13 weeks of leaving New Deal.
- (3) A participant is only ever counted once as moving into employment.
- (4) Note that financial year 2004/05 holds only 11 months of HMRC data. HMRC data are only available to DEL from May 2004. New Deal leavers and destination data are available from April 2004.

Table 8: Participants moving into employment and sustaining it for 26 and 52 weeks based on HMRC data only for New Deal 18-24, 2004/05 to 2007/08

Year of leaving	Sustained 13 weeks HMRC (1)	Sustained 26 Weeks (2)		Sustained 52 Weeks (3)	
		Total	% of Sustained 13 Weeks	Total	% of Sustained 13 Weeks
2004/05 (4)	1,554	1,389	89.4%	1,103	71.0%
2005/06	1,359	1,107	81.5%	814	59.9%
2006/07	1,331	1,090	81.9%	832	62.5%
2007/08	1,178	988	83.9%	785	66.6%
Total	5,422	4,574	84.4%	3,534	65.2%

Notes:

- (1) Participants sustaining employment for 13 weeks based on HMRC data only. A participant is considered to have sustained employment for 13 weeks if they remain in the same spell of employment for 13 weeks or more according to HMRC data only.
- (2) Participants sustaining employment for 26 weeks based on HMRC data only. A participant is considered to have sustained employment for 26 weeks if they remain in the same spell of employment for 26 weeks or more according to HMRC data only.
- (3) Participants sustaining employment for 52 weeks based on HMRC data only. A participant is considered to have sustained employment for 52 weeks if they remain in the same spell of employment for 52 weeks or more according to HMRC data only.
- (4) Note that financial year 2004/05 holds only 11 months of HMRC data. HMRC data are only available to DEL from May 2004.

NEW DEAL 25+

Immediate Destinations on leaving New Deal 25+

From April 2004 to September 2008, statistics based solely on CMS indicate that 26,164 participants left New Deal 25+ (Table 9). Of these, 19% had an immediate destination of unsubsidised employment, 54% returned to benefits, 13% left to other destinations and 14% went to unknown destinations. DEL has now supplemented New Deal data with benefits data from DSD and employment data from HMRC, in order to reduce this 'Not Known' figure and to improve the validity of the statistics for 'Unsubsidised Employment' and 'Return to Benefits'.

The definitions used in Table 9 are outlined on page 4 and can be accessed via the following link: [Table 9 Definitions](#)

Table 9: Immediate destination on leaving New Deal for 25+ based on DEL data, April 2004 to September 2008 ⁽¹⁾

Year/Quarter of leaving	Total	Unsubsidised Employment	%	Return to Benefits	%	Other	%	Not Known	%
2004/05	6,646	1,261	19.0%	3,486	52.5%	865	13.0%	1,034	15.6%
2005/06	6,232	1,066	17.1%	3,502	56.2%	673	10.8%	991	15.9%
2006/07	5,434	1,125	20.7%	2,886	53.1%	698	12.8%	725	13.3%
2007/08	5,338	1,101	20.6%	2,992	56.1%	747	14.0%	498	9.3%
Apr-Jun 08	1,213	216	17.8%	716	59.0%	167	13.8%	114	9.4%
Jul-Sep 08	1,301	145	11.1%	663	51.0%	163	12.5%	330	25.4%
Total	26,164	4,914	18.8%	14,245	54.4%	3,313	12.7%	3,692	14.1%

Notes:

(1) [Data taken from table 4.1 of 'New Deal 25+ in Northern Ireland: Statistics from June 1998 to September 2008'](#). Following the introduction of the Steps to Work pilot initiative, participants starting New Deal 25+ in Knockbreda, Limavady, Lisburn, and Shaftesbury Square (from April 2007) and in Carrickfergus and Magherafelt (from 28th January 2008) were no longer included in this table. These data are based solely on DEL's CMS.

Merging New Deal, DSD and HMRC data (Table 10) indicates that of the 26,164 participants who left New Deal 25+, 22% had an immediate destination of employment and 72% returned to benefits (including 1,176 participants, four percent of leavers, who had evidence of both employment and benefit spells). Four percent left to other destinations and six percent went to unknown destinations.

The definitions used in Table 10 are outlined on page 5 and can be accessed via the following link: [Table 10 definitions](#)

Table 10: Immediate Destinations on leaving New Deal 25+ using DEL/DSD/HMRC data, April 2004 to September 2008 ⁽¹⁾ ⁽²⁾

