



Department  
for Work &  
Pensions

**THE RT HON LIZ KENDALL MP**  
**Secretary of State for Work &**  
**Pensions**

Caxton House  
Tothill Street  
London, SW1H 9AJ

18 March 2025

Dear Debbie,

**PATHWAYS TO WORK: REFORMING BENEFITS AND SUPPORT TO GET BRITAIN WORKING  
GREEN PAPER**

Today I am publishing a consultation focused on delivering a welfare system that is fit for the future. One that supports more people to find jobs and protects those who will never work. The Green Paper provides an overview of the current system of health and disability benefits and outlines a range of proposals for reform.

The Government's number one mission is to grow the economy and drive-up living standards for people across the country as set out in our Plan for Change. A thriving and inclusive labour market – where the benefits of good work are realised by as many people as possible – is key to achieving that goal.

The Get Britain Working White Paper started this journey and set out some of the biggest reforms to employment support in a generation, setting us on a path to bring down economic inactivity and taking the first steps to delivering our long-term ambition to achieve an 80% employment rate.

The disability employment rate and gap has stalled and the proportion of people who are economically inactive due to ill-health has risen. One in every 10 working-age people in Britain is now claiming at least one type of health or disability benefit. We believe they should have the same chances and choices to work as everyone else. But too many have been let down for too long by a failing system.

This Green Paper sets out our vision to build a system that is fairer and provides vital support for those who need it most, ensuring they are supported to live in dignity and independence, whilst making sure that everyone who can realise the benefits of work is expected and supported to do so.

Throughout our ***Pathways to Work: Reforming Benefits and Support to Get Britain Working Green Paper*** we are guided by key principles:

- Protecting disabled people who can't and won't ever be able to work and supporting them to live with dignity.
- Stopping people from falling into long-term economic inactivity through early intervention and support.
- Restoring trust and fairness in the system by fixing the broken assessment process that drives people into dependency on welfare.
- Delivering better and more tailored employment support to get more people off welfare, into work – alongside a higher expectation to engage with that support.
- Ensuring the system is financially sustainable to keep providing for those who need it most.

Below I set out a series of reforms which we will use to address these key priorities:

1. The Green Paper sets out that we will **scrap the Work Capability Assessment (WCA)**, ending the state categorising people into binary groups and labelling them as either 'can or can't work'.
2. We will make changes to Personal Independence Payment (PIP) to focus it more on those with higher needs, by introducing an additional eligibility requirement so that a minimum of four points must be scored on one PIP daily living activity to receive the daily living element of the benefit.
3. We will start to **rebalance payment levels in Universal Credit** to promote work, address perverse incentives **and to start to improve basic adequacy**.
4. We will build towards a guarantee of **personalised employment, health and skills support** for any disabled person or person with a work-limiting health condition on out of work benefits who wants it.
5. We will consult on establishing a new, simple and clear time-limited **"Unemployment Insurance"** benefit through the reform of contributory working-age benefits.
6. **We are improving people's experience of, and trust in, the benefits system.** As part of this we are consulting on a new DWP safeguarding approach, to make it clear what the department and its staff are expected to do to safeguard the public.
7. We are also addressing **the role of employers and the workplace** as crucial to improving employment outcomes and skills for disabled people and people with a long-term health condition.
8. We are consulting on **Access to Work in terms of future approaches and delivery models**. We want to consider how public resources can generate the most value for the greatest number of people, and are consulting on three potential future approaches.
9. We will consider **how the proposals within the paper particularly affect young people**, in light of the Government's commitment to a Youth Guarantee. The Green Paper sets out how changes to the benefit system and employment activation could

underpin the Youth Guarantee, so that young people have work and training rather than a pathway to economic inactivity.

This wide-reaching consultation gives us the opportunity to consider reforms to a system that needs significant change in order to deliver the best for people now and long into the future. The paper considers reforms to the design of social security payments, together with a step change in our employment support offer.

We are not consulting on all the measures in the Green Paper. We will bring forward primary legislation this session to enable delivery of the PIP additional eligibility requirement and UC changes from 26/27, subject to parliamentary approval.

We are publishing accessible versions of this Green Paper and the consultation will close 12 weeks from then. We have published this paper ahead of all accessible versions to put detailed information about the matters subject to consultation in the public domain at the earliest opportunity, although the production of accessible versions requires additional time.

The proposals in this paper would only apply directly to UK Government areas of responsibility. The interactions between reserved and devolved areas will be fully considered before being implemented. This will be particularly important in Scotland, where responsibility for certain disability benefits is devolved.

The consultation document is available via this link:

<https://www.gov.uk/government/consultations/pathways-to-work-reforming-benefits-and-support-to-get-britain-working-green-paper>

Best wishes,

A handwritten signature in black ink, appearing to read 'Liz Kendall', written in a cursive style.

**THE RT HON LIZ KENDALL MP**