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Creating sustainable communities

Research Report 18

Data Sharing for Neighbourhood Renewal:
Lessons from the North West

Neighbourhood
Renewal Unit

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Data Sharing for Neighbourhood Renewal: Lessons from the North West

SUMMARY

Data sharing: critical to neighbourhood renewal delivery

The National Strategy for Neighbourhood Renewal Action Plan (2001) recognised the critical importance of better information for local strategies and delivery, and set in train national developments such as the Neighbourhood Statistics Service and Floor Targets Interactive. Meanwhile, Local Strategic Partnerships (LSPs), neighbourhood partnerships and individual partner organisations have sought to address local needs for improved availability, access and use of data.

The cross-cutting nature of neighbourhood renewal places a high priority on being able to draw on good quality data across all the neighbourhood renewal themes. Data sharing is thus at the heart of key concerns for local partners, such as:

on strategy

- are we doing the right things?

- are we targeting the right people? the right places? the right services?

- what impact are we having on closing the gap for our poorest neighbourhoods?

- how can we demonstrate to local people the value of what we are doing?

on operations

- are we doing things right?

- are we joining up our activities where this adds value?

- how well are we putting mainstreaming into practice?

Needs in sharp relief

Needs for better information have been cast into sharp relief by LSP Performance Management Framework and Floor Target Action Planning processes, and the Places Project in 2004. These have highlighted a range of weaknesses, eg. in baseline data, the adequacy of some data sets, obstacles to data sharing, and capacity for data analysis within partnerships. Many LSPs have identified in their Improvement Plans needs relating to better use of data, including 'drilling down' to neighbourhood level. Particular challenges have been highlighted further in the piloting by LSPs of NRU guidance on Ethnic Monitoring. More recently, the piloting of Local Area Agreements (LAAs) has also highlighted the need for a sound local evidence base and cross-partner performance management systems.

Data sharing is **not** an arcane subject, for technical analysts only – but rather a topic which goes to the heart of improving performance. The neighbourhood renewal interest does not stand alone, for data sharing is a live issue across the public service improvement agenda, not least for e-Government, crime reduction and children's services.

Scope of the project

This project has sought to:

- establish a clear understanding of the barriers to effective data sharing for neighbourhood renewal at a local, regional and national level

- provide evidence of good and promising practice

- identify critical success factors to help local partners develop effective approaches to data sharing

- offer feedback to inform national policy development and future guidance

It has involved fieldwork in four LSP areas (Liverpool, Manchester, West Cumbria and Wigan), with 57 interviewees encompassing central research/performance monitoring staff, thematic analysts (eg. on employment, housing or public health), LSP and thematic partnership managers who could comment as data users, and a few with equality and diversity, ICT and data protection roles. We also held group discussions in Manchester, West Cumbria and Wigan, and undertook interviews with regional organisations (eg. NW Regional Intelligence Unit and the Public Health Observatory).

Data sharing in the case study areas

We found diverse data sharing purposes and practices across the LSP areas and the neighbourhood renewal themes within them. Notable themes for data sharing in the case study areas include:

understanding needs and opportunities

- tracking neighbourhood change and developing strategies for housing market renewal (eg. in Liverpool and Manchester)

- undertaking crime and disorder reduction audits (in all four areas)

targeting services

- helping people on Incapacity Benefit into work (in Liverpool and Manchester)

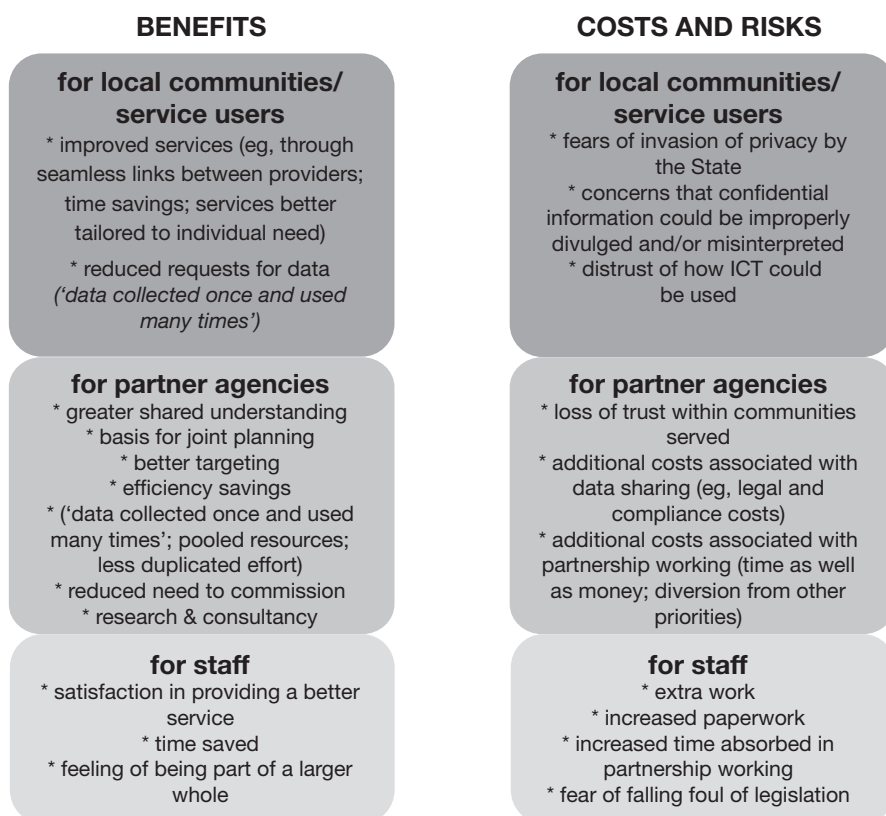- identifying geographic 'hot spots' for crime and anti-social behaviour (all areas)

improving service delivery

- developing multi-agency services for vulnerable children and older people, implementing new legislative requirements (eg. under the Children Act 2004)

- undertaking LSP Performance Management Framework reviews and Floor Target Action Planning

- introducing partner-based systems (eg. in Manchester and Wigan) in support of Community Strategies

Figure A summarises the benefits that data sharing can provide, from the standpoints of local communities/service users, LSP partners/agencies, managers and staff.

Figure A: Benefits and costs of data sharing

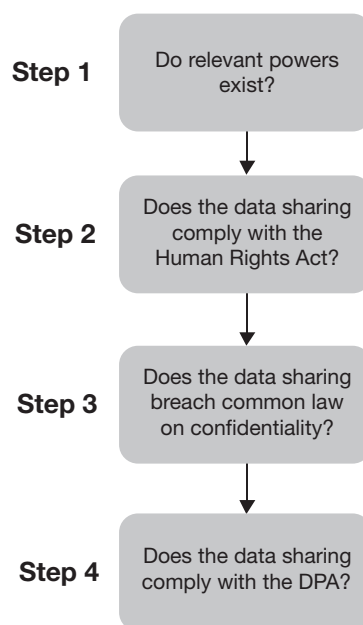| BENEFITS	COSTS AND RISKS
for local communities/ service users * improved services (eg, through seamless links between providers; time savings; services better tailored to individual need) * reduced requests for data *('data collected once and used many times')*	**for local communities/ service users** * fears of invasion of privacy by the State * concerns that confidential information could be improperly divulged and/or misinterpreted * distrust of how ICT could be used
for partner agencies * greater shared understanding * basis for joint planning * better targeting * efficiency savings * ('data collected once and used many times'; pooled resources; less duplicated effort) * reduced need to commission * research & consultancy	**for partner agencies** * loss of trust within communities served * additional costs associated with data sharing (eg, legal and compliance costs) * additional costs associated with partnership working (time as well as money; diversion from other priorities)
for staff * satisfaction in providing a better service * time saved * feeling of being part of a larger whole	**for staff** * extra work * increased paperwork * increased time absorbed in partnership working * fear of falling foul of legislation

The legal context

In the eyes of many people working in neighbourhood renewal, data sharing may seem self-evidently a good thing, essential to successful joined-up working. However, this must be balanced with concerns to protect individual privacy, and ensure that data shared is within the framework of administrative law which governs the work of public bodies. **Trust** is a critical concept in understanding data sharing issues: in appreciating why there need to be limits on data sharing, and in developing ways of ensuring that data can be shared in ways which do not lead to abuses.

The principal legislation is the Data Protection Act 1998 (DPA) which seeks to strike this balance between individual concerns and the common good, giving individuals certain rights regarding information held about them and placing obligations on those who process information. The Department for Constitutional Affairs sets out a sequential process[1] (Figure

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1 DCA (2003) 'Public Sector Data Sharing: Guidance on the Law' www.dca.gov.uk/foi/sharing/toolkit/index.htm

B), covering the existence of powers allowing data sharing, compliance with the Human Rights Act and common law on confidentiality, and observance of DPA principles (on appropriate and fair use, arrangements for keeping the data secure, etc). Importantly in the neighbourhood renewal context, the DPA allows the further processing of personal data for *research* purposes which relate to the original intentions in collecting the data. This is provided that the data are not used in ways which lead to measures or decisions affecting individuals, nor used in ways which cause substantial damage or substantial distress to them.

Figure B: Establishing the legal basis for sharing personal data

Step 1	Do relevant powers exist?
Step 2	Does the data sharing comply with the Human Rights Act?
Step 3	Does the data sharing breach common law on confidentiality?
Step 4	Does the data sharing comply with the DPA?

Barriers to effective data sharing

The main barriers to effective data sharing we found were:

a) **a lack of confidence in what is lawful**, with evidence of uncertainties in people's minds about what can and cannot be shared. This tended to lead to situations where organisations and individuals said 'no' to data sharing requests. There was also confusion about the legal origins of problems encountered, with several cases attributed to the Data Protection Act where in fact the source of the barrier related to specific powers (eg. under the Local Government Finance Act 1992, the use or disclosure of Council Tax data are limited solely to Council Tax administrative purposes).

b) a closely related factor: **lack of certainty about what can and cannot be disclosed** – for research, in terms of actions (eg. in anonymising or aggregating data) to avoid any prospect of individuals being identified; and in service delivery, the circumstances in which it is acceptable to share data about individuals (eg. in delivering services for vulnerable children or elderly people) in ways which avoid actual or potentially adverse consequences for individuals or families concerned.

c) **legal interpretations limiting sharing** where government organisations take a narrow view of their powers (eg. Department for Work and Pensions, in limiting access to a wealth of data contained in the Work and Pensions Longitudinal Study, their consolidated system of claimant data).

d) **costs and risks in sharing data** – either *actual* costs in supplying or analysing data (eg. associated with inputting, extracting or reformatting data) and/or *perceived*, which may stem from management concerns about what can be afforded, or from staff concerns about extra work on top of existing priorities. There may also be perceived *risks*, for example, that partners might misinterpret or otherwise misuse the data, or that information supplied to a partner may be made public under the Freedom of Information Act.

e) **differing definitions and methods** have been the cause of many difficulties in data sharing, where partners have operated with different boundaries, terms and geographical units, making aggregation and comparisons difficult or impossible. Experience in Liverpool in piloting NRU guidance on ethnicity monitoring has highlighted especial weaknesses in the availability and quality of data relating to Black and Racial Minority groups.

f) **available resources and capacity** were raised as a constraint on local ability to undertake tasks such as developing collaborative IT systems and data sharing arrangements, larger surveys, and analyses which cut across neighbourhood renewal themes. There were also concerns about the amount of time that can be taken up by tasks such as data cleansing which detract from time available for more 'added value' work relating to strategies or problem solving.

g) obstacles relating to **culture and attitudes** were cited, most notably risk averse behaviours where some people seek reasons not to co-operate or act, or fail to see opportunities. Strong values, such as concerns to protect patient confidentiality in the NHS, can be difficult to challenge even where there is a sound case and safeguards.

Action by partners to remove or reduce barriers

A range of effective approaches and measures has been taken in the case study LSP areas to promote data sharing and overcome the barriers – at both strategic and operational levels:

(i)   Leading players in LSPs have provided **strategic leadership in helping to create the conditions for data sharing to thrive**. This has involved them closely identifying themselves with the need for improved data, promoting connections (eg. between neighbourhood renewal and Local e-Government agendas), asking challenging questions of each other about the robustness of local evidence and about hidden costs where data sharing has not been developed. They have also encouraged collaborative activity and a 'can do' philosophy in pursuit of partnership business, permeating their own organisations.

(ii) Much of the operational good practice relating to data sharing we encountered reflected **good practice in partnership working** more generally. This was characterised in data sharing initiatives characterised by clearly articulated common goals, mutual advantage to the participating organisations and fair sharing of contributions, risks and rewards. Partners have typically worked hard to build trust – crucial given the nature of some of the barriers described above. They have done this through, eg:

- respecting confidentiality and keeping promises

- being responsive to partner concerns and taking care how shared data is presented in any publication

- giving partners the opportunity to comment on how their data has been used and interpreted

- winning and sustaining the support of their colleagues for data sharing

- policing their own organisation's adherence to partnership agreements, including data sharing protocols

Co-location of services, secondments and 'hot desks' in partner organisations have been ways of fostering such partnership working.

(iii) **Making the case for data sharing** has been a critical skill in building commitment and overcoming barriers, importantly helping other parties see the benefits from their perspective. This has been the key to unlocking partner support, eg. in accessing Accident and Emergency data for crime reduction purposes or in improving services to elderly people. Skills in persuasion are closely linked with skills in communication, with examples where analysts have been able to make the data come to life in ways in which help audiences/readers see the point.

(iv) **Information sharing networks** can play a helpful role in developing collaborative relationships and providing a vehicle for implementing joint projects. In Wigan, such a network created an information sharing database (to help practitioners and analysts appreciate the scope and potential of local data sets) and provided a platform for a range of subsequent data sharing arrangements. Other groups may form the basis for related activity, for example, LSP performance management sub-groups or sub-regional housing partnerships (eg. in planning collaborative research into housing needs).

(v) In all the case study areas, there are examples of partners **formalising data sharing arrangements**, primarily through data sharing protocols. Protocols can be used as a means of helping to build – and maintain – partnerships involving data sharing, clarifying the process and types of information that may be exchanged – important in managing the potential uncertainties about what is legal and what is not. They cover topics such as: the purpose, objectives and scope of the data sharing; principles and relevant legislative powers; partner undertakings; risk management/indemnity; and DPA compliance (including information security). As in Liverpool, they may be set up on more than one level, with an overarching protocol setting out the strategic purposes and principles to be adopted by partners, and more detailed protocols covering more specific themes (eg. community safety or children and young people's services) and operational requirements).

Effective protocols depend on action within partner organisations, to ensure staff understanding and support. Training may be an important part of this – and has been especially important, eg. in the context of children's services where uncertainties over data sharing can lead to serious consequences for vulnerable children and their families.