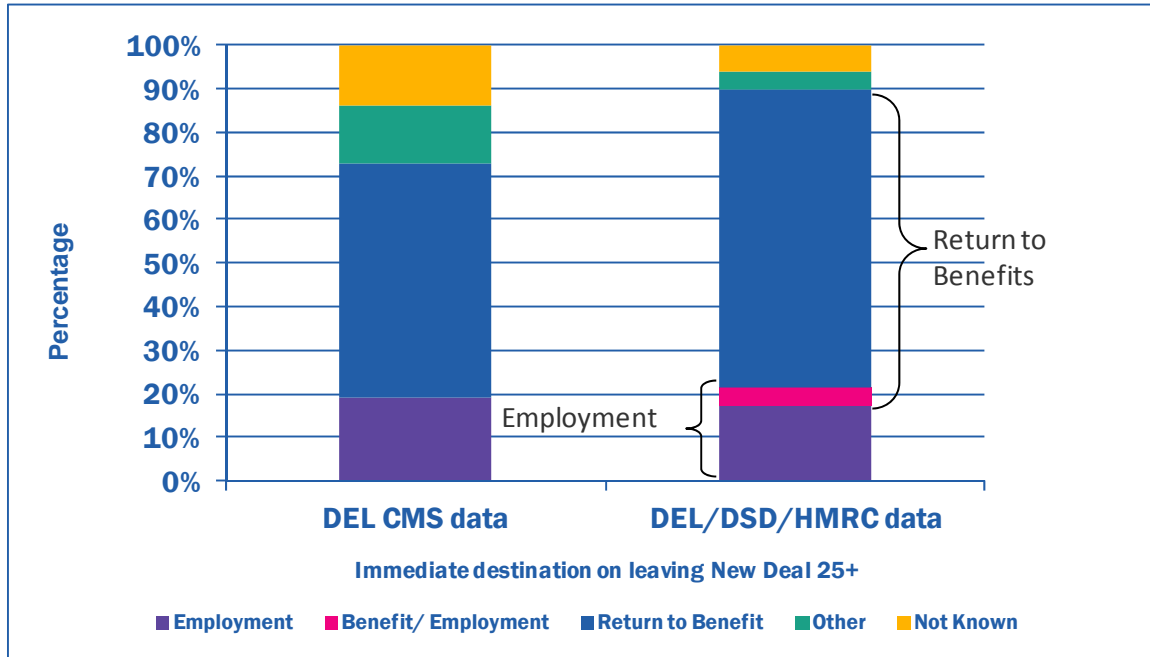
Year/ Quarter of leaving	Total Leavers (³)	Unsubsidised Employment				Return to Benefits				Other	%	Not Known	%
		Total Employ- ment	%	Of which also on Benefits	%	Total to Benefits	%	Of which also in Emp	%				
2004/05 ⁽⁴⁾	6,646	1,457	21.9%	401	6.0%	4,901	73.7%	401	6.0%	250	3.8%	439	6.6%
2005/06	6,232	1,279	20.5%	287	4.6%	4,635	74.4%	287	4.6%	190	3.0%	415	6.7%
2006/07	5,434	1,265	23.3%	219	4.0%	3,834	70.6%	219	4.0%	242	4.5%	312	5.7%
2007/08	5,338	1,247	23.4%	209	3.9%	3,731	69.9%	209	3.9%	305	5.7%	264	4.9%
Apr-Jun 08	1,213	246	20.3%	38	3.1%	873	72.0%	38	3.1%	75	6.2%	57	4.7%
Jul-Sep 08	1,301	164	12.6%	22	1.7%	903	69.4%	22	1.7%	72	5.5%	184	14.1%
Total	26,164	5,658	21.6%	1,176	4.5%	18,877	72.1%	1,176	4.5%	1,134	4.3%	1,671	6.4%

Notes:

- (1) Following the introduction of the Steps to Work pilot initiative, participants starting New Deal 25+ in Knockbreda, Limavady, Lisburn, and Shaftesbury Square (from April 2007) and in Carrickfergus and Magherafelt (from 28th January 2008) were no longer included in this table. These data are based on a merge of HMRC, DSD and DEL's CMS.
- (2) Percentages for each type of immediate destination do not sum to 100% because benefit/employment destinations are included in the percentages for both total employment and total to benefits.
- (3) The total number of leavers as identified by CMS.
- (4) Note that financial year 2004/05 holds only 11 months of DSD and HMRC data. DSD and HMRC data are only available to DEL from May 2004. New Deal leavers and destination data are available from April 2004.

Figure 4 compares the immediate destination of participants on leaving New Deal 25+ from April 2004 to September 2008 based on DEL data with statistics from the merged DEL, DSD and HMRC databases. Using the combined DEL/DSD/HMRC database indicates a three percentage point increase in the proportion of participants who had an immediate destination of employment and an 18 percentage point increase in the proportion of leavers with an immediate destination of 'Return to Benefit', in both cases including those who were on benefits and in employment. Figure 4 also highlights an eight percentage point decrease for 'Other' destinations and an eight percentage point decrease in the proportion of leavers whose destination was unknown (using unrounded figures).

Figure 4: Immediate destination of participants leaving New Deal 25+ using DEL data only and DEL/DSD/HMRC combined data, April 2004 to September 2008



Access to the DSD benefits data, enables the identification of the type of benefits claimed by participants on leaving New Deal 25+. Table 11 shows that of the 26,164 participants who left New Deal 25+, 10,632 (41%) moved to or remained on JSA and 13% moved to Income Support/Incapacity Benefit (IS/IB). The benefit type for eight percent of leavers was unknown.