(vi) Agreeing **common boundaries and definitions** can be a fundamental building block for data sharing – without this, data sharing can be very difficult, very time consuming or impossible. We found various examples where police, fire and local authority boundaries had been aligned at sub-district or neighbourhood level, and progress towards using ONS Super Output Areas (the new building blocks for Census and related geographical analysis, with fixed boundaries) by public agencies. Common

approaches to performance management (eg. Liverpool Single Targeting Framework on employment) have prompted agreement of common terminology (and sought to avoid double counting of outputs).

(vii) **ICT developments** have opened up new possibilities for enhanced data sharing and analysis, sometimes as part of local e-Government strategies. Geographical Information Systems (GIS) are increasingly used in crime mapping, informing strategy review and operational targeting, and in seeking to understand housing market dynamics and neighbourhood change in Liverpool and Manchester. Greater Manchester Against Crime (GMAC) has a particularly well developed example of crime mapping, which brings together information from the health service, ambulance, fire and transport, probation, community safety and drug action teams, youth offending teams and local authorities – along with socio-economic data. Their system has been used by local Crime and Disorder Reduction Partnerships to research crime and anti-social behaviour hotspots and devise successful responses. It also frees time for such analytical work, previously absorbed in dealing with data quality problems. ICT-based performance management systems are also being developed by LSPs, eg. Performance Plus in Wigan and the Impact extranet in Manchester.

National projects pursued as part of the national strategy for local e-Government are opening up further possibilities for enhanced data sharing, eg. in developing software to enable data exchange across different systems, in establishing common terminology, and in creating unique reference numbers for individuals, businesses and properties. Several of the national projects have explicit data sharing components (in relation to social services, benefits administration, etc). With appropriate consents built into these systems, the ODPM believes that they can enable data sharing to a significant degree.

Key messages for LSPs

for those in strategic leadership roles

- **Take a strategic view of data for performance improvement**, identifying future requirements for data access and quality to underpin strategic decision-making, service improvement, tracking of neighbourhood change, robust performance management and public accountability

- **Help create the conditions for more effective data sharing**: argue the case for more joined-up approaches to performance management and the use of evidence; foster a 'can do' approach; and promote local good practice in data sharing and analysis

- **Appreciate the high level issues relating to data sharing and data protection** – including powers under administrative law relating to public bodies and the scope for lawful sharing under the DPA. Consider adopting a high level data sharing protocol

for those in delivery and analytical roles

- **Invest time in building relationships with partner agencies**, in ways which will build the mutual understanding and trust necessary for successful data sharing. Behave in ways which give others confidence in the integrity of your use of data (eg. in consulting data sources on use of the data supplied; ensuring data quality standards are maintained in one's own organisation)

- **Ensure that you – and your partners – understand the legal basis for data sharing**, including the specific powers which apply in any given context

- **Develop capabilities in negotiating and persuading**: understand how to make the business case for ICT and other developments which will strengthen data quality; appreciate the concerns of other parties and put forward compelling cases for data sharing – and develop these skills as part of wider skill sets for multi-agency project working (including, eg. change management and stakeholder analysis)

- **Make the most of opportunities for co-location, secondments and 'hot desk' arrangements**

- **Develop action-oriented information sharing task groups**, to plan improvements in data quality and access and act on local data sharing barriers (eg. agreeing common definitions and boundaries; assessing software which can enable anonymised sharing of data)

- **Formulate specific protocols to strengthen data sharing arrangements** (where warranted) and ensure that all staff involved understand the rationale and their personal responsibilities

- **Plan ahead in setting up data gathering systems**: build in consent requirements to cross-agency access, for stated, purposes and flag possible future uses

- **Explore scope for greater collaboration in research and analytical practices** (across themes, across areas)

- **Keep up-to-date on national developments which offer potential for improving data access and data sharing**, especially relating to local e-Government and Neighbourhood Statistics

Recommendations for government

Government Office for the North West

- **Promote collaborative approaches to surveys, data methods and data access** (eg. as emerging for sub-regional housing strategies). Explore with the Regional Intelligence Unit, NWDA and North West Public Health Observatory how this can be facilitated.

- **Promote connections across government policy areas which can reinforce the case for LSP partners giving higher priority to improving data quality and sharing** (eg. through Supporting Evidence for Local Delivery, North West e-Government Group, the Local Government Capacity Building programme, and the ChangeUp programme for voluntary and community sector infrastructure)

- **Ask questions in LSP performance reviews** which challenge partners on how they are seeking to improve data quality and data sharing as an element in developing a performance culture

- **Strengthen in-house ability to alert and signpost partnerships** to developments in data sharing and in local intelligence systems

- **Organise an LSP Network workshop and/or an action learning set** on local intelligence systems/how data sharing can support LSP work on tracking neighbourhood change and assessing impact

- **Publicise national developments which offer potential for improving data access and data sharing**, especially relating to Neighbourhood Statistics and local e-Government

NRU

- **Promote the value of data sharing for effective performance management, improved service delivery and improved efficiency**. Do more to show what can be done: publicise examples of local initiatives which have improved the quality and use of data for strategies, service delivery and performance management, highlighting the contribution of data sharing

- **Strengthen the NRU's ability to influence other departments in resolving critical data sharing issues which affect delivery of neighbourhood renewal** (eg. in widening access to the Jobcentre Plus GIS system and in improving the collection and use of BME data)

- **Consider developing a data quality toolkit on Renewal.net**, including content on data sharing (eg. relevant legal powers; tips on winning support for data sharing; use of protocols; links to local intelligence system sites and related emerging practice; case studies)

- **Disseminate this report** via Government Offices, Academy for Sustainable Communities/Regional Centres of Excellence and Neighbourhood Renewal Advisers – linked to associated learning activities on performance improvement and data analysis

- **Feed into the development of services provided through SELD** (the Supporting Evidence for Local Delivery project), eg. in publicising relevant local e-Government developments and seeking further good practice in data sharing

- **Use the report to inform planning of future Neighbourhood Renewal Delivery Skills courses** (eg. in 'Learning from What Works' courses)

- **Discuss findings with ONS Neighbourhood Statistics Service as an input to their plans for practitioner training and advice**, focusing on how NeSS can best support improved quality, sharing and application of data in the wider context of partnership performance management.

- **Organise an interdepartmental seminar to review the report's findings and highlight where cross-department action is needed** in support of data sharing for neighbourhood renewal

- **Develop and promote a short, Plain English guide, in conjunction with the Department of Constitutional Affairs**. This should seek to spread greater confidence in what is possible and lawful under the Data Protection Act and highlighting specific powers relevant to the neighbourhood renewal themes and their application. It should convey a positive slant in setting out what LSP partners can reasonably expect of each other in sharing data (addressing question such as, "What should I be able to offer? To what can I expect to gain access?") and deal with commonly asked questions.

1. Introduction

1.1 Data sharing: a building block for neighbourhood renewal

The National Strategy for Neighbourhood Renewal set out in 2001 an ambitious vision and programme to turn round the fortunes of the most deprived communities in England. One of the crucial building blocks for successful implementation was identified as the need for **better information**, to improve the ability to measure the gap between the poorest neighbourhoods and the rest of the country, and to inform strategy development, service design and delivery. The Strategy drew on the work of one of its Policy Action Teams (18) which concluded:

> *"Lack of information is a key part of the problem and better information must be a key part of the solution."*
> PAT 18 report, 'Better Information' (SEU, 2000)

Major developments on information for neighbourhood renewal have since been implemented at a national level, eg. the creation of the Neighbourhood Statistics Service (NeSS)[2] by the Office of National Statistics (ONS), and Floor Targets Interactive[3], by the NRU. Meanwhile, Local Strategic Partnerships (LSPs), neighbourhood partnerships and individual partner organisations have sought to address local needs for improved availability, access and use of data.

Needs for better information have been cast into sharp relief by LSP Performance Management Framework and Floor Target Action Planning processes and the Places Project in 2004 which have highlighted a range of weaknesses, eg. in baseline data, the adequacy of some data sets, obstacles to data sharing, and capacity for data analysis within partnerships. Many LSPs have identified in their Improvement Plans needs relating to better use of data, including more attention to 'drilling down' to neighbourhood level. Particular challenges have been highlighted further in the piloting by LSPs of NRU guidance on Ethnic Monitoring.

1.2 Data sharing for joined-up strategies and delivery

The very nature of neighbourhood renewal as a cross-cutting pursuit places a high priority on being able to draw effectively on data across all the neighbourhood renewal themes. Data sharing is thus at the heart of key concerns for local partners, such as:

on strategy

- are we doing the right things?

- are we targeting the right people? the right places? the right services?

- what impact are we having?

- how can we demonstrate to local people the value of what we are doing?

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2 www.neighbourhood.statistics.gov.uk

3 This enables monitoring of local progress against Public Service Agreement (PSA) Floor Targets.
   www.neighbourhood.gov.uk/page/asp?id=21

on operations

● are we doing things right?

● are we joining up our activities where this adds value?

● how well are we putting mainstreaming into practice?

The success of collaborative responses in tackling the problems of neighbourhood renewal areas can depend critically on the *quality* of data available. The Strategy Unit report (2005), 'Improving the prospects of people living in deprived areas in England' draws renewed attention to issues of LSP capacity to undertake robust analysis of data and of the quality of existing datasets. The PAT 18 report (1999) had earlier identified a number of serious barriers to better sharing of information, including:

● low priority given to small area information by data collectors

● confusion about the law on data collection and sharing of statistics

● poor geographical referencing of data (which makes it difficult to aggregate and compare data at different spatial levels)

> *"This is not to say that the information does not exist – somewhere. Government collects information about the people and the facilities in these areas all the time. But much of this information remains hidden away in the computers and filing cabinets of the people who collected it, unused because its owners did not know how useful it might be for other services to have access to it. Sometimes the owners had never been asked to share it, because no-one else knew they had the information. Sometimes it was not shared because someone thought wrongly that sharing statistics was illegal. Or sometimes it remained hidden away, unshared for a host of other reasons."*
> PAT 18 (1999) 'Better Information', p7

'Data sharing' is a live issue across the public service improvement agenda, notable in implementing e-Government strategy as well as, eg. for children's services in the wake of the Soham and Climbié inquiries. The Social Exclusion Unit also has a strong interest in the contribution that data sharing can play in improving services for excluded groups and ONS have been charged with providing national guidance on access to statistics. Data sharing in tackling crime and disorder is increasingly regarded as vital to improving performance and is enshrined in legislation through the 1998 Crime and Disorder Act.

The need for effective data sharing is all the greater with the introduction of Local Area Agreements (LAAs), which require for success a sound evidence base and cross-partner performance management systems. Such developments are in the context of the Treasury-led Devolved Decision Making Review[4] which highlighted the need for timely, regular and robust performance data to support performance management and for this data to be made available in ways which allow citizens to hold service providers to account. Implementation of the Gershon Review[5] on government efficiency is a further driving force, where public agencies will increasingly seek savings from better use of data.

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4 HM Treasury (2004) Devolving decision making: 1 – Delivering better public services: refining targets and performance management

5 HM Treasury (2004) Gershon Review: Releasing Resources for the Frontline

Data sharing is **not** an arcane subject, for technical analysts only – but rather a topic which goes to the heart of improving performance.

This report proceeds to explain our approach to the project and provides background on data sharing and data protection, including the legal basis. It then illustrates barriers to sharing and how partners in our fieldwork areas have sought to deal with these. We conclude with key messages for LSP partners and recommendations for action by Government Office North West and the NRU. Appendices include resources helpful in promoting data sharing.

6 ONS (2005) 'National Statistics: A guide to legally sharing data for statistics'
    www.neighbourhood.statistics.gov.uk/dissemination/Infor.do?infor=link.isp?page=DataAccess.htm

2. Project Approach

2.1 What has the project sought to do?

In commissioning this project, the Neighbourhood Renewal Unit (NRU) and the Government Office for the North West (GONW) have sought to:

- establish a clear understanding of the barriers to effective local data sharing for neighbourhood renewal at a local, regional and national level

- provide evidence of good and promising practice (including case studies for Renewal.net)

- identify critical success factors to help local partners develop effective approaches to data sharing and overcome barriers

- offer feedback to inform national policy development and future guidance

- make recommendations for regional dissemination

- provide value for the participating LSPs through short, locally tailored reviews identifying local issues, good practice and ways forward

Its focus has been primarily on the local sharing of local data, rather than being concerned with data sharing involving national data sets, the subject of recent consultation guidance from ONS[6].

2.2 How have we undertaken the project?

Our approach to the project has mainly involved fieldwork in four LSP areas (Liverpool, Manchester, West Cumbria and Wigan) during March and April 2005. These areas were identified in consultation with GONW to provide a mix of experiences in data sharing and in finding solutions to obstacles; a variety of geographies; and a range of involvement in neighbourhood renewal and related programmes such as Housing Market Renewal and Community Cohesion. Lead contacts were identified in each LSP who suggested possible interviewees best placed to comment on data sharing practices and issues. We sought a range, encompassing central research/performance monitoring staff, thematic analysts (eg. on employment, housing or public health) and a number of thematic partnership managers who could comment as data users. Given budget constraints on the project we did not seek to cover all the themes in each LSP area, though we ensured coverage of the themes across the four areas. During the course of our fieldwork, we identified additional interviewees with a particular contribution to make, eg. on data protection issues.

We proceeded to interview 57 people (see Appendix E for their roles and organisations). The interviews – predominantly telephone – covered data access and sharing matters (see Appendix F for our interview topic guide), concentrating on:

- Where is data sharing making a difference to strategies, projects and services? Where and how are data problems getting in the way of improving performance?

- What practices on data sharing have been adopted, what's worked and what hasn't?

- What obstacles to data sharing have been experienced, and how have they been overcome?

- What have been the keys to progress and what lessons can be learnt?

We sought through these interviews to probe for the *causes* of barriers, to understand *common factors and those particular to the individual areas* and to *draw out the learning* for wider audiences.

Over a quarter of the interviewees held corporate policy or regeneration posts in local authorities (some in LSP support roles), with interviewees from the crime reduction, employment/economic development and health themes accounting for six or seven interviewees each. The remainder of interviewees were drawn from housing and education themes, and from local authority officers with equality and diversity, ICT and data protection roles.

We also held group discussions in Manchester, West Cumbria and Wigan, involving LSP managers and relevant officers from partner bodies with performance management roles. Further interviews involved appropriate regional organisations (North West Regional Intelligence Unit, North West Public Health Observatory and North west E-Government Group). These were supplemented by extensive, primarily web-based research reviewing materials across a wide range of fields, including health, community safety, children and young people/education, e-government, housing, employment and enterprise. This has been important to understanding the different factors in play in relation to the principal neighbourhood renewal themes, and has informed our Appendices which provide a variety of resources to assist in promoting data sharing. It has also helped us develop a picture of current issues and developments relating to LSPs in other parts of the country.