Table 11: New Deal 25+ leavers with immediate destination of 'Return to Benefits' by benefit type, April 2004 to September 2008 ⁽¹⁾

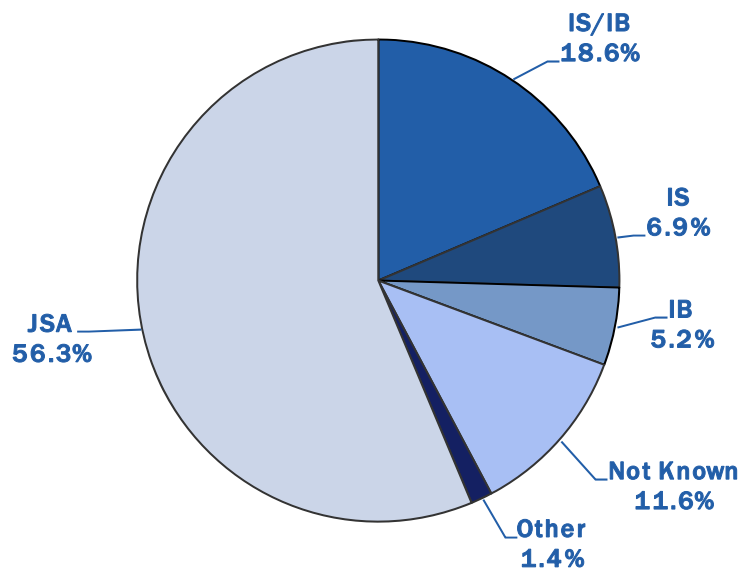
Year / Quarter of leaving	Total Leavers	Total to Benefits	Benefit Type (Percentage of Total Leavers)											
			IB	%	IS	%	IS/IB	%	JSA	%	Other ⁽²⁾	%	Not Known ⁽³⁾	%
2004/05 ⁽⁴⁾	6,646	4,901	238	3.6%	273	4.1%	870	13.1%	3,233	48.6%	49	0.7%	238	3.6%
2005/06	6,232	4,635	199	3.2%	192	3.1%	765	12.3%	2,928	47.0%	58	0.9%	493	7.9%
2006/07	5,434	3,834	217	4.0%	288	5.3%	838	15.4%	1,849	34.0%	74	1.4%	568	10.5%
2007/08	5,338	3,731	237	4.4%	330	6.2%	772	14.5%	1,727	32.4%	67	1.3%	598	11.2%
Apr-Jun 08	1,213	873	51	4.2%	130	10.7%	157	12.9%	381	31.4%	12	1.0%	142	11.7%
Jul-Sep 08	1,301	903	43	3.3%	83	6.4%	109	8.4%	514	39.5%	12	0.9%	142	10.9%
Total	26,164	18,877	985	3.8%	1,296	5.0%	3,511	13.4%	10,632	40.6%	272	1.0%	2,181	8.3%

Notes:

- (1) Data from DSD was used to classify benefit destinations as either JSA, IS, IB, IS/IB or 'Other'.
- (2) Benefits classed as 'Other' include the following: Disability Living Allowance (DLA), Pension Credit (PC) and Retirement Pension (RP).
- (3) For the 'Return to Benefits' cases recorded as 'Not Known', there is no DSD benefit information; however, these participants were recorded on the CMS as 'Return to Benefits' when they left New Deal.
- (4) Note that financial year 2004/05 holds only 11 months of DSD data. DSD data are only available to DEL from May 2004. New Deal leavers and destination data are available from April 2004.

Figure 5 shows that 56% of all leavers with a 'Return to Benefits' destination moved to, or remained on JSA when they left New Deal 25+. Almost one third (31%) of those who returned to benefit, claimed Income Support (IS), Incapacity Benefit (IB) or IS/IB. The benefit type was unknown for 12% of those who returned to benefit.

Figure 5: 'Return to Benefits' destinations for New Deal 25+ by benefit type, April 2004 to September 2008



Moves to Employment on leaving New Deal 25+

From April 2004 to March 2008, statistics based on DEL's CMS indicate that 23,650 participants left New Deal 25+ (Table 12). Of these, 22% moved to unsubsidised employment within 13 weeks of leaving the programme with 19% sustaining that employment for at least 13 weeks.

Some participants who move into a job will not, for whatever reason, record this as the reason for termination of their JSA claim. Therefore DEL has now supplemented New Deal data with employment data from HMRC, in order to identify individuals recorded on HMRC as having moved to employment on leaving New Deal 25+.

Table 12: Participants moving into employment through New Deal 25+ based on DEL data, 2004/05 to 2007/08

Year of leaving	Total leaving New Deal (1)	Numbers moving into Unsubsidised employment (2)		Percentage moving into Unsubsidised employment (2)	
		Total	Sustained 13 Weeks (3) (4)	Total	Sustained 13 Weeks (3) (4)
2004/05	6,646	1,427	1,226	21.5%	18.4%
2005/06	6,232	1,217	1,071	19.5%	17.2%
2006/07	5,434	1,233	1,088	22.7%	20.0%
2007/08	5,338	1,235	1,095	23.1%	20.5%
Total	23,650	5,112	4,480	21.6%	18.9%

Notes:

- (1) Data taken from table 5.1 of 'New Deal 25+ in Northern Ireland: Statistics from June 1998 to September 2008'.
- (2) Those recorded by the Department as having moved or having been placed into unsubsidised employment, plus those who have been recorded as having terminated their JSA claim in order to go into a job within 13 weeks of leaving New Deal. This will undercount the total number going into a job as some participants who move into a job will not, for whatever reason, record this as the reason for termination of their JSA claim.
- (3) A participant is only ever counted once as moving into unsubsidised employment.
- (4) A participant is considered to have sustained employment if they remain in the same spell of employment for 13 weeks or more.