Initial findings based on the first two thirds of interviews were presented to the project Advisory Group. These meetings generated substantial discussion and informed the completion of the research. Members of the Advisory Group included representatives of the participating LSPs, GONW (Neighbourhood Renewal and Knowledge Management), ODPM NRU Research and Development, Office for National Statistics, Department for Constitutional Affairs, ODPM Social Exclusion Unit, and the ODPM Local e-Government Unit.

In Chapter 3 which follows we proceed to provide background on data sharing and data protection. This highlights the ways in which data *sharing* can contribute to neighbourhood renewal strategies and delivery, and the potential benefits and associated costs and risks – before considering why data *protection* matters and the legal context. Chapter 4 then illustrates approaches to data sharing in the fieldwork areas before considering barriers and solutions found by LSP partners. Chapter 5 draws out our conclusions, recommendations and key messages for LSPs, GONW and the NRU.

3. Data Sharing and Data Protection: Background

3.1 Why does data *sharing* matter?

Contributions to strategy and delivery

Figure 1 sets out ways in which data sharing can contribute to neighbourhood renewal, in developing and implementing strategies, projects and service improvements. It provides a cyclical view of what is involved in managing neighbourhood renewal: identifying needs and opportunities, developing a vision of what partners intend to achieve, assessing options and agreeing priorities, establishing the actions and partner responsibilities in implementation, and monitoring and evaluating effectiveness. In each stage of the cycle, commitment to data sharing can help reinforce the *partnership* aspects of strategy formulation and delivery.

Figure 1: Contributions of Data Sharing to Neighbourhood Renewal Strategies and Delivery
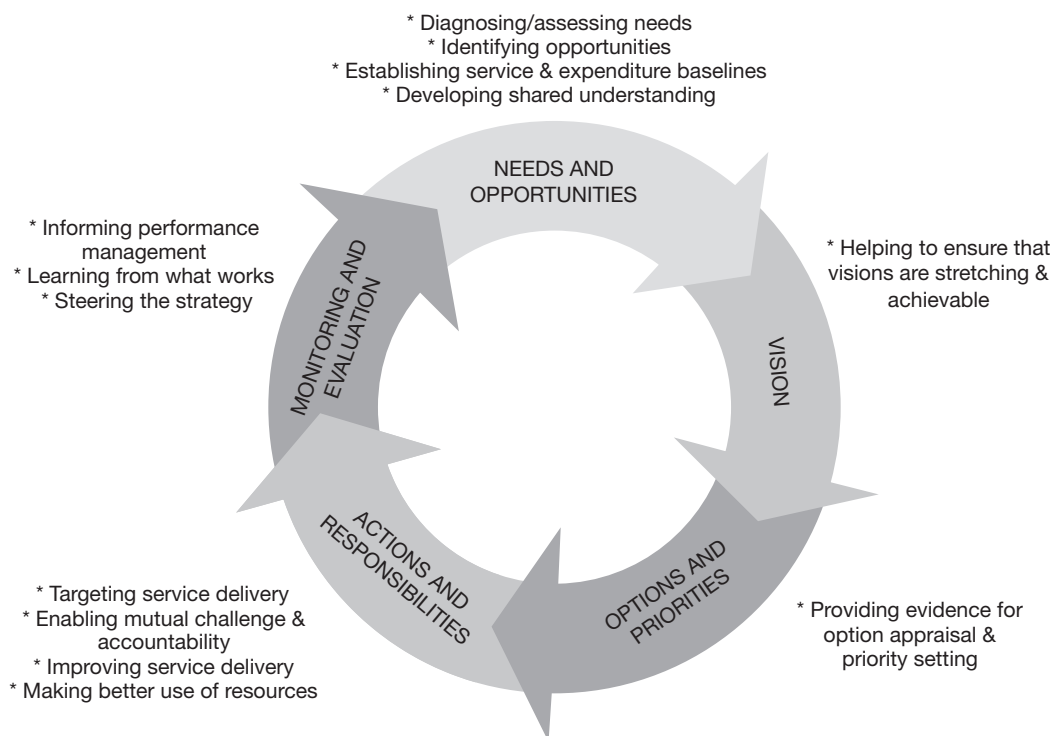
Notable themes for data sharing in the case study areas include:

understanding needs and opportunities

- tracking neighbourhood change and developing strategies for housing market renewal (eg. in Liverpool and Manchester)

- undertaking crime and disorder reduction audits (in all the areas)

targeting services

- helping people on Incapacity Benefit into work (in Liverpool and Manchester)

- identifying geographic 'hot spots' for crime and anti-social behaviour (all areas)

improving service delivery

- developing multi-agency services for vulnerable children and older people, implementing new legislative requirements (eg. under the Children Act 2004)

informing performance management

- undertaking LSP Performance Management Framework reviews and Floor Target Action Planning

- introducing partner-based systems (eg. in Manchester and Wigan) in support of Community Strategies

The development of Local Area Agreements and current proposals from ODPM and HM Treasury on performance management (Securing better outcomes: developing a new performance framework) are providing further impetus. In the background are concerns also that the Census 2001 will increasingly lose its value in presenting an up-to-date picture and that action will be needed to ensure that sufficient, adequate data are available for planning, delivery and reporting purposes[7].

Benefits and costs of data sharing

Figure 2[8] summarises the benefits that data sharing can provide, from the standpoints of local communities/service users, LSP partners/agencies, managers and staff. Understanding these different perspectives is vital in helping to ensure that the potential contribution of data sharing is realised. We discuss this later as a critical factor for successful data sharing.

7 Manchester City Council have been at the forefront of discussions with ONS about future Census planning, following significant population undercounting in 2001. ONS proposes moving towards a more integrated and flexible 'population statistics system', with a bigger role for local authorities, eg. in address list development and improving returns and data quality relating to 'hard-to-count' groups. See, eg. the presentation by Pete Benton, ONS to the LARIA Annual Conference in 2004 www.laria.gov.uk/events_f.htm

8 This is based on our literature review and interview findings. Examples of benefits from specific data sharing activities in the case study areas are provided in Table 1 below.

Figure 2: Benefits and Costs of Data Sharing

BENEFITS	COSTS AND RISKS
for local communities/ service users * improved services (eg, through seamless links between providers; time savings; services better tailored to individual need) * reduced requests for data *('data collected once and used many times')*	**for local communities/ service users** * fears of invasion of privacy by the State * concerns that confidential information could be improperly divulged and/or misinterpreted * distrust of how ICT could be used
for partner agencies * greater shared understanding * basis for joint planning * better targeting * efficiency savings * ('data collected once and used many times'; pooled resources; less duplicated effort) * reduced need to commission * research & consultancy	**for partner agencies** * loss of trust within communities served * additional costs associated with data sharing (eg, legal and compliance costs) * additional costs associated with partnership working (time as well as money; diversion from other priorities)
for staff * satisfaction in providing a better service * time saved * feeling of being part of a larger whole	**for staff** * extra work * increased paperwork * increased time absorbed in partnership working * fear of falling foul of legislation

3.2 Why does data *protection* matter?

In the eyes of many people working in neighbourhood renewal, data sharing may seem self-evidently a good thing, essential to successful joined-up working. However, this must be balanced with concerns to protect individual privacy, and to ensure that data sharing lies within the framework of administrative law which governs the work of public bodies. Within the public sector, some strong principles relating to citizen confidentiality exist, eg. amongst doctors for whom the trust of patients is critical their job. **Trust** is a critical concept in understanding data sharing issues: in appreciating why there need to be limits on data sharing, and in developing ways of ensuring that data can be shared in ways which do not lead to abuses.

These concerns – exacerbated by the speed of ICT development – led the Government to instigate a review of Privacy and Data Sharing by the Performance and Information Unit (PIU – Cabinet Office) in 2002. This was prompted in part by increasing public concern about the rapidity of IT developments and the impact they may have on individual privacy.

> **PIU Principles for Enhancing Privacy and Improving Public Services**
>
> - use the data available in the most efficient and effective way possible to achieve goals
>
> - adopt the least intrusive approach – ie, where the public sector can achieve improvements in services or efficiency without requiring more data and affecting personal privacy, it should do so, recognising that the protection of privacy is itself a public service
>
> - wherever possible, and where the benefits of better use of personal data are for the person using the service, give citizens more choice in the management and use of their personal data to deliver public services
>
> - ensure that where data are used or shared without the consent of the individual (for example, in law enforcement), there is openness, transparency and consultation in the policy-making process, striking a balance between individual rights and the wider public interest.

Source: PIU (2002)

The PIU concluded that significant changes were needed to build public trust; improve the accuracy and reliability of personal data held by the public sector; make effective use of new technologies to support more secure and joined-up data use; and achieve a clearer understanding of the legal framework – possibly with some legislative changes to create data sharing 'gateways'. Their report led to a work programme co-ordinated by the Department of Constitutional Affairs (as lead department on data protection issues), notable outputs of which were 'Public Sector Data Sharing: Guidance on the Law' (2003) and an on-line data sharing toolkit[9].

3.3 The legal basis for data sharing

The Data Protection Act 1998 (DPA) seeks to strike a balance between individual concerns and the common good, giving individuals certain rights regarding information held about them and placing obligations on those who process information. The definition of 'personal information' covers both facts and opinions about the individual.

Figure 3 sets out the sequence of questions which need to be addressed in determining whether any proposed data sharing can take place. (Readers are advised to refer to the ONS and DCA guidance mentioned above for a fuller explanation.)

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9 The Department of Constitutional Affairs has produced a Data Sharing Toolkit which can be found at www.dca.gov.uk/foi/sharing/toolkit/index.htm. This includes this guidance on data sharing and the law, along with advice on protocols, codes of practice, good management practice, and a library of materials.

Figure 3: Establishing the legal basis for sharing personal data[10]

Step 1	Do relevant powers exist?
Step 2	Does the data sharing comply with the Human Rights Act?
Step 3	Does the data sharing breach common law on confidentiality?
Step 4	Does the data sharing comply with the DPA?
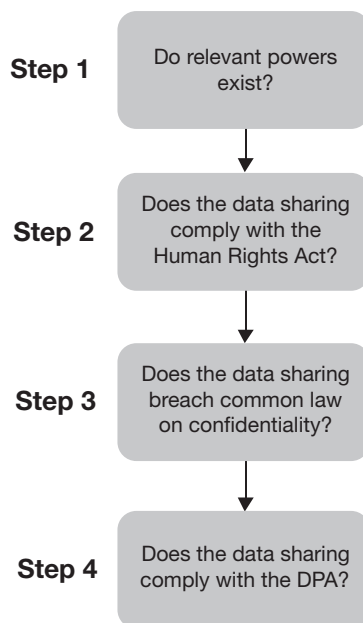
In considering **Step 1**, it is important to understand that there are no general powers available to statutory bodies such as local authorities to obtain, hold, process or disclose data. **In reviewing the scope for data sharing, it is necessary first to establish whether or not legal powers ('vires') exist to undertake the data sharing.** These powers may be derived from specific legislation, such as the Crime and Disorder Act 1998 or the Children Act 2004 (or statutory guidance in relation to such Acts), or from general enabling legislation such as section 2(1) of the Local Government Act 2000 whereby a local authority shall have power to do anything which they consider is likely to achieve the promotion or improvement of the economic, social or environmental well being of their area. In the case of Government Departments, powers may also be *implied*, the power to do anything that is necessarily incidental to their specific (or *expressed*) powers.

There are also limits to data sharing contained within specific legislation. For example, the Local Government Finance Act 1992 constrains the use or disclosure of data obtained for Council Tax administration solely for this purpose[11] [12]. Various statutes are interpreted as limiting the scope for data sharing by individual Government Departments: eg. the Department for Work and Pensions to employment, training and social security purposes only.

10 This is a simplified version of a flowchart which appears as Appendix 2 in Public Sector Data Sharing: Guidance on the Law, www.dca.gov.uk/foi/sharing/toolkit/lawguide.pdf

11 This was raised in Manchester as a significant constraint on understanding population change and the sustainability of neighbourhoods. Council Tax data are reckoned to be good quality (in terms of its currency and accuracy) and could enable analysis of household movement, patterns of benefit take-up, frequency of household turnover by neighbourhood, etc.

12 The Information Commissioner's Office has specific responsibilities for the promotion and enforcement of the DPA. Under the Act, the Information Commissioner may serve information notices requiring data controllers to supply him with the information he needs to assess compliance; and, where there has been a breach, serve an enforcement notice to ensure compliance with the law.

With regard to **Step 2**, data sharing must comply with Article 8 of the Human Rights Act 1998 (*"Everyone has a right to respect for his/her private and family life, his/her home and his/her correspondence"*), subject to exemptions relating to, eg. public safety and prevention of disorder or crime and the protection of the rights and freedom of others. **Step 3** relates to the common law in relation to protection of confidentiality – that is, the case law that has been built up over time.

The core to understanding what's possible at **Step 4** is the set of principles at the heart of the Data Protection Act. These include that data be:

- processed fairly and lawfully (Principle 1)

- processed for limited purposes only (Principle 2)

- adequate, relevant and not excessive (Principle 3)[13]

Importantly, Section 33(2) of the DPA allows (in the context of Principle 2) the further processing of personal data for *research* purposes which relate to the original purposes in collecting the data. This is provided that the data are not used in ways which lead to measures or decisions affecting particular individuals, nor used in ways which cause substantial damage or substantial distress to individuals. Appendix A sets out the DPA principles and draws out their implications for neighbourhood renewal.

There are additional arrangements in specific areas of the public sector to ensure high standards of information governance, such as Caldicott Guardians in health and social services organisations[14] whose task is to ensure that confidentiality is maintained, records are secure and well-managed, and staff understand their responsibilities for data protection.

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13 We give the full set of Data Protection principles in Appendix F, along with the main implications for neighbourhood renewal practice.

14 The role of Caldicott Guardians was introduced in NHS organisations following the Caldicott Report (1997) which made recommendations to improve the way the NHS handles and protects patient information. These were later introduced to Social Services authorities.

The scope of 'data sharing'

In considering 'data sharing' we did not seek to confine our research to a narrow definition of 'data', and used both 'information sharing' and 'data sharing' as largely synonymous terms in both interviews and web research.

We note, however, the distinction between *data* as raw facts, numbers, etc which is converted into *information*, and subsequently into *knowledge*, as processes of collation, categorisation, interpretation and analysis are applied.

In the legislative context, 'data sharing' relates to data/information which is processed or is intended to be processed by means of automatic devices, such as IT systems (automated data), or is recorded on a "relevant filing system" (manual data).