Statistics based on both DEL and HMRC data indicate that 26% of leavers moved to employment within 13 weeks of leaving New Deal 18-24 with 23% sustaining that employment for at least 13 weeks (Table 13).

Therefore, there has been a four percentage point increase in both the proportion of participants moving to employment and the proportion sustaining that employment for 13 weeks, as illustrated in Figure 6 (using unrounded figures).

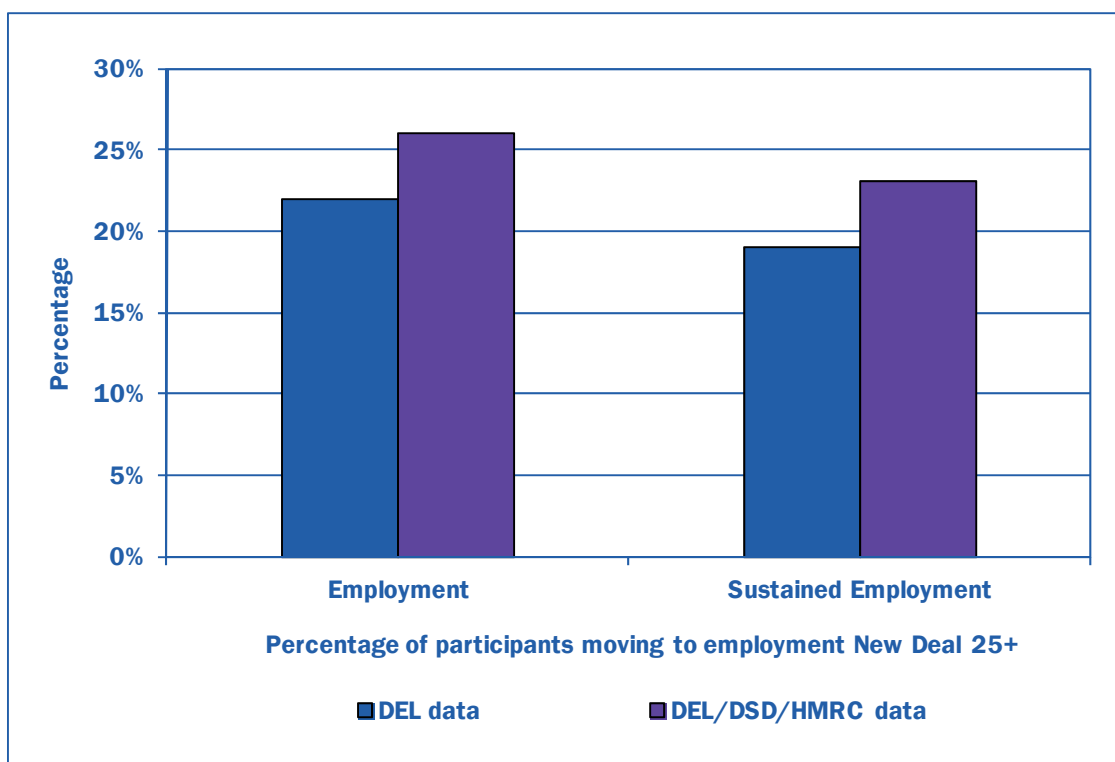
Table 13: Participants moving into employment based on DEL/HMRC data for New Deal 25+, 2004/05 to 2007/08

Year of leaving	Total leaving New Deal (1)	Numbers moving into unsubsidised employment (2)		Percentage moving into unsubsidised employment (2)	
		Total	Sustained 13 Weeks (3) (4)	Total	Sustained 13 Weeks (3) (4)
2004/05 (5)	6,646	1,697	1,514	25.5%	22.8%
2005/06	6,232	1,465	1,292	23.5%	20.7%
2006/07	5,434	1,441	1,268	26.5%	23.3%
2007/08	5,338	1,438	1,275	26.9%	23.9%
Total	23,650	6,041	5,349	25.5%	22.6%

Notes:

- (1) Total leaving New Deal 25+ based on DEL CMS data.
- (2) Those records which after merging DEL/HMRC databases together had destination data indicating they were in employment.
- (3) A participant is only ever counted once as moving into employment.
- (4) A participant is considered to have sustained employment if they remain in the same spell of employment for 13 weeks or more.
- (5) Note that financial year 2004/05 holds only 11 months of HMRC data. HMRC data are only available to DEL from May 2004. New Deal leavers and destination data are available from April 2004.

Figure 6: Percentage of participants moving into employment using DEL data only and DEL /HMRC data for New Deal 25+, 2004/05 to 2007/08



As previously mentioned, one of the benefits of accessing the HMRC data is that it enables DEL to identify those who sustained employment for longer periods. However, this can only be completed for those DEL clients who were identified as moving to employment on the HMRC database. As a result, the proportion of leavers from New Deal 25+ who moved to employment for at least 26 and 52 weeks may be underestimated.

Table 14 shows that 10% of leavers from New Deal 25+ moved to employment which was sustained for at least 26 weeks. Of those sustaining employment for 13 weeks or more, 44% continued to sustain that employment for at least 26 weeks. If we only consider those participants who sustained employment for 13 weeks according to the HMRC database (2,664), then 89% of those sustaining employment for 13 weeks remained in employment for 26 weeks or more (Table 16).

Table 14: Participants moving into employment and sustaining it for 26 weeks based on DEL/HMRC data for New Deal 25+, 2004/05 to 2007/08

Year of leaving	Total Leaving New Deal (1)	Sustained 13 Weeks (2)	Sustained 26 Weeks (3)		
			Total	% of Total Leaving	% of Sustained 13 Weeks
2004/05 (4)	6,646	1,514	690	10.4%	45.6%
2005/06	6,232	1,292	546	8.8%	42.3%
2006/07	5,434	1,268	571	10.5%	45.0%
2007/08	5,338	1,275	570	10.7%	44.7%
Total	23,650	5,349	2,377	10.1%	44.4%

Notes:

- (1) Total leaving New Deal 25+ based on DEL CMS data.
- (2) Those records which after merging DEL/HMRC databases together had destination data indicating that they were in employment within 13 weeks of leaving New Deal.
- (3) Those records which after merging DEL/HMRC databases together had HMRC destination data indicating that they sustained employment for at least 26 weeks.
- (4) Note that financial year 2004/05 holds only 11 months of HMRC data. HMRC data are only available to DEL from May 2004. New Deal leavers and destination data are available from April 2004.

Table 15 shows that 8% of leavers from New Deal 25+ moved to employment sustained for at least 52 weeks. Of those sustaining employment for 13 weeks or more, 35% continued to sustain that employment for at least 52 weeks. If we only consider those participants who sustained employment for 13 weeks according to the HMRC database (2,664), then 71% of those sustaining employment for 13 weeks remained in employment for 52 weeks or more (Table 16).

Table 15: Participants moving into employment and sustaining it for 52 weeks based on HMRC data only for New Deal 25+, 2004/05 to 2007/08

Year of leaving	Total Leaving New Deal (1)	Sustained 13 Weeks (2)	Sustained 52 Weeks (3)		
			Total	% of Total Leaving	% of Sustained 13 Weeks
2004/05 (4)	6,646	1,514	547	8.2%	36.1%
2005/06	6,232	1,292	420	6.7%	32.5%
2006/07	5,434	1,268	464	8.5%	36.6%
2007/08	5,338	1,275	456	8.5%	35.8%
Total	23,650	5,349	1,887	8.0%	35.3%

Notes:

- (1) Total leaving New Deal 25+ based on DEL CMS data.
- (2) Those records which after merging DEL/HMRC databases together had destination data indicating that they were in employment within 13 weeks of leaving New Deal.
- (3) Those records which after merging DEL/HMRC databases together had HMRC destination data indicating that they sustained employment for at least 52 weeks.
- (4) Note that financial year 2004/05 holds only 11 months of HMRC data. HMRC data are only available to DEL from May 2004. New Deal leavers and destination data are available from April 2004.

Table 16: Participants moving into employment and sustaining it for 26 and 52 weeks based on HMRC data only for New Deal 25+, 2004/05 to 2007/08

Year of leaving	Sustained 13 weeks HMRC ⁽¹⁾	Sustained 26 Weeks ⁽²⁾		Sustained 52 Weeks ⁽³⁾	
		Total	% of Sustained 13 Weeks	Total	% of Sustained 13 Weeks
		2004/05 ⁽⁴⁾	739	690	93.4%
2005/06	617	546	88.5%	420	68.1%
2006/07	655	571	87.2%	464	70.8%
2007/08	653	570	87.3%	456	69.8%
Total	2,664	2,377	89.2%	1,887	70.8%

Notes:

- (1) Participants sustaining employment for 13 weeks based on HMRC data only. A participant is considered to have sustained employment for 13 weeks if they remain in the same spell of employment for 13 weeks or more according to HMRC data only.
- (2) Participants sustaining employment for 26 weeks based on HMRC data only. A participant is considered to have sustained employment for 26 weeks if they remain in the same spell of employment for 26 weeks or more according to HMRC data only.
- (3) Participants sustaining employment for 52 weeks based on HMRC data only. A participant is considered to have sustained employment for 52 weeks if they remain in the same spell of employment for 52 weeks or more according to HMRC data only.
- (4) Note that financial year 2004/05 holds only 11 months of HMRC data. HMRC data are only available to DEL from May 2004.

Comparison with GB

In GB the information on the number of people leaving New Deal is primarily derived by matching data from the DWP Labour Market System (LMS) to DWP benefits and HMRC employment information. In GB, during the period April 2004 to September 2008, 37% of leavers from New Deal for Young People and 29% of New Deal 25 Plus leavers had an immediate destination of employment. In NI, during the same period, 34% of New Deal 18-24 and 22% of New Deal 25+ leavers had an immediate destination of employment (includes those in employment while claiming benefits in both NI and GB). The destination of 28% of leavers from New Deal for Young People was unknown compared to 14% for New Deal 18-24 in NI. The corresponding figures for New Deal 25+ in GB and NI were 15% and six percent.