The data we are primarily concerned with in this project is what is sometimes termed 'local administrative data'. This may include, example:

- operational data – raw (eg. housing benefit data, crime incidents)

- operational data – processed (summary of housing benefit claims)

- relevant non-statistical information (eg. Ordnance Survey maps)

- official returns (eg. Section 52 statements on LEA expenditure and school budgets)

- survey data (eg. housing conditions)

- research – statistical (eg. retail impact)

- research – public opinion (eg. residents survey)

List based on categories proposed by Wigan BC categories (Information Sharing Group, 2000)

Distinguishing personal, non-personal and aggregated data

In seeking to understand data sharing issues, there are helpful distinctions to be made between 'personal' and 'non-personal' data, and that which is anonymised and/or aggregated:

personal data: relate to a living individual who can be identified from those data, or from those data and other information which is in the possession of, or is likely to come into the possession of, the data 'controller' or handler. This includes both factual information and expressions of opinion about the individual which affects their privacy (and which may relate to their personal/family business or professional capacity). *Covered by the Data Protection Act.*

non-personal data: eg. addresses, location of services, location of crime incidents. *Not covered by the Data Protection Act.*

anonymised or depersonalised data: any information that does not and cannot be used to establish the identity of a living individual, and has had all personal identifiers removed. *Anonymised data are still covered by the Data Protection Act where linking shared anonymised data may produce results that allow individuals to be identified.*

aggregated data: grouped together to the extent that no living individual (or business undertaking) can be identified from that data or any other data in the possession of, or likely to come into the possession of, any person obtaining that aggregated data. *There may be slight risk that individuals could be identified, and thus potentially contravene the DPA. A common rule of thumb in these circumstances is to ensure that data are not used or disclosed where numbers are less than six.*

4. Issues and Practices in Case Study Areas

4.1 Data sharing: some examples from the field

In undertaking our fieldwork, we found a wide range of practices in data sharing and a variety of barriers. In Liverpool and Manchester in particular, there were requests for clearer and more consistent guidance on data protection and data sharing. Patterns of response reflected to varying degrees the extent to which performance-oriented partnership working has developed in the four areas, within the context of the LSP overall and particularly within the context of thematic partnerships. These differences reflect a range of factors including specific legislation, national guidance, organisational cultures, incentives for performance improvement and local history of partnership working.

For some interviewees, obstacles to data sharing are very significant; while for others they are not, where they have found solutions to some of the common issues. Views also tended to reflect the roles and experiences of interviewees and whether they are interested in data sharing for strategic or operational purposes, or both.

Table 1 provides some brief examples of successful data sharing initiatives in the case study areas. Over and above the formal arrangements, we found other instances of informal data sharing, which tended to depend on the quality of personal/organisational relationships.

In the following sections we describe barriers reported by interviewees, and draw out practices adopted to overcome obstacles and make the most of data which can be shared.

Table 1: Examples of Data Sharing in Case Study Areas

Examples of Data Sharing	Benefits include:
Crime and Disorder Reduction	
• a core activity of all the Community Safety Partnerships linked to the LSPs, with examples including the GMAC (Greater Manchester Against Crime) system which enables practical problem solving/targeting (down to street level). Data from partner organisations across the criminal justice spectrum are also combined with socio-economic data in creating a Vulnerable Localities Index (VLI) to guide priority setting and problem-oriented policing practice.	• better understanding of needs, targeting and use of resources • use of VLI model for platform for wider analysis and prioritising (eg. involving Housing, Education and Health in developing the Local Area Agreements in Wigan)
Education/Children	
• Information Sharing and Assessment pilots, part of national programme implementing provisions in the 'Every Child Matters' green paper to ensure that every child at risk will be properly identified, referred to appropriate preventive services and that their progress will be monitored to ensure that they do not subsequently 'fall through the net' (Merseyside and Greater Manchester)	• faster responses to children in need • time savings, faster access to monitoring data
• e-networking infrastructure linking, eg. schools and LEAs and social services departments and providers (eg. in Cumbria)	• time savings • more up-to-date data for management and monitoring purposes

Examples of Data Sharing	Benefits include:
Employment and Enterprise	
• use of DWP claimant data in targeting neighbourhoods to address concentrations of people on Incapacity Benefit alongside Council data (Liverpool and Manchester)	• better targeting of worklessness initiatives
• collaborative approaches to surveys to provide a shared intelligence base (eg. Cumbria Household Survey)	• better use of resources • more robust, consistent methodology
• Liverpool Single Targeting Framework, developed to support performance management by the Liverpool Strategic Employment Partnership)	• improved quality of monitoring • 'bigger picture' of performance across partners • identification of work needed to improve data quality, eg. to reduce likelihood of double counting of outputs
Health and Social Care	
• Single Assessment Process introduced as part of the National Service Framework for Older People, aims to make sure older people's care needs are assessed thoroughly and accurately, but without procedures being needlessly duplicated by different agencies (Social Services and PCTs)	• improved service delivery by area-based multi-agency teams
• Innovation Forum investigation of emergency hospital readmissions of elderly people (Wigan)	• better understanding of the causes of 'bed blocking' • improved care packages
Housing	
• LAMP (Liverpool Asset Management Project), a 'data warehouse' to provide an evidence-based approach to housing market renewal, including modelling of neighbourhood change. It facilitates joint planning by the Council and Registered Social Landlords (RSLs), making use of regularly updated administrative data on vacant properties. Such data are used along with a further 26 socio-economic indicators to monitor housing market change, based on a Birmingham University typology for analysing areas at risk. Much of the data are stored at address or postcode level, using GIS allowing analysis or display to any spatial dimension from house to wider city	• better understanding of housing market dynamics • enhanced capability for monitoring progress towards Decent Homes PSA
• Tracking Neighbourhood Change (Manchester), a GIS-based programme review tool, developed to assess the impact of regeneration activity and provide an evidence base for future investment	• ability to compare areas on a relative and absolute basis and to determine whether an area is improving or in decline (and the contribution of renewal programmes to this)
• CORE (Continuous Recording of Core Lettings), developed originally in Manchester with Housing Corporation support for recording details of RSL and local authority tenancy changes. Tenant details are updated each time a property is let or sold, and as with LAMP, complementary socio-economic data are used to develop a picture of housing demand	• housing management tool for Registered Social Landlords and the City Council • ability to pinpoint of areas of high turnover or empty properties for further action

Examples of Data Sharing	Benefits include:
Partnership performance management	
• Performance Plus performance management system being introduced across LSP partners in Wigan	• partner access to performance data, integrated across Community Strategy themes – used in performance improvement planning
• Manchester Partnership Impact website, covering all thematic partnerships	• partner access to performance data, integrated across Community Strategy themes • ability to review ward data
• Liverpool Vision (urban regeneration company) and City Focus (City Council unit responsible for City Centre development): sharing of information regarding the progress of public funded projects in the city centre, using programme management software	• improved monitoring of City Centre renewal projects and linkages with priority communities
Cross-cutting analysis for community/neighbourhood renewal strategies	
• Merseyside Social Inclusion Observatory: focus for shared data and research on, eg. Floor Target-related research, BME groups, community engagement and best practice about social inclusion/exclusion	• better informed partnership decision-making • research resource in support of partner priorities
• West Cumbria resource mapping (project to identify the baseline of mainstream expenditure in Maryport and Cockermouth)	• partner data collated to demonstrate the scope for 'bending the spend' in line with neighbourhood renewal objectives

Further examples appear elsewhere in the report

4.2 Barriers to effective data sharing

Figure 3 on the next page summarises the barriers to data sharing that were identified by our interviewees. We have grouped these in relation to:

- sources of practitioner resistance and uncertainty about data sharing

- sources of organisational resistance and uncertainty

- the law and its interpretation

- partner systems and methods

- partner resources and capacity

This presentation helps to demonstrate how the factors are associated, and thus where attention may be needed in resolving particular data sharing issues – a theme to which we return in our conclusions. It highlights aspects relating to individual practitioners and to their organisations, along with powers, resources and methods – and implies that successful data sharing is likely to depend on action on a number of fronts.

We proceed to discuss the nature of the *main* barriers we found in the fieldwork under the headings of:

a) lack of confidence in what is lawful
b) uncertainties about what can and cannot be disclosed
c) legal interpretations

Figure 4: Barriers to effective data sharing
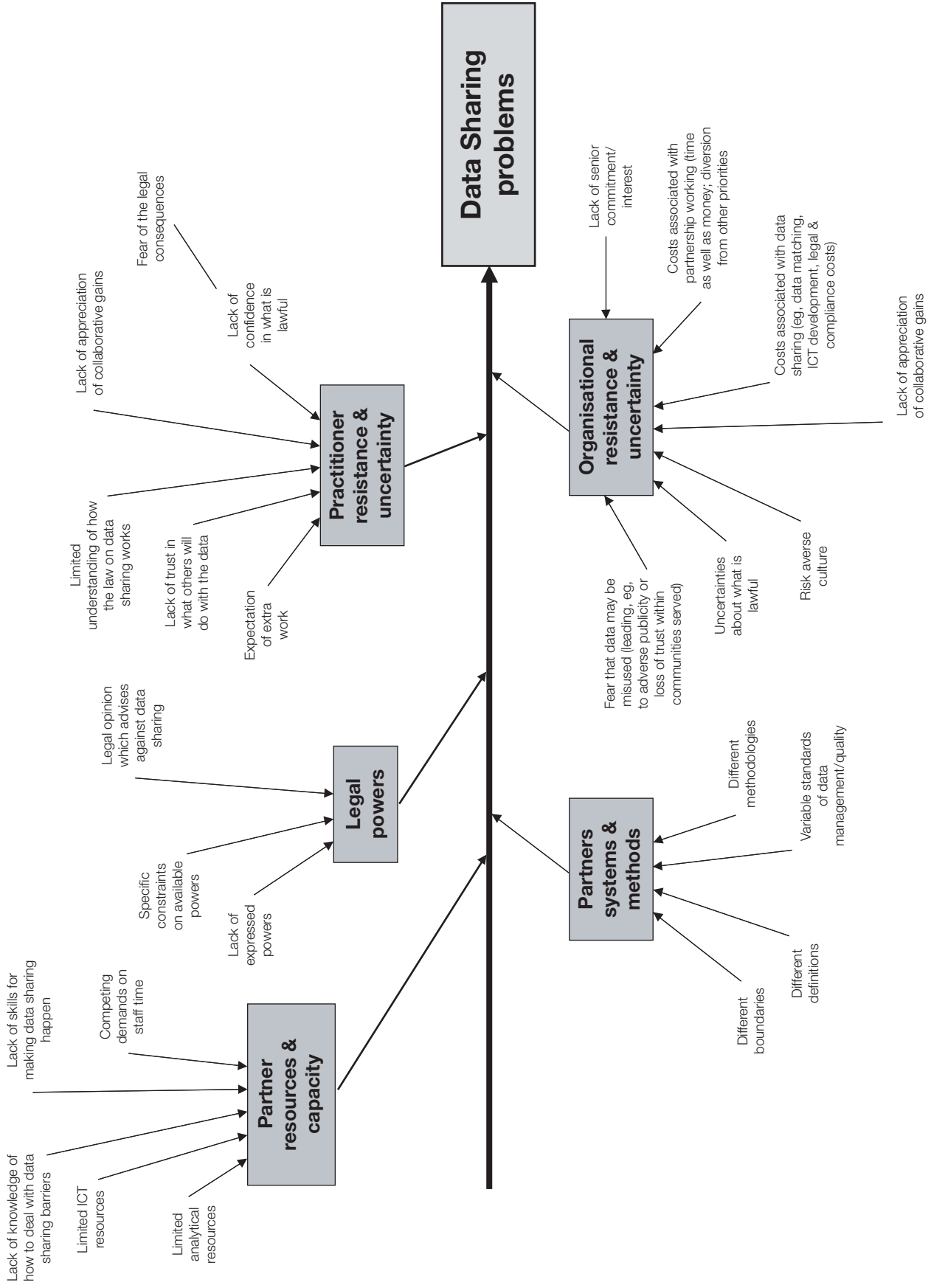
d) costs and risks in sharing data

e) differing definitions and methods

f) available resources and capacity

g) culture and attitudes

a) Lack of confidence in what is lawful

In relation to the **Data Protection Act**, a significant proportion of interviewees felt that it was not the existence of this legislation that was preventing data sharing, but rather it was the source of uncertainty in people's minds: *"what can we share and what can't we share?"*. This was then felt to lead to risk-averse behaviour, where it was easiest for people to say 'no' to data sharing requests.

> *"There's a lot of hiding behind the DPA. Partly the legal aspect, partly people are being 'less than adventurous', but also some use it as an excuse for not doing work."*
> Housing interviewee

We also encountered examples where there was confusion about what was a *Data Protection Act* issue and what in the first instance related to other legislation (such as those mentioned above relating to Council Tax records and benefits claimants).

In such circumstances, some interviewees advocated clearer and more consistent national guidance, expressing a wish that there should be more explicit direction from Government in support of data sharing. There were also calls for greater efforts to be put into raising awareness of existing guidance, and promotion by Government of messages that 'it's OK to share' (such advice would still have to stress the importance for public agencies of having relevant powers to allow data sharing, and why data protection matters). These requests sit alongside consistent recognition of the need for clearer guidance in a series of government reports, eg. from the Performance and Innovation Unit and the Social Exclusion Unit[15].

The Information Commissioner has acknowledged the need for plainer explanations of data protection legislation about need to minimise use of terms such as a 'data subject', the term used for the individual whose personal data are recorded. However, the DCA and the Information Commissioner both stress that cases need to be considered on their individual merits, and blanket instructions are inappropriate and inadvisable. The ability to give specific guidance is also constrained by the existence of little relevant case law and prosecutions by the Information Commissioner's Office (ICO).

b) Uncertainties about what can and cannot be disclosed

There are closely associated issues regarding *data disclosure*, with respect to protecting confidentiality. In the context of statistical analysis, the concern is to avoid the situation where an individual (or business) can be identified from aggregated data[16]. To prevent this

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15 See, eg. PIU (2002) Privacy and information-sharing: the way forward for public services www.number-10.gov.uk/su/privacy/downloads/piu-information.pdf; SEU (2004) Jobs and Enterprise in Deprived Areas www.socialexclusion.gov.uk/trackdoc.asp?id=281&pId=4

16 Such a circumstance for Government statistics would represent a breach of the guarantee in the National Statistics Code of Practice that *"no statistics will be produced that are likely to identify an individual unless specifically agreed with them"* (see ONS, 2004, National Statistics Code of Practice: Protocol on Data Access and Confidentiality). This protocol also requires that there is a direct, written access agreement to govern any release of data to a third party for each specific purpose.

happening, it is a standard practice in government to apply rounding in statistical tables. The basis of data release of national statistics can make it difficult to re-aggregate data or configure it to different geographies (for example, in Cumbria an important unit for comparative purposes is that of individual towns such as Whitehaven or Maryport, which provide a more locally appropriate basis for analysis than wards).