Table 17: Immediate destination on leaving New Deal 18-24 (NI) and New Deal for Young People (GB), April 2004 to September 2008 ^{(1) (2)}

Apr 2004 - Sep 2008	Total Leavers ⁽²⁾	Unsubsidised Employment ⁽³⁾				Return to Benefits ⁽⁴⁾				Other	%	Not Known	%
		Total Employment	%	Of which also on Benefits	%	Total to Benefits	%	Of which also in Emp	%				
NI ND 18-24	29,105	9,964	34.2%	1,585	5.4%	13,707	47.1%	1,585	5.4%	2,831	9.7%	4,188	14.4%
GB NDYP	774,090	284,950	36.8%	17,430	2.3%	236,700	30.6%	17,430	2.3%	50,790	6.6%	219,040	28.3%

Notes:

- (1) GB immediate destination statistics only include employment and benefit spells which started within 14 days of leaving New Deal. NI immediate destination statistics include benefit/employment spells which started within 14 days of leaving the programme as well as those which started before leaving New Deal but which continued after leaving the programme.
- (2) Percentages for each type of immediate destination do not sum to 100% because benefit/employment destinations are included in the percentages for both total employment and total to benefits.
- (3) Total leaving New Deal in NI based on DEL CMS data. GB leavers provided by DWP from their tabulation tool.
- (4) NI data based on DEL/HMRC databases – see [definitions](#) for further information. GB destination figures provided by DWP from their tabulation tool.

Table 18: Immediate destination on leaving New Deal 25+ (NI and GB), April 2004 to September 2008 ⁽¹⁾

Apr 2004 - Sep 2008	Total Leavers ⁽²⁾	Unsubsidised Employment ⁽³⁾				Return to Benefits ⁽³⁾				Other	%	Not Known	%
		Total Employment	%	Of which also on Benefits	%	Total to Benefits	%	Of which also in Emp	%				
NI ND 25+	26,164	5,658	21.6%	1,176	4.5%	18,877	72.1%	1,176	4.5%	1,134	4.3%	1,671	6.4%
GB ND 25+	458,930	131,270	28.6%	10,510	2.3%	238,620	52.0%	10,510	2.3%	28,320	6.2%	71,180	15.5%

Notes:

- (1) Percentages for each type of immediate destination do not sum to 100% because benefit/employment destinations are included in the percentages for both total employment and total to benefits.
- (2) Total leaving New Deal 25+ in NI based on DEL CMS data. GB leavers provided by DWP from their tabulation tool.
- (3) NI data based on DEL/HMRC databases – see [definitions](#) for further information. GB destination figures provided by DWP from their tabulation tool.

In GB an employment outcome is achieved (i.e. a job is gained) if a participant starts employment while on New Deal and this continues after leaving the programme, or if employment starts within 14 days of leaving the programme. A job is sustained if a participant does not return to Jobseeker's Allowance within 13 weeks. In NI a move to

employment is achieved if a participant starts employment while on New Deal and this continues after leaving the programme, or if employment starts within 13 weeks of leaving the programme. A participant is considered to have sustained employment if they remain in that spell for 13 weeks or more. Definitions for NI are outlined in [‘Notes to Readers’](#).

From April 2004 to September 2008, 50% of New Deal for Young People leavers and 39% of New Deal 25 Plus leavers were recorded as moving to employment. In NI, during the same period, 42% of New Deal 18-24 leavers and 26% of New Deal 25+ leavers were recorded as moving to employment.

Over the same time period 39% of New Deal for Young People and 30% of New Deal 25 Plus leavers who were recorded as moving to employment, sustained this employment for at least 13 weeks. In NI 36% of New Deal 18-24 leavers and 23% of New Deal 25+ leavers who were recorded as moving to employment, sustained this employment for at least 13 weeks.

It should be noted that moves to employment in GB and NI are reported differently. In GB, participants are recorded under the time period in which they found work, rather than when they left the programme. The GB statistics reported are therefore jobs gained in a particular period as a proportion of leavers in the same period. The statistics therefore are not directly comparable.

NOTES TO READERS

Definitions

Participant: A participant is defined for statistical purposes as an individual on a single episode of New Deal.

Episode: An individual can participate in New Deal more than once. Each separate occasion on New Deal is called an episode.

Immediate destination on leaving New Deal using DEL data only:

A participant's immediate destination is their first destination within 14 days of leaving New Deal.

- *Employment*: Participants recorded by the Department as having moved or having been placed into unsubsidised employment, plus those who have been recorded as having terminated their JSA claim in order to go into a job. This will understate the total moving into employment as some participants who move into a job will not, for whatever reason record this as the reason for the termination of their JSA claim.
- *Return to Benefits*: Includes participants who have moved from JSA to a different appropriate benefit, for example Incapacity Benefit or Income Support. Also includes those who have left New Deal but remain on or return to JSA.
- *Other*: Includes those who transfer to other education or training programmes, those unemployed and not claiming benefits and those who have left the area.
- *Not Known*: Includes those for whom there is no recorded destination within 14 days of leaving New Deal and those whose destination is recorded as 'Unknown'.

Immediate destination on leaving New Deal using combined DEL/DSD/HMRC data:

A participant's immediate destination is their first known destination within 14 days of leaving New Deal.

- *Employment*: Participants recorded by the Department as having moved or having been placed into unsubsidised employment, plus those who have been recorded as having terminated their JSA claim in order to go into a job, plus those not recorded by DEL but who have an employment record in the HMRC data.
- *Benefit/Employment*: Includes those records which after merging the DEL, DSD and HMRC databases together had destination data indicating they were in receipt of benefit and in employment for the same period. Where there is evidence of benefit and employment, immediate destination is recoded to employment, if the benefit spell finishes before the end of the job spell and it doesn't last at least 14 days after the New Deal episode finishes.
This recode is only applied to cases where the employment spell is based on HMRC data and the benefit spell is recorded on the DSD database. If the employment

and/or benefit spell is based solely on DEL CMS data, then the destination remains as benefit/employment.

- *Return to Benefits*: Includes participants who were recorded by DEL as having returned to benefits as well as those who are recorded on the DSD data as claiming benefit.
- *Other*: Includes those who transfer to other education or training programmes, those unemployed and not claiming benefits and those who have left the area as recorded on DEL's CMS.
- *Not Known*: Includes those for whom, after merging the DEL, DSD, HMRC data, there is no recorded destination within 14 days of leaving New Deal and those whose destination is recorded as 'Unknown' on DEL's CMS.

Moves to Employment on leaving New Deal using DEL data only:

- *Unsubsidised Employment*: A participant is considered to have moved into unsubsidised employment from New Deal if within 13 weeks of leaving New Deal:
 - they are recorded by the Department as having moved or having been placed into unsubsidised employment; or
 - they have been recorded as having terminated their benefit claim in order to go into a job.
- *Sustained Employment*: Using DEL data only, a participant is considered to have sustained employment if they remain in unsubsidised employment for 13 weeks or more. A client is assumed to be still in work if there is no information recorded on CMS which indicates a participant is no longer in work (such as returning to benefits or starting an employment programme).

Moves to Employment on leaving New Deal using DEL/HMRC data:

- *Unsubsidised Employment*: A participant is considered to have moved into unsubsidised employment from New Deal if they are recorded on CMS as starting employment within 13 weeks of leaving New Deal. If a participant has a record on the HMRC database which indicates that they started employment while on New Deal and that this employment continued after they left New Deal this is counted as a move to unsubsidised employment. In addition, if the HMRC database indicates that a participant started employment within 13 weeks of leaving New Deal then this is considered to be a move to unsubsidised employment.
- *Sustained Employment*: A participant is considered to have sustained employment if they are recorded on CMS as sustaining unsubsidised employment for 13 weeks or more. If the employment start and end dates on the HMRC database indicate that a participant was in employment lasting 13, 26 or 52 weeks or more then this is counted as employment sustained for 13, 26 and 52 weeks respectively. This may include some time spent on subsidised employment.

Quality Measures

Relevance: This paper has been drafted following consultation with customers. The key customers within Government will use the data to review the true performance of the programme. There is ongoing interaction with users to ensure the data are still relevant to meet their needs. The paper has been published to specifically meet the needs of key customers who need more accurate information on outcomes from New Deal.

Accuracy: The statistics included are representative of the administrative databases (CMS, HMRC and DSD) at the time of data extraction. The New Deal administrative system has in-built validation checks to minimise user error and can be interrogated to assess data quality and cross check statistics. Validation checks are also carried out on the New Deal database.

Analytical Services within the Department for Social Development validate the DSD benefits data. The HMRC data are also analysed to identify missing or default data.

Timeliness and Punctuality: Data on immediate destinations for New Deal can be found on the [New Deal Statistics](#) website. This report includes immediate destination statistics up until September 2008 (New Deal was subsumed by Steps to Work on 29th September 2008). The DSD and HMRC databases used to produce the statistics were extracted in late May 2011. Statistics were first published in December 2011 as it was necessary to build a new DEL/DSD/HMRC database and validate the results.

Accessibility and Clarity: The occasional paper is published by the Department for Employment and Learning and it includes tables, text and charts. The paper is available to download on the departmental website; it is free of charge and available in other formats upon request.

Comparability: The paper provides data from April 2004 to September 2008 and enables comparisons over time for the New Deal programme in Northern Ireland and with GB.

Methodology

Improving the New Deal statistics required data from 3 sources:

- DEL's Client Management System (CMS);
- DSD Benefit Data; and
- Her Majesty's Revenue and Custom Employment Data (HMRC).

Data from these sources are merged together to form a database with New Deal, employment and benefits information for DEL clients. This section highlights the key issues identified during analyses and linking of these databases.

DEL Client Management System

The New Deal database extracted from CMS on 17th November 2008 contains all activity on the New Deal 18-24 and 25+ programmes since 1998. An individual can participate in New Deal more than once and each separate occasion on New Deal is called an episode.

The database includes National Insurance Number (NINO), which is used to identify DEL clients who have received benefits or moved to employment. NINO is not a mandatory field on CMS and therefore only those clients with a fully completed and accurate NINO can be identified in the DSD and HMRC datasets. Within CMS there is also a unique identifier referred to as 'Client Reference'. Each DEL client should have one unique Client Reference. Analysis of the CMS New Deal data indicates that some clients with the same NINO have different Client Reference numbers. It is not possible to tell which Client Reference is correct for the associated NINO and therefore these cases had to be excluded from the DSD/HMRC analysis.

The data for a small number of cases were considered unreliable due to erroneous dates and so these cases were not included in the detailed analysis.

The outcome recorded on CMS will be used as the immediate destination for those clients excluded from the DSD/HMRC analysis.

DSD Benefits Data

Only benefits data for DEL clients are available to DEL. DEL clients are identified using a download of NINOs from DEL's CMS. The NINOs are supplied to DSD, who then extract and provide the relevant benefits data for DEL clients. Only those clients which have complete and accurate NINOs on both systems can therefore be identified. The Benefits Database held by DEL has most benefit spells since May 2004. Note that less than one percent of New Deal clients are excluded from the DEL download of NINOs provided to DSD. The DSD benefits data used in this report was extracted on 25th May 2011.