On a local level, there can be concerns or disputes about the minimum level of numbers which can be revealed – which has very real implications in neighbourhood renewal when, eg. partners want data at, say, Super Output Area[17] or postcode level for purposes of service targeting or reporting on progress in closing the gap on Floor Targets at a neighbourhood level. This has been commonly raised as an issue, for example, in reviewing performance on reducing teenage pregnancy or cancer rates.

In service delivery, there can be very grey areas regarding disclosure of data, those relating to children's services being the best-known. The Department for Education and Skills is currently working on guidance in the context of the Children Act 2004, to make it clearer how practitioners should act in critical or potentially critical situations. Widespread sharing is allowable for child protection reasons, and when staff have doubts, they may 'make it a protection issue' so that they can get the attention from other agencies they think the child needs. But it is easy to cross a line in which children (and their families) may be adversely labelled as 'problem' cases.

c) Legal interpretations

Several interviewees expressed concerns about interpretations of legislation by Government Departments and local public bodies.

The Department for Work and Pensions was a target of criticism by several interviewees for not allowing detailed access to the Work and Pensions Longitudinal Study (WPLS) and associated GIS software which has recently been trialled by Jobcentre Plus and is to be rolled out nationally. This database integrates data on benefits, employment, address, etc, and offers great scope for analysis in support of neighbourhood renewal, in targeting services, tracking neighbourhood change, etc. The situation perplexes practitioners who are aware of data sharing between unitary and district authorities and DWP on housing benefit through the RAT (Remote Access Terminal) system[18]. This, however, is governed by specific legislation, the Social Security Administration (Fraud) Act 1997.

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17 Super Output Areas (SOAs) are the basic geographic building blocks used by Neighbourhood Statistics for the collection and publication of small area statistics. They are used on the Neighbourhood Statistics site, and it is intended that they will eventually have wider application across National Statistics. Two 'Layers' of SOA have been introduced: a Lower Layer (mean population 1,500) and a Middle Layer (mean population 7,200) – and a further Upper Layer will be introduced in 2006. Unlike electoral wards (which range between a few hundred to 30,000 people), the SOA Layers will be of a more consistent size across the country, and will not be subjected to periodic boundary change.

18 Access to DWP/Jobcentre Plus statistics has been taken up by the NRU in the content of the Places Project which sought to overcome national barriers to more effective local performance. Aggregated statistics from WPLS are now being made available at SOA level – which is appreciated by Liverpool and Manchester partners, though there have been recent delays in supplying this data.

It was fairly common for interviewees to criticise Government Departments for their interpretations of the DPA when in fact the source of the barrier was to do with specific legislation. Several, however, made suggestions for legal changes, including, eg. the introduction of 'Chancellor of the Exchequer's Notice'-type provisions which are used to control release of business data[19].

DWP policy on data sharing has been strict, with the Department – on legal advice – taking the view that sharing can only take place where they have *expressed* legal powers to share data, not where powers can be *implied*. DWP's advice to staff is categoric, stressing that staff could be personally liable if they are found to have disclosed information unlawfully. Such instructions can contribute to what some interviewees observed occasionally as an 'atmosphere of fear', where there is an emphasis on what you can't do rather than what you can.

It is important to understand, however, that DWP has to tread a careful line with regard to the WPLS, as it could be regarded as affording opportunities for invasion of privacy and subject to public protest. DWP are mindful that a related project in Canada (the Longitudinal Labour Force File) had to be disbanded after a political outcry[20].

There have been many instances where health trusts have taken a narrow view of what can be shared, again, as above, on grounds of protecting patient confidentiality. Several interviewees pointed to different positions adopted by individual Primary Care Trusts (PCTs), for example, and there were observations that there have been significant barriers to data sharing *within* the National Health Service itself (eg. for PCTs accessing data from GPs and from Accident and Emergency departments). Sure Start in Manchester report that while one PCT is prepared to distribute Sure Start material to patients, another regards this as a breach of DPA Principle 2, that data be used for limited purposes only.

d) Costs (and risks) in sharing data

Actual costs in supplying and/or analysing data to be shared (eg. associated with reformatting, data cleansing, etc) can be considerable and a barrier which may be of particular concern for managers in partner agencies.

> *Producing data in different forms, for different purposes, for different people is extra work. Where there are issues of confidentiality it's important, and hence even more hard work*
> Health interviewee

Perceived costs in sharing data may also be a significant factor. These may stem from management concerns about what can be afforded, or from staff concerns that data sharing means extra work. Staff may be under much pressure, and requests for data sharing may be an unjustifiable addition to the priorities of their 'day job'. In Wigan, this was reckoned to have hindered the development of their Information Sharing Group.

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19 This relates to business statistics released under the Statistics of Trade Act 1947, as provided for under the Employment and Training Act 1973. Information that might disclose an individual undertaking may be allowed to "bodies who can demonstrate a need" for specific purposes, provided that their use does not allow the identification of an individual or undertaking.

20 For further information on access to DWP data, see 'National Statistics Code of Practice: DWP Compliance'. It should be noted that DWP will issue to Government offices for the regions, local authorities and Job Centre Plus a note on data sharing in November 2005.

Perceptions of costs may be associated with perceptions of *risk,* for example, that partners might misinterpret or otherwise misuse the data, or that information supplied to a partner may be made public under the Freedom of Information Act.

> *"People are cautious about sharing data where it enters the public domain, cautious about how it will be analysed, then how it will used, then how it will be displayed. Some are concerned that anything public that in any way brands an area or service as poor or problematic may end up being self-fulfilling."*
> Local authority interviewee

People may consciously or subconsciously weigh up the costs and the benefits of sharing data. In some instances, they may not appreciate the potential gains, from both the partnership point of view and their own organisational perspective (eg. in having to deal with fewer ad hoc requests for information). Or in some cases, they may expect to gain without contributing themselves (eg. the view of some organisations towards the production of the Cumbria Household Survey).

e) Differing definitions and methods

Interviewees cited many examples of *inconsistent definitions* (for example, of what constitutes 'healthy birth weights', or of 'anti-social behaviour') which made sharing difficult or impossible. There were similar concerns about different agencies working to *different boundaries or base levels of geography* when coding or analysing data. In Liverpool this was particularly marked, where, for example, the boundaries of the three PCTs do not match the seven Neighbourhood Management Areas established by the City Council. In relation to community safety in the city, fire station areas have not accorded with other boundaries[21]; police data are very specific (to a detailed grid reference) while relevant health data are aggregated and supplied covering much larger areas (at three-digit post code level). Some partner organisations in a given area may have preferences for analysis, for example, at three or six digit post code level, wards or Census Super Output Areas – or specific areas of their own (eg. Townships in Wigan; towns in West Cumbria). Aggregation of data is frustrated where uniform geographical references are lacking.

Experience in Liverpool in piloting the NRU's guidance on Ethnic Minority Monitoring highlighted serious weaknesses in data gathering in relation to BME groups, affecting the ability of partners to develop an effective evidence-based approach to promoting equality and diversity[22]. There has been a lack of consistent recording by, for example, RSLs and agencies such as Jobcentre Plus, and issues arising from how people classify themselves when asked to do so. Progress in ethnic minority monitoring was also constrained by relatively small numbers in specific groups in particular areas; this factor raised doubts about the reliability of data for analysis and ran into the disclosure issue mentioned above. In addition to BME monitoring difficulties, we also encountered examples of differing definitions and interpretations of (dis)ability.

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21 These are now being brought into line with the Neighbourhood Management Areas.

22 Liverpool case study: www.renewal.net/Documents/RNET/LSP%20Delivery%20Toolkit/EthnicityLiverpool.doc

Different definitions and methodologies (eg. in approaches to survey work) have led to varying degrees of frustration amongst interviewees, with common comments made about the difficulties of *"comparing apples and pears"*. This phenomenon has consequences for partner ability, for example, to develop concerted approaches to mainstreaming, for example, in assessing service resources and outputs in deprived areas, and in evaluating practices worth rolling out.

f) Available resources and capacity

Inadequate resources and capacity for data gathering, research and analysis were raised by several interviewees, inhibiting local ability, eg. to develop collaborative IT systems and data sharing arrangements, undertake larger surveys, and carry out analyses which cut across neighbourhood renewal themes (it is common for certain thematic partnerships to have access to analytical resources while others do not – even in the cities). Several analysts commented on the amount of time taken up by tasks such as data cleansing and reworking ward boundaries – which detract from time available for more added value work relating to strategies or problem solving. Some data *users* in LSPs commented on the scale of the job in gathering the data for LSP performance management review, which has limited partner time to reflect on what the data have to say. Others simply commented on the challenge of 'managing data overload' where they had more information than they felt they could handle.

In some cases, in-house analytical capacity is lacking entirely or almost entirely – with an example of one Jobcentre Plus district office having gained access to their GIS system but without staff locally with research skills to make use of the software. Local authority staff who could help are not allowed to do so.

Our interviews in Cumbria highlighted how much limited resources for research and analysis in such a two-tier area affect capacity for data sharing.

g) Culture and attitudes

Issues relating to culture and attitude intertwine the barriers described above. Further examples raised by interviewees included behaviours which display:

- a view that 'knowledge is power' and to be kept to oneself, one's team or organisation

- fears that shared data may highlight organisational weaknesses

- expectations that others will not be able to treat data with professional integrity and skill, using the data for the 'wrong' purposes or in inappropriate ways

  "Data literacy is a problem: how do you control what is done with data in the hands of those who don't have a clear understanding of how to derive the right meaning from it?"
  Local authority interviewee

- a lack of 'can do' attitude, where people are averse to taking risks, find reasons *not* to do things, or fail to see opportunities.

  "What's frustrating about sharing data is that people work in an 'atmosphere of fear', and one which emphasises what you can't do rather than what you can."
  Employment interviewee

There were also occasional references to deeply embedded attitudes and behaviours which are part of the culture in particular professions. We noted earlier the primacy accorded by doctors to protecting patient confidentiality[23] and several interviewees mentioned or alluded to significant challenges in gaining support from consultants and GPs for data sharing. It is one thing for managers in Primary Care or Acute Trusts to support data sharing; without the support of clinical staff such arrangements may come to nought.

A few interviewees also commented on a reluctance on the part of managers in some domains to accept the need for data sharing and analysis at neighbourhood level, because their traditional interest is in serving clients in need *wherever they live*. In one LSP area, sharing by front-line staff in neighbourhood renewal areas was contrasted with the unwillingness of some social services managers to accept the need for neighbourhood level analyses. This relates to other cases where interviewees felt that certain representatives of partner agencies have been slow to grasp the implications of neighbourhood renewal policies, or unsupportive of these goals.

Before going on to report on how LSP partners have sought to tackle these issues, we end this chapter with a quote which reflects some of these concerns and expresses a fundamental issue about the importance of organisational commitment:

> *"Corporate buy-in to effective data collection and analysis from key organisations is essential. Without this, nothing will happen. Currently a lot of strategic heads of departments don't know about data issues and have a limited knowledge about what is and is not there. Complementing this, data specialists, often one-man bands, are swamped with existing workloads and don't want any more. Hence nothing changes…"*
> Research interviewee

4.3 What have partners done to remove or reduce barriers?

Our interviews revealed a range of approaches and measures that organisations have taken to promote data sharing and overcome the barriers – at both strategic and operational levels.

These can be characterised under the following headings:

    i)   strategic leadership

    ii) partnership working

    iii) making the case for data sharing

    iv) building networks

    v)   formalising data sharing arrangements

    vi) common boundaries and definitions

    vii) ICT solutions

We have presented these findings as a set of critical lessons which readers can consider in relation to their own partnerships.

23 General Medical Council (2004) Confidentiality: Protecting and Providing Information
    www.gmc-uk.org/standards/confidentiality.htm

i) Strategic leadership

Local leaders can do much to create the conditions under which data sharing can thrive.

This is most marked in the case of Wigan where the need for robust evidence/intelligence was identified at the outset as a principle for successful implementation of the Community Strategy, and within the local authority, as essential for performance management.

Leadership behaviours which can assist the development of data sharing include:

- making the case for better information, including maximising the value of (shared) data

- encouraging a 'can do' approach (possibly in face of over-cautious advice from some lawyers or Data Protection Officers)

- supporting collaborative activity where this adds value (for their organisations and the partnership as a whole), helping partners understand the potential for mutual benefit

- promoting strategic connections, taking advantage of policy and funding opportunities (eg. in joining up LSP and Local e-Government agendas)

- asking challenging questions of each other about the robustness of local evidence, hidden costs where data sharing has not been developed, etc

- making use of major policy developments such as Local Area Agreements and government proposals for neighbourhood governance to argue the case for more joined up approaches to performance management and the use of evidence

The Places Project in Manchester[24] highlighted leadership issues in relation to the need for partners to understand better how much they have to rely on each other to help them achieve their own outcome targets, and Manchester Partnership Improvement Plan 2004 identified a need where *"front-line service deliverers – teachers, nurses, social workers, youth workers, police officers – must understand what we are trying to achieve and how their actions impact on the bigger picture"*. The report concluded that senior managers should provide greater support for staff in working with partners at a local level and in trying new approaches, and enable ways in which such staff can their say and influence thinking at a strategic level. Data sharing is one aspect of this.

Local leaders can also play their part in promoting evidence-based analysis, as part of developing a performance-oriented culture. In Wigan, the preparation of the State of the Borough report as an input for the review of the Community Strategy is widely regarded as helping partners develop more confidence in an evidence-based approach and give backing to the changes in direction embodied in the new Strategy. Members of the Wigan Borough Partnership devoted time to reviewing the implications of the report, and played an active role in further discussion and dissemination with thematic partnerships and the Community Empowerment Network. The local authority chief executive played a prominent role in this.

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24 This NRU project in 2004 aimed to gain a better understanding of the reasons for the gaps between local performance and key national floor targets, and to help speed up improvement to close the gaps. Manchester, Nottingham and Southwark were the places involved.
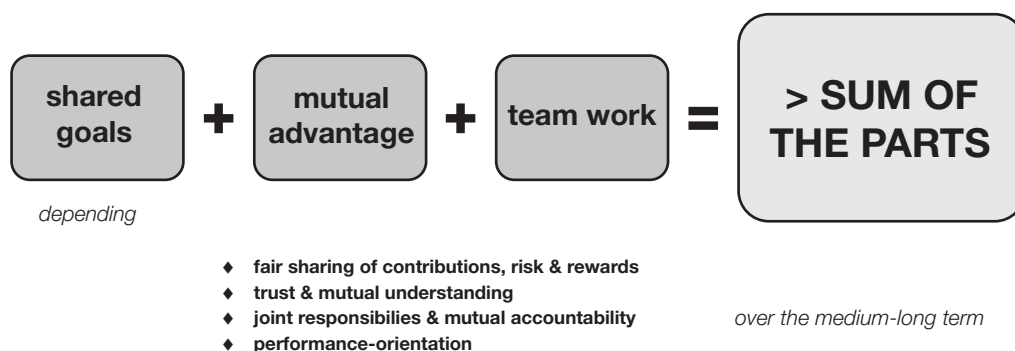
Leaders can make a difference as individuals within their organisations: we found cases where changes of chief executive in partner organisations brought about a positive shift in policy on data sharing and greater commitment to collaborative research and performance management.

ii) Partnership working

Much of the operational good practice relating to data sharing we encountered reflected good practice in partnership working more generally.

Figure 5 illustrates a set of partnership success factors characterising successful data sharing arrangements.

Figure 5: Partnership Characteristics in Successful Data Sharing Initiatives

shared goals + **mutual advantage** + **team work** = **> SUM OF THE PARTS**

depending

♦ **fair sharing of contributions, risk & rewards**
♦ **trust & mutual understanding**
♦ **joint responsibilies & mutual accountability**
♦ **performance-orientation**

over the medium-long term

Source: developed from EDuce (2001) Mutual Advantage

Successful partnership depends on a combination of *shared goals, mutual advantage* and *team contributions*. Only then is it possible for partners to achieve more than the *sum* of their individual parts – the added value of collaboration. It is not enough to have a common vision about how improved data should contribute to improved performance; there must be clear benefits to individual partners. If the partnership is not important to individual partners, why should they make a commitment?

Team work provides the opportunity to strengthen relationships, share perspectives and achieve what cannot be done individually (sometimes 'team work' may involve clear division of labour: successful partnership is not about working on everything together). Team work requires ability in managing differences and *solving problems* – not least instances of the data sharing obstacles we described in the previous chapter. Differences of view can be a strength – as a spark to creativity – provided that they are channelled constructively. There is typically much that partners can *learn* from each other and from partnering processes, which needs to be applied in *continuous improvement*: partnerships need to be worked at. And partnerships only succeed if partners are looking to the *medium to long term*. If it is a one-off situation, the temptations for individual partners to hold back and act in ways contrary to the interests of other partners may be too great. In this case, a partnership arrangement is likely to be ineffectual.

Fair sharing of contributions, risks and rewards is critical. Partnership depends on *joint responsibilities*, recognising how each partner depends on the others for successful outcomes. Each must be *accountable*, as organisations and individuals, to the others for delivering agreed tasks. This is inherent in a performance improvement culture, in which partners are oriented to finding practical, win-win solutions.

Openness in communications is essential, and lies behind the building of *trust*. Trust can take ages to build and moments to undermine. To build trust, partners have to do what they say they are going to do, do it well, and be constructive in their behaviour.

The importance of trust in the data sharing context cannot be overestimated, not least given the nature of the barriers described in the previous section which relate to people's reservations and fears. We found some specific examples of how proponents of data sharing had tried to tackle these:

- demonstrating integrity, eg. respecting confidentiality and keeping promises

- taking care how shared data is presented in any publication

- being responsive to partner concerns and taking care how shared data is presented in any publication

- giving partners the opportunity to comment on how their data is being used and interpreted, before publication

- winning and sustaining the support of their colleagues for data sharing

- policing their own organisation's adherence to partnership agreements, including data sharing protocols

We also found examples where some interviewees seemed to have little understanding of why certain partners appeared to be obstructive – failing, for example, to appreciate the necessary legal basis for this to happen, or their limited power to influence other parties such as GPs or headteachers.

Co-location of services, secondments, and 'hot desks' in partner organisations can all be means of fostering closer working relationships – though not necessarily sufficient in themselves to engender the partnership results wanted. Manchester has set up a Joint Health Unit (City Council and three PCTs working together on health inequalities) and the Liverpool First Group hosts the Healthy Cities Initiative. In both Liverpool and Manchester, interviewees commented on the value of a Jobcentre Plus secondee and also (in Manchester) on having a Police Inspector operating as a liaison officer based in the Council offices. Secondments may also prove useful in managing legal constraints on data sharing: for instance, it has been a common practice in CDRPs for a police officer to be based in a CDRP team to gain direct access to on-line police records which would not otherwise be available to a CDRP employee. A similar approach was tried in Southwark as part of the Places Project, where a Jobcentre Plus staff member was seconded to Southwark Council to carry out research tasks on worklessness including analysis of the Jobcentre Plus GIS system[25].

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25 Access to the GIS system was not made available in this instance. However, it demonstrates how secondment might be used to address a particular barrier.

iii) Making the case for data sharing

The need to make the case for individual partners to commit themselves to data sharing came up quite often in our interviews – and in several cases **helping the other party see the benefits from their own perspective** was what made the difference. For example, the telling argument for the Acute Trust in Wigan which led to the release of Accident and Emergency data to the CDRP was found in explaining how sharing could help them reduce bed blocking. The Trust could help by providing, for example, information relating to weekend nights on numbers of admissions, pubs or clubs involved, etc. This then enables the police to target venues, suggest introduction of plastic glasses, etc, potentially leading to a reduction in the number and seriousness of A&E admissions. This argument was needed despite the Trust having signed the CDRP data sharing protocol.

> *"It helped to revisit the arguments for data sharing: about what is required to meet strategic objectives rather being concerned with specific bits of information. It's wise not to assume that everyone understands why you need the data."*
> Community safety interviewee

Another Wigan example is where the support of sceptical staff in partner organisations has been won as a consequence of work to reduce avoidable emergency hospital admissions amongst elderly people. This involved creating and interrogating a large cross-partner database to identify all relevant individuals (whether known to Social Services or not), whether they have a package of care, whether this has been taken up (in part or in full), and whether there is scope in complex cases for chronic disease management in the community rather than in a hospital bed.

> *"We used the results to ask, what's going wrong with the system? What's happening when people are admitted to hospital? Is there more preventative work we could be doing, for instance in reducing the likelihood of falls?"*
> Social services interviewee

The database is being used to improve packages of care, and to underpin more integrated cross-agency team working at neighbourhood level. Staff have been able to see the benefits to clients, which has helped overcome their concerns about what it is lawful to share. A similar approach is now being adopted to work with the over 50s, as part of the borough's Older People Strategy.

In other areas, negotiation over resources has played a part: for example, Cumbria Drugs and Alcohol Action Team agreed Safer Communities Fund monies with the PCT in return for drug treatment data.

Skills in persuasion are closely linked to **skills in communication**, in that there are examples (especially in the crime reduction context) where analysts have been able to make data come to life in ways in which help audiences/readers see the point. **Evidence that data provided has been used well in research, analysis and decision-making has also helped reinforce support for data sharing and encouraged others.** This applies for front-line staff as well: in some areas, for example, beat officers gave higher priority to incident reporting than in others, where they appreciated how this helped them and their colleagues do their job more effectively.

iv) Building networks

Information sharing networks can play a helpful role in developing collaborative relationships and a vehicle for implementing joint projects.

In Wigan, an Information Sharing Group was established in 1999, bringing together interested parties from the Council, health authority, College and later, the Police, Council for Voluntary Service and other bodies. It pursued a number of tasks including the development of an Information Sharing Database (containing details for over 200 sources of service and research data and contacts, etc) and an investigation of data sharing issues. A related development has been a Consultation Database, intended to help council departments and partner agencies co-ordinate their consultations and minimise such calls on local people.

Benefits have included the development and strengthening of relationships and trust (many participants had had little or no contact with each other previously); shared learning; and a better understanding of common interests in research/analysis and the complementary information and skills that each had to offer. Another benefit was reckoned to be *"introducing people who didn't know each other but should".* At the time, the Group highlighted a large gap in knowledge about what information partners actually needed: *"When the question was put, 'what information do you need?', the answer invariably was 'what have you got?'".* This 'making do' approach has since been tackled to varying degrees across thematic partnerships.

Local partners now feel that the Group has served its purpose, having helped partners move on to a higher level of work on research, performance management and data sharing. The information sharing database continues to be maintained, though usage levels are now unknown.

Effective management of information sharing networks is essential. We have found instances in our wider research where such groups have had little direction or have been too large to achieve much. In Knowsley, for instance, in the context of developing the Local Area Agreement, an earlier group has been disbanded and a new, much smaller group formed, dedicated to developing common approaches, eg. on boundaries and definitions and resolving critical data sharing and access issues. Ensuring that such networks have a focus on performance improvement tasks is key to their value.

Sub-regional groupings are also acting as information sharing networks and mechanism for joint resourcing. Some of this is happening around the local e-Government agenda (eg. the East Lancashire e-Government Partnership has been developing e-consultation and local intelligence systems) and in services such as housing where sub-regional collaboration has been encouraged in the context of the North West Regional Housing Strategy. Interviewees in both West Cumbria and Greater Manchester commented on how housing interests in neighbouring areas have been coming together to explore common ground, including the need to adopt more consistent approaches on data issues and agree common research methodologies, eg. on housing needs analyses. Developments around sub-regional housing agendas may lead to shared resourcing arrangements; in Cumbria, say, with several authorities funding a small unit housed within a District Council. Another example of a vehicle for collaboration is the Merseyside Social Inclusion Observatory which partners are funding to undertake a commissioned work programme, eg. Floor Target-related research, especially with regard to BME groups, community engagement with excluded groups and best practice about social inclusion/exclusion.

The Regional Intelligence Unit (RIU) in the North West has an interest in promoting collaborative methodologies, though to date, smaller areas/neighbourhoods has not been a focus for them[26]. There may be scope to develop their role, with GONW leading on discussions with the RIU and NWDA (who host the RIU), possibly in the wider context of strategy for making the most of regional resources for evidence-based approaches, linking, for example with the SELD (Supporting Evidence for Local Delivery project[27]) and RENEW, the North West regional centre of excellence for sustainable skills.

v) Formalising data sharing arrangements

Data sharing protocols are increasingly common as a means of formalising data sharing arrangements.

Protocols can be used as a means of helping to build – and maintain – partnerships involving data sharing. These typically are drawn up for the specific purpose of clarifying the process and types of information that may be exchanged – important in *managing* the potential uncertainties about what is legal and what is not. As protocols, they are agreements rather than legally binding documents. They cover topics such as: the purpose, objectives and scope of the data sharing; principles and relevant legislative powers; partner undertakings; risk management/indemnity; and DPA compliance (including information security).

Protocols *can* play a major role in helping to ensure all those involved know what they can and can't do, and how they rely on each other for successful service outcomes and the maintenance of public trust. They have been widely introduced in the crime reduction field and increasingly in health and services for children and older people. In some areas, two or three tiers of protocol have been introduced or are proposed, differentiating between strategic, thematic and service level:

- an overarching protocol (as in Liverpool) where the agencies concerned agree a common set of principles under which they will share information with each other, with a commitment to ensure that these are practiced within their organisations.

- a middle tier focusing on specific purposes for data sharing, eg. crime reduction or protecting vulnerable people and involving a sub-set of the organisations signing up to the top-level protocol. This category defines the type of information to be shared and the purposes for which it can be shared.

- a third tier, setting out agreements for detailed requirements in managing data sharing processes, arrangements for gaining the consent of individuals to hold and share data, measures to protect confidentiality and keep information secure, etc.

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26 Regional Observatories in the South West and East of England have gone further than the North West RIU in their development as data warehouses (and more) bringing together relevant local, regional and national datasets and facilitating data sharing for research and analysis purposes relevant to neighbourhood renewal. The South West Observatory has developed collaborative relationships with 'local intelligence networks' on a county basis, which input to the regional system and co-ordinate local research and analysis. These have been supported by the South West RDA.

27 The SELD programme is being piloted in four regions – including the North West – to provide neighbourhood research support services. A report on the preliminary stage by York Consulting can be found at www.neighbourhood.gov.uk/document.asp?id=1515

In some fields, interviewees felt that protocols were *not* necessary, though there was common consent there needed to be shared understanding amongst partners of the critical issues and how to manage them. However, Sure Start in Manchester reckoned that they would have made more progress had they set up a protocol at an earlier stage.

As with any partnership agreement, there can be benefits in the process of developing the protocol, with partners gaining a better understanding of the issues, the perspectives of their counterparts, and how the partnership should work. The process can also help generate commitment, to the protocol as a whole and to actions partners need to take within their organisations to make sure that the protocol is made to work. Experience suggests that partners need to continue to work at protocols: there can be turnover amongst signatories and there may be periodic needs to ensure that staff appreciate the purpose and safeguards surrounding data sharing (as in the Wigan A&E case mentioned earlier). Undertakings in the protocol also need to be embodied in contractual or service level agreements where appropriate[28].

In the some contexts, the ramifications may be limited to a small number of staff, while in others, the protocol may be relevant to the work of a significant number of people, with implications for **staff induction and training**. This is all the more important where staff have to be able to act on their own discretion rather than apply blanket rules. Large numbers of people (especially in social services and education) have been trained in data protection and related matters. Numbers trained have been significant: over 600 in Wigan and over 4,000 in Liverpool, including staff in council one-stop-shops and in Registered Social Landlords.

Work on protocols can **assist partners in working through how best to manage data protection**, eg. in getting individual consent built into paper and on-line systems. This may be achieved through use of data protection statements (which provide individuals with information as to how, when and where their personal data will be used by partner organisations) presenting an 'opt-out' choice ('if you do not wish us to use your personal data for these purposes, then tick this box'). Where consent is required to process sensitive personal data, it is advisable to a different wording, inviting respondents to 'opt-in'. Consent is not required for sharing data which has been anonymised and aggregated in ways which minimise the risk of disclosing personal details.

Specific purposes for data sharing may be documented or implied (such that an individual could 'reasonably foresee' how their data might be used in future). As fresh consent must be sought if new uses have not been foreseen, it pays to consider these in advance.

vi) Developing common boundaries and definitions

Across the four LSPs there were several examples where partners had agreed **common boundaries and definitions to assist with data sharing and joined up service delivery** (eg. Jobcentre Plus and the Fire Service aligning local delivery boundaries with those of Liverpool City Council; Greater Manchester Police with Manchester Council wards). In some cases, proposals had not been taken as far as earlier envisaged, for instance, in Wigan where the Police had to allocate resources to combat crime in West Wigan rather than operate wholly on a Township basis.

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28 For more on data sharing protocols see the DCA Data Sharing Toolkit
    www.dca.gov.uk/foi/sharing/toolkit/infosharing.htm and the Crime Reduction Toolkit on 'Using Intelligence and Information' www.crimereduction.gov.uk/toolkits/ui00.htm

In Liverpool, members of the Strategic Employment Partnership have sought to improve their performance measures. They have adopted common operational boundaries and the development of a common 'Single Targeting Framework' has highlighted further work to be done in improving data quality, including addressing double counting of outputs (by the Council, Jobcentre Plus, regeneration partnerships and providers).

In introducing Super Output Areas (SOAs) as building blocks of the Census, the ONS has taken a significant initiative to support local data sharing, in that SOAs will not be subjected to periodic boundary changes (unlike electoral ward boundaries) and their use is promoted across government. There is also work underway in the national projects funded as part of the local e-Government strategy[29], eg. the National Land and Property Gazetteer and the LAWS project which (amongst other things) has been developing a taxonomy for local authority-related services. This ensures the use of common language and definitions in collaborative ICT projects including transactional services over the internet and customer relationship management.

vii) Developing ICT solutions

Opportunities presented in ICT development may offer significant possibilities for improving access to data, including new forms of data sharing.

These include:

a) development of Geographic Information Systems

In several areas, partners have been working collaboratively on GIS systems. These have the potential to act as a central source of information, provide a better understanding of the local communities and service users, facilitate joined-up working, and inform policy making, resource allocation and targeting. In the neighbourhood renewal context, their use is most developed in relation to crime mapping, which has been strongly supported by the Home Office. Application of GIS is also one of the priority outcomes set for local government as part of the national strategy for local e-Government.

Greater Manchester Against Crime (GMAC)[30] has a particularly well developed example of crime mapping, which brings together information from the health service, ambulance, fire and transport, probation, community safety and drug action teams, youth offending teams and local authorities – along with socio-economic data. Each piece of information is brought into a central 'data warehouse' and tagged with its source. The software then enables the user to select items to be mapped, eg. to identify 'hotspots' of offences using data which in some cases is 'real time'. Wigan Community Safety Partnership have made extensive use of the facility, which frees analyst time for more higher value research activity. (This was less possible in the past when more data inputting and cleansing, etc, had to be done locally). The GMAC system was used in late 2004, for example, in producing a 'Problem Profile' on anti-social behaviour, alongside targeted research including a street audit of hotspot areas.

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29 Signposts to further information on these developments are provided in Appendix D.

30 GMAC brings together Greater Manchester Police, all the Community Safety Partnerships in Greater Manchester and other agencies.

This is one of a rolling programme of profiles, which appeal to partnership members who value the use of evidence and practical recommendations for action. For the partnership team, GMAC provides a rich dataset, which helps them *"get closer to the problem every time we do an analysis"*. It has also helped them generate lively community interest in consultation meetings. Use of GMAC has helped street-based drug services recognise that they need to target areas in addition to Wigan town centre in prioritising their work.

In Liverpool, a neighbourhood information service on the Internet is being developed by the City Council using an interactive mapping system. Local users will be able to access information at a neighbourhood, ward and street level, report location-based incidents, provide performance data on services (at different geographical levels), and enable back-office service integration. This will build on the Council's customer contact centre and related e-government developments, and involve other partners including health and voluntary and community organisations. This project has taken its inspiration in part from the Citystats[31] website developed in Brighton and Hove. Citystats has cut through a significant obstacle to common database development in making use of proprietary software to anomymise partner data. It also 'cleanses' the data quickly (ie, in matching up and checking records) thus reducing another cost factor in data sharing.

In Manchester, 'Tracking Neighbourhood Change' is a GIS-based programme review tool, developed to assess the impact of regeneration activity and provide an evidence base for future investment. The system displays the current and former capital programme along with a number of indicators across four domains (housing, crime, education and worklessness). By assessing changes in these indicators at a local (sub-ward) level it is possible to compare areas on a relative and absolute basis and to determine whether an area is improving or in decline. When viewed in conjunction with the capital programme these indicators help to determine whether a regeneration scheme has been successful. Current plans include developing the necessary infrastructure to enable the system to be accessed by users across a number of sites in both Manchester and Salford. This should allow area-based staff flexible access to statistics and information via the web, with a further benefit of reducing calls on the time of central staff.

b) development of shared performance management systems

Wigan Borough Council has developed a sophisticated and effective performance management system, Performance Plus, which is now being adopted by partners on Wigan Borough Partnership (the LSP) for monitoring the implementation of the revised Community Strategy and Local Area Agreement. The Council has invested in a Virtual Private Network (a system which uses existing public telecommunications infrastructure to create a private, secure data network), as part of its e-Government programme. This will enable not only secure access by Council staff but also, importantly, by partners, and is expected to be a key to their active use of Performance Plus.

The Manchester Partnership is developing their Impact website (accessible to partners via an extranet), intended to support performance management and bringing together data relating to wide range of indicators at city and ward level. This has been developed with analysts working with each of the thematic partnerships, who have sought to tease out the key indicators.

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31 www.citystats.org

"Partners are starting to see how each other's performance can impact on their own, and has enhanced partnership working. There is more understanding and willingness to co-operate in looking at how departments and partners can help each other achieve their targets. This means that there is some more willingness to give time to performance management and what's needed in data terms."
Local authority interviewee

c) taking advantage of national developments in e-Government

In some instances, common software platforms have been introduced to enable information sharing, eg. the Greater Manchester e-Partnership (GMeP) adopted LGOL-Net (a national local e-Government project)[32] to support data sharing for children's services. This has enabled each of the agencies to maintain its own data in whatever format it wishes with no requirement for a shared database (and help to overcome some partner concerns about information security). LGOL-Net features as one element in the GovConnect programme (led by Bolton Council) which was launched in March 2005. This will enable customers to access a range of secure government information using a single set of credentials through the channel and at a time of their choice – and in so doing create a system for managing customer records which, with appropriate safeguards, could be more widely used in the context of data sharing and analysis. Smart card initiatives are also relevant, in providing a means to collect, store and share data about citizens, as well as the ability to monitor use or uptake of services, and target contacts with those who are missing out.

National Priorities for local e-Government

National policy on local e-Government has sought in variety of ways to promote data sharing, requiring local authorities to achieve relevant 'priority outcomes' and supporting ICT-based solutions through the national projects. Amongst the current set of Priority Outcomes[33] relevant to neighbourhood renewal are:

- local authority and youth justice agencies to coordinate the secure sharing and access to information in support of crime reduction initiatives in partnership with the local community

- public reporting/applications, procurement and tracking of environmental services includes waste management and street scene (eg. abandoned vehicles, graffiti removal…)

- public access to corporate Geographic Information Systems (GIS) for map-based data presentation of property-related information.

- systems to support joined-up working on children at risk across multiple agencies

- joint assessments of the needs of vulnerable people (children and adults), using mobile technology to support workers in the field

There is also a 'good practice' criterion as part of local authority self-assessment to stipulate an Information Sharing Officer (who may or may not be the Data Protection Officer). This is intended to ensure that someone is charged with a proactive responsibility for promoting data sharing and finding solutions to barriers.

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32 LGOL-Net is a from of 'middleware', software that sits between two or more types of software and translates information between them.

33 ODPM (2005), 'Defining e-Government Outcomes for 2005' www.localegov.gov.uk/en/1/ieg.html

4.4 Wider issues in relation to data access and analysis

Our research has highlighted a wider set of issues in relation to data access and analysis, which further **emphasise the need for LSPs to treat data quality and analytical capacity as strategic issues which affect their ability to manage performance effectively**. These issues include:

a) Data quality

- time lags in data availability (especially a complaint in relation to health, where many relevant statistics are supplied annually)[34]

    "The lack of more regular data makes strategic and resource decisions hard to anticipate, it's difficult to assess if results conflict with predictions and when strategic impact needs to be given time to work through."
    Health interviewee

- incompatibilities amongst of relevant datasets (time periods, definitions, geographies, etc)

- the adequacy of available data for a *neighbourhood* level of analysis (given issues relating to reliability of survey data and the presence of small numbers which require to be suppressed to avoid risks of disclosure). In the case of some thematic partnerships, data are not collected or available at neighbourhood level

- the accuracy of data collected (in some cases requiring considerable work to improve, eg. in the case of crime and Council Tax data in Liverpool)

    "Crime incident data input at police officer level not as good as needed for reliable analysis purposes. Sometimes it's inaccurate, sometimes it's incomplete. It may be partly because Police officers are interested in doing their job, catching criminals, not entering data into computers."
    Community safety interviewee

b) Data and performance management

- the adequacy of existing data sources for target setting and monitoring (an issue forcefully highlighted at national level by the National Audit Office in their review of Data Quality for Public Service Agreement targets)

- data gaps (eg. in relation to BME groups and disabled people) and an inadequate basis for tracking neighbourhood change

c) Capacity to use data effectively

amongst data users (eg. members of LSPs or thematic partnerships)

- perceptions that data users are seeking data to justify decisions, rather than inform strategies or projects before commitments are made

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34 For a fuller treatment of the issues regarding health data, see Buchan (2005).

- concerns about the capabilities of data users

  - are they asking the right questions?

  - how well can they interpret the data?

  - how well do they understand the basics of targets and data? For instance, are they clear about how the Worklessness Floor Target is defined, and how this differs from traditional ways of looking at labour market monitoring and strategies?

  - have they a sufficient level of statistical literacy?

  - where they need access to particular techniques or software (eg. GIS), are they competent in their use?

amongst data analysts

- limited awareness of how data sources across the neighbourhood renewal themes can be used to inform strategies and service delivery

  > *"It's hard to know what is and what's not there, and especially hard to know when new data sets come out."*
  > Regeneration interviewee

  > *"In the Housing Market Renewal context, there is much that health could provide to help everyone understand the health profile of particular areas and what makes for healthy housing conditions. But it currently looks as if data are requested on a tokenistic basis, with people saying, 'we'd better have some health figures'. It's not done strategically enough.*
  > Regeneration interviewee

- insufficient priority to explaining to others how their own datasets can be used most productively

- lack of understanding of the objectives and methods behind data gathered/analysed in themes other than their own, when used for cross-cutting purposes

- underdeveloped skills in communicating findings to lay audiences (manifested in part in overuse of jargon) and in drawing out policy implications

These issues and needs raise topics for the content of performance improvement and learning plans developed by LSPs to address their internal needs, and also for planned training to be offered by Neighbourhood Statistics in implementing one of the recommendations of the PAT 18 report[35] (which may cover, eg. training and training materials related to data sources, analysis and interpretation, and use of the NeSS website).

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[35] Recommendation 17: "ONS should play a lead role in providing training and technical support in the use and interpretation of data."

5. Key Messages and Recommendations

5.1 Some brief conclusions

Progress made on data sharing

Our fieldwork has shown that progress on data sharing has been made in the four LSP areas – most notably in relation to crime and disorder where there is a clear legislative basis for data sharing. Developments at a national level have ensured that there is now much readier access to neighbourhood statistics – though concerns remain about the availability and currency of some datasets, especially in health, and about weaknesses, for example, in the Labour Force Survey for Floor Target monitoring at neighbourhood level.

Some data sharing problems are very technical in nature and difficult to overcome, whereas others are more *management and skills issues*. 'Good practice' can be a matter of attitude... spotting connections, looking for ways round apparent obstacles, taking a positive approach to partnership working and 'giving to gain'. Management solutions may include both informal activities (eg. team building) and formal arrangements (eg. data sharing protocols).

There are common issues across the four areas, where in each LSP the performance management process has raised concerns about data quality and availability, especially at neighbourhood level, with needs to improve local ability to track neighbourhood change and assess progress in closing the gap for the poorest neighbourhoods. Some aspects of for data sharing have been little explored, eg. in sharing data on mainstream resource inputs and expenditure.

Persistence of barriers

While there has been this progress at national and local levels, many of the barriers originally identified by Policy Action Teams during the development of the National Strategy for Neighbourhood Renewal persist. Most notably these relate to uncertainties in the minds of practitioners surrounding the Data Protection Act and powers existing in administrative law which permit data sharing – factors reckoned by most interviewees to be stronger than resistance to the practice of data sharing per se. It was clear that many interviewees did not have a full appreciation of data sharing powers and attributed difficulties to the DPA itself rather than issues concerning powers available to public bodies.

At a national level, within government and national bodies such as the IDeA, there are continuing and major concerns about the extent to which legislation combines to restrict data sharing, and criticisms that national guidance from the DCA and ICO is too general. Across many fronts, there are calls for changes in legislation (eg. in relation to the Council Tax), in government regulations or in the interpretations of powers (as in the case of DWP and the Work and Pensions Longitudinal Study).

It is worth reiterating one important area where the DCA is unequivocal, that of use of (suitably anonymised) data for research purposes:

> *"[An area] of particular concern is that of sharing personal data for statistical purposes. In practice we do not see this as an area of difficulty. If the data to be shared is fully anonymised, then no problems should arise: if the need is for personal data on identifiable individuals, then the sharing should be approached in the same way as for any other circumstances, as explained in this guidance, i.e. with a clear basis in law and with proper regard for Human Rights, confidentiality and the requirements of the Data Protection Act 1998."*
>
> DCA, 'Public Sector Data Sharing: Guidance on the Law' pp6-7

Ways forward

A clear conclusion from the fieldwork is that data sharing is proving less of a problem where performance-oriented partnership working is more developed. It is not that, there, issues have been swept under the carpet, but rather there has been leadership, partners have seen the benefits (though some have had to be persuaded!), and data protection concerns and requirements have been effectively managed.

A performance culture within an LSP, actively and consistently supportive of data sharing, is not something which can be achieved quickly, and it can be difficult to determine what actions are likely to make most difference, quickly, in circumstances where such a culture has yet to develop. The Key Messages below for LSPs provide pointers for reflection and action – both in relation to strategic leadership and the practical steps that practitioners can take to sell the benefits of collaborative approaches to data gathering, sharing and analysis. We also make recommendations for action by GONW and the NRU.

5.2 Key messages for LSPs

for those in strategic leadership roles

- **Take a strategic view of data quality for performance improvement**, identifying future requirements for data access and quality to underpin strategic decision-making, service improvement, tracking of neighbourhood change, robust performance management and public accountability

  – be prepared to make necessary resources available, pool these where possible and relevant. There may be local scope for freeing up resources through partner-based efficiency reviews of data gathering and analysis.

  – ensure that associated learning needs are identified and addressed (for those involved in developing and implementing data sharing initiatives *and* amongst data users)

- **Help create the conditions for more effective data sharing**:

  – argue the case for more joined-up approaches to performance management and the use of evidence

– foster a 'can do' approach (while respecting the reasons for protecting privacy)

– support collaborative activity where this adds value, helping partners understand the potential for mutual benefit

– consider adopting a high level data sharing protocol (to facilitate data sharing in different areas of partnership business)

– promote connections to be made, playing on policy developments such as Local Area Agreements and neighbourhood governance, and joining up LSP and local e-Government agendas

– give *personal* support to staff pursuing innovative approaches to improving data quality and resolving data sharing barriers

– promote learning on data sharing, data protection and analysis across themes (eg. drawing on the experience and good practice in CDRPs in crime mapping)

– ask challenging questions of each other: eg. are we doing enough to strengthen our data resources and capacity to use them? Where is the data to back up the targets we are setting, or the options we are considering?

- **Appreciate the high level issues relating to data sharing and data protection** – including powers under administrative law relating to public bodies and the scope for lawful sharing under the DPA

for those in delivery and analytical roles

- **Invest time in building relationships with partner agencies**, in ways which will build the mutual understanding and trust necessary for successful data sharing:

  – seek to understand what drives and constrains the priorities and behaviours of partner organisations, and thus their attitudes towards data sharing

  – act in ways which give others confidence in the integrity of your use of data (in, eg. consulting data sources on use of the data supplied; ensuring data quality standards are maintained in one's own organisation; and showing how shared data has been used)

- **Ensure that you – and your partners – understand the legal basis for data sharing**, including the specific powers which apply in any given context

- **Develop capabilities in negotiating and persuading**:

  – understand how to make the business case for ICT and other developments which will strengthen data quality

  – appreciate the concerns of other parties and put forward compelling cases for data sharing

– gather evidence of data sharing benefits to use in making the case, along with the arguments in response to concerns about, eg. personal confidentiality and information security. Identify hidden costs of *not* sharing data

– develop these skills as part of wider skill sets for multi-agency project working (including, for example, change management and stakeholder analysis)

- **Make the most of opportunities for co-location, secondments and 'hot desk' arrangements** where these will promote joined-up working and help overcome barriers to collaboration, including data sharing

- **Develop action-oriented information sharing task groups**, to plan improvements in data quality and access and act on local data sharing barriers (eg. ensuring greater awareness of data held and their relevance to partnership working; agreeing common definitions and boundaries; assessing software which can enable anonymised sharing of data)

- **Formulate specific protocols to strengthen data sharing arrangements** (where warranted) and ensure that all staff involved understand their rationale and their personal responsibilities

- **Plan ahead in setting up data gathering systems**: build in consent requirements to cross-agency access for stated purposes and flag possible future uses

- **Explore scope for greater collaboration in research and analytical practices** (across themes, across areas). Identify cost-effective ways of making more of existing local datasets

- **Keep up-to-date on national developments which offer potential for improving data access and data sharing**, especially relating to local e-Government and Neighbourhood Statistics

5.3 Recommendations for government

Government Office for the North West

- **Promote collaborative approaches to surveys, data methods and data access** (eg. as emerging for sub-regional housing strategies). Explore with the Regional Intelligence Unit, NWDA and North West Public Health Observatory how this can be facilitated

- **Promote connections across government policy areas which can reinforce the case for LSP partners giving higher priority to improving data quality and sharing** (eg. through Supporting Evidence for Local Delivery, North West e-Government Group, the Local Government Capacity Building programme, Regional Intelligence Network and the ChangeUp programme for developing the infrastructure of the voluntary and community sector)

- **Ask questions in LSP performance reviews** which challenge partners on how they are seeking to improve data quality and data sharing as an element in developing a performance culture

- **Strengthen in-house ability to alert and signpost partnerships** to developments in data sharing and in local intelligence systems

- **Organise an LSP Network workshop and/or an action learning set** on local intelligence systems/how data sharing can support LSP work on tracking neighbourhood change and assessing impact

- **Publicise national developments which offer potential for improving data access and data sharing**, especially relating to Neighbourhood Statistics and local e-Government

NRU

- **Promote the value of data sharing for effective performance management, improved service delivery and improved efficiency**

  - Do more to show what can be done: publicise examples of local initiatives which have improved the quality and use of data for strategies, service delivery and performance management, highlighting the contribution of data sharing

- **Strengthen the NRU's ability to influence other departments in resolving critical data sharing issues which affect delivery of neighbourhood renewal** (eg. in widening access to the Jobcentre Plus GIS system and in improving the collection and use of BME data)

- **Consider developing a data quality toolkit on Renewal.net**, including content on data sharing (eg. relevant legal powers; tips on winning support for data sharing; use of protocols; links to local intelligence system sites and related emerging practice; case studies)

- **Disseminate this report** via Government Offices, Academy for Sustainable Communities/Regional Centres of Excellence and Neighbourhood Renewal Advisers – linked to associated learning activities on performance improvement and data analysis

- **Feed into the development of services provided through SELD** (the Supporting Evidence for Local Delivery project), eg:

  - publicise relevant developments in local e-Government and progress on data sharing matters at a national level

  - gather further evidence of data sharing good practice and barriers through SELD pilot work programmes

- **Use the report to inform planning of future Neighbourhood Renewal Delivery Skills courses** (eg. in 'Learning from What Works' courses)

- **Discuss findings with ONS Neighbourhood Statistics as an input to their plans for practitioner training and advice**, focusing on how NeSS can best support improved quality, sharing and application of data in the wider context of partnership performance management.

- **Organise an interdepartmental seminar to review the report's findings and highlight where cross-department action is needed** in support of data sharing for neighbourhood renewal.

- **Develop and promote a short, Plain English guide, in conjunction with the Department of Constitutional Affairs**. This should seek to spread greater confidence in what is possible and lawful under the Data Protection Act and highlight specific powers relevant to the neighbourhood renewal themes and their application. It should convey a positive slant in setting out what LSP partners can reasonably expect of each other in sharing data (addressing question such as, "What should I be able to offer? To what can I expect to gain access?"), and deal with commonly asked questions.

Appendix A

Data Protection Act Principles and Neighbourhood Renewal

	Data Sharing Principle	Main Implications for Neighbourhood Renewal
1)	**Fairly and lawfully processed**	
	Personal data shall be processed fairly and lawfully and, in particular, shall not be processed unless (a) at least one of the conditions in Schedule 2 for fair processing is met, and (b) in the case of sensitive personal data, at least one of the conditions in Schedule 3 is also met *(see list below the table)*	Service users should be informed: • why the information is being collected • what is to be done with it • with whom the data may be shared
2)	**Processed for limited purposes only**	
	Personal data shall be obtained only for one or more specified and lawful purposes, and shall not be further processed in any manner incompatible with that purpose or those purposes.	• The information may only be used for the purpose(s) for which it was obtained • Anticipate and gain consent for likely future purposes • Research and statistical purposes, in keeping with the original purposes and using anonymised data, are acceptable – provided that the data are not processed (a) to support measures or decisions with respect to particular individuals, or (b) in such a way that substantial damage or distress is, or is likely to be, caused to the individual(s) concerned
3)	**Adequate, relevant and not excessive**	
	Personal data shall be adequate, relevant and not excessive in relation to the purpose or purposes for which they are processed.	• Only information required for a particular task(s) may be collected and kept
4)	**Accurate and up-to-date**	
	Personal data shall be accurate and, where necessary, kept up-to-date.	• Care must be taken in recording and inputting information to ensure accuracy • Existing records should be thoroughly checked before creating new ones • At each contact, service users should be asked to confirm their details – name, address, telephone number etc • Data collection, coding, analysis, audit and standards
5)	**Not kept longer than necessary**	
	Personal data processed for any purpose or purposes shall not be kept for longer than is necessary for that purpose or those purposes.	• Keep to 'destruction' deadlines • Timetable in regular housekeeping/spring cleaning of data held (don't keep them in case it might be useful one day)
6)	**Processed in accordance with individual rights**	
	Personal data shall be processed in accordance with the rights of data subjects under this Act.	• An individual has the right to ensure that decisions involving their personal data are not the sole basis by which decisions which significantly affect them are made • Personal data which is inaccurate may be rectified, erased, blocked or destroyed – also if this has resulted in an expression of opinion which may be based on inaccurate data • Data subject = individual for whom a record has been created

	Data Sharing Principle	Main Implications for Neighbourhood Renewal
7)	**Secure**	
	Appropriate technical and organisational measures shall be taken against unauthorised or unlawful processing of personal data and against accidental loss or destruction of, or damage to, personal data.	• Need to keep personal information secure to prevent the harm which may result in unauthorised disclosure. • Where data are to be transferred to contractors/consultants, there should be a written agreement under which, as a minimum, the contractor/consultant agrees only to process personal and sensitive personal data in accordance with the disclosing organisation's instructions, and to take appropriate technical and organisational measures to keep data secure
8)	**Not transferred to other countries without adequate protection**	
	Personal data shall not be transferred to a country or territory outside the European Economic Area unless that country or territory ensures an adequate level of protection for the rights and freedoms of data subjects in relation to the processing of personal data.	• For information on websites – gain consent first

Conditions of Fair Processing

At least one of the following conditions must be met for personal information to be considered fairly processed (Section 2):

1. the individual has consented to the processing
2. processing is necessary for the performance of a contract with the individual
3. processing is required under a legal obligation (other than one imposed by the contract)
4. processing is necessary to protect the vital interests of the individual
5. processing is necessary to carry out public functions, eg. administration of justice
6. processing is necessary in order to pursue the legitimate interests of the data controller or third parties (unless it could unjustifiably prejudice the interests of the individual)

Specific provision is made under the Act for processing **sensitive personal information** (Section 3). This includes racial or ethnic origin, political opinions, religious or other beliefs, trade union membership, physical or mental health condition, sex life, criminal proceedings or convictions. In such instances, at least one of several extra conditions must be met:

● having the explicit consent of the individual

● being required by law to process the information for employment purposes

● needing to process the information in order to protect the vital interests of the individual or another person

● dealing with the administration of justice or legal proceed

The full text of the Data Protection Act 1998 can be found at
www.hmso.gov.uk/acts/acts1998/19980029.htm

The table based in part on Information Governance training provided to Wigan Council staff. Reproduced with thanks to Kathryn Kavanagh, Wigan Council.

Appendix B

References

Author	Year	Title	Link
Buchan, I	2005	Timely Interactive Health Intelligence – A Shared Need of Public Services and Science (paper to LARIA conference on Local Health Indicators from the Census)	www.laria.gov.uk/content/articles/local_ health_indicators_seminar/pdfs/buchan. pdf
Cabinet Office	2005	Making a Difference: Bereavement	www.cabinetoffice.gov.uk/regulation/ documents/pst/pdf/bermain.pdf
Department of Constitutional Affairs	2003	Public Sector Data Sharing: Guidance on the Law	www.dca.gov.uk/foi/sharing/toolkit/ lawguide.pdf
Department for Education and Skills	2004	Managing Information Across Partners: Data Sharing Framework	www.dfes.gov.uk/learning&skills/docs/ MIAP%20Data%20Sharing%20 Framework%20FINAL.doc
Department of Health	2005	Creating a Patient-led NHS – Delivering the NHS Improvement Plan	www.dh.gov.uk/PublicationsAndStatistic s/Publications/PublicationsPolicyAnd Guidance/PublicationsPolicyAnd GuidanceArticle/fs/en?CONTENT_ID=41 06506&chk=ftV6vA
Department of Work and Pensions	2004	National Statistics Code of Practice: DWP Compliance	www.dwp.gov.uk/asd/compliance_state ment.pdf
General Medical Council	2004	Confidentiality: Protecting and Providing Information	www.gmc-uk.org/standards/ confidentiality.htm
HM Treasury	2004	Devolving decision making: 1 – Delivering better public services: refining targets and performance management	www.hm-treasury.gov.uk./media/9B9/26/ devolving_decision1_409.pdf
HM Treasury	2004	Gershon Review: Releasing Resources for the Frontline	www.hm-treasury.gov.uk./media/B2C/11/ efficiency_review120704.pdf
Information Commissioner	2004	Council Tax: secondary use of personal information held for the collection and administration	www.informationcommissioner.gov.uk/c ms/DocumentUploads/Secondary%20u ses%20of%20CT%20data.pdf
Information Commissioner	2005	Make Data Protection Simpler	www.informationcommissioner.gov.uk/ cms/DocumentUploads/make%20dp% 20simpler%20final%20project%20report .pdf
Jill Dando Institute of Crime Science	2005	Crime Mapping: Improving Performance (A good practice guide for front line officers)	www.jdi.ucl.ac.uk/crime_mapping/crime _mapping_guide/index.php
Manchester Partnership	2004	Places Project: Manchester Floor Target Action Plan	unpublished
National Audit Office	2005	Public Service Agreements: Managing Data Quality – Compendium Report	www.nao.org.uk/pn/04-05/0405476.htm
Neighbourhood Renewal Unit	2005	Race Equality Action Plan	www.neighbourhood.gov.uk/publication s.asp?did=1432
Neighbourhood Renewal Unit	2005	Ethnic Minority Monitoring Guidance – Benefit	www.neighbourhood.gov.uk/publication s.asp?did=856
Neighbourhood Renewal Unit	2005	Ethnic Minority Monitoring Guidance – Involvement	www.neighbourhood.gov.uk/publication s.asp?did=857

Author	Year	Title	Link
Neighbourhood Renewal Unit	2005	Ethnic Minority Monitoring – Report of LSP pilot project (plus individual pathfinder reports)	www.renewal.net/lsp/Nav.asp?Category =:toolkits:LSP%20Delivery%20Toolkit: The%20Business%20of%20Delivering %20Neighbourhood%20Renewal
NHS	1997	Report on the review of patient-identifiable information (Caldicott Report)	www.dh.gov.uk/PublicationsAndStatistic s/Publications/PublicationsPolicyAndGui dance/PublicationsPolicyAndGuidance Article/fs/en?CONTENT_ID=4068403&c hk=jsKw07
ODPM	2004	Using geographical information systems in market renewal	www.odpm.gov.uk/stellent/groups/ odpm_communities/documents/page/ odpm_comm_032971.hcsp
ODPM	2005	Defining E-Government Outcomes for 2005 to Support the Delivery of Priority Services and National Strategy Transformation Agenda	www.localegov.gov.uk/en/1/ieg. html
ODPM	2005	Securing better outcomes: developing a new performance framework	www.odpm.gov.uk/stellent/groups/ odpm_localgov/documents/page/odpm _locgov_036826.hcsp
Office for National Statistics	2004	National Statistics Code of Practice: Protocol on Data Access and Confidentiality	www.statistics.gov.uk/about/consultatio ns/general_consultations/downloads/Pr otocol_on_Data_Access_Confidentiality. pdf
Office for National Statistics	2005	National Statistics: A guide to legally sharing data for statistics	www.neighbourhood.statistics.gov.uk/di ssemination/Info.do?info=link.jsp?page= DataAccess.htm
Office of Public Management	2003	Mapping approaches to integrating performance indicators across local strategic partnerships: Case Study 2 – Wigan Leader's Forum	www.local.odpm.gov.uk/research/annex 9.pdf
Office of Public Management	2003	Mapping approaches to integrating performance indicators across local strategic partnerships: Case Study 9 – Manchester LSP	www.local.odpm.gov.uk/research/annex 2.pdf
PAT