Exploratory work on the benefits data indicated that many clients had overlapping benefit claims for combinations of benefits which were not viable; for instance a person cannot receive both Incapacity Benefit and Jobseeker's Allowance. As a result of this analysis, DSD ran a data cleaning exercise which significantly reduced this problem. However, this issue still exists and in this scenario we have given precedence to IB, ESA, IS and JSA benefits and assigned the benefit with the most recent claim start date as the appropriate benefit. Where two or more benefits share the same start date then the order of priority is as follows: JSA, ESA, IS/IB, IS, IB, other benefits.

In some cases a client had an immediate destination of 'Return to Benefit' according to the New Deal CMS data but this could not be verified by the DSD Benefits data. However, these clients would still be recorded as Return to Benefit due to the problems with matching DEL and DSD data highlighted above and because of the way benefit spells are recorded, some short spells will not be included. For this reason, the DSD benefits data will be used to supplement the current destinations information.

The following steps were taken during analysis of the benefits data:

- Benefit spells with missing start dates were excluded;
- Records with illogical dates e.g. start dates after end dates were removed;
- Records where the claim started and ended on the same day were removed;
- Benefits other than Disability Living Allowance, Employment and Support Allowance, Incapacity Benefit, Income Support, Jobseeker's Allowance, Job Seeker Training, New Tax Credit, Pension Credit, Passport Incapacity Benefit and Retirement Pension were removed;
- Job Seeker Training claims were recoded as Jobseeker's Allowance claims because Job Seeker Training is not available in Northern Ireland;
- Missing claim end dates were replaced with the date that the data was extracted by DSD;
- A check was carried out to ensure that there were no end dates in the future.

HMRC Employment Data

The employment data used by DEL includes employment spells started since May 2004, for which P45/P46 forms are provided. HMRC self assessment data and jobs for which no tax is paid are not included. There is no requirement to supply a P45 or P46 to HMRC if the individual is below PAYE tax thresholds and is not going to be claiming new tax credits through the employer. Secure or sensitive cases are not supplied. The HMRC data used in this report was extracted on 25th May 2011.

All HMRC records do not have complete or accurate NINOs as HMRC use an alternative unique identifier. Some employment data for records updated/added between September 2007 and December 2007 may be missing due to a data embargo that was in place when the data was due to be provided. HMRC has stated that there is a possibility that not all JSA cases have been removed from the employment data due to a new IT platform. Investigations within HMRC are still ongoing but any suspected JSA records have been removed from the employment data before being passed to DEL. Statistics are therefore subject to revision. It has also been confirmed that dummy records, IB records and occupational pension records have been removed from the employment data before being passed to DEL.

The following steps were taken during analysis of the employment data:

- Duplicate records (based on NINO, month of download and employment start and end dates) were removed from the database;
- Employment spells with missing start dates were excluded;
- Records with illogical dates e.g. start dates after end dates were removed;
- Employment spell starting on the 6th April were removed – this is a default for missing dates and means it is impossible to ensure that the employment actually commenced within 14 days or 13 weeks of leaving the programme;

- Missing employment end dates were recoded to the date the download was extracted;
- Cases without a NINO were removed, because without a NINO these cases cannot be matched with the DEL CMS data;
- Employment end dates in the future (i.e. after the date that the data was received) were recoded to the date of the download. For the majority of employment spells with future employment end dates, the end year was '9999' which is used when the job is not known to have ended;
- Duplicate records based on NINO and employment start date were removed from the database. The record from the most recent download was given priority. If there were two or more records matching on NINO, employment start date and month of download then the record with the earliest employment end date was retained in the database. This is to avoid over estimating the length of time in employment;
- Records with an end date of 5th April have been used to identify those moving into employment if the employment start date was within 14 days or 13 weeks of leaving the programme. These cases are not used for immediate destination or found work statistics if the start date was during the programme spell, as it is impossible to tell if the employment finished after the programme spell. In addition, these records have not, however, been used when monitoring sustained outcomes as it is impossible to know how long the client actually remained in employment;
- HMRC have advised that '0 day jobs', where employment start date equals employment end date are not genuine jobs and these cases have been deleted from the database;
- Employment records with the same start dates as a benefit record for a client are excluded from the HMRC database.

For these reasons, clients with a destination of employment according to the New Deal database will still be regarded as moving to employment even if there is no corresponding employment spell on the HMRC database.

Combining Databases

As an individual may have left New Deal more than once, a substantial amount of data restructuring has been required when combining the databases to ensure that benefit and employment destinations are captured for all episodes. Combining the New Deal, benefits data and employment data for DEL clients has in some instances resulted in more than one destination for a programme leaver i.e. there is evidence of both employment and benefit claims. A new destination category (Employment/Benefits) has therefore been included in the analysis. However, there are records which suggest clients may be in work and receiving benefits you would not normally receive while in work – for example, generally if you do any work you are treated as being capable of work and therefore are not entitled to IB (note some work 'permitted work' is exempt). This only affects a relatively small number of cases and as a result shouldn't significantly impact the outcomes.

In light of the issues outlined above, the DSD benefits data and HMRC employment data will be used to supplement the data recorded on CMS.

A Technical Appendix is available upon request.

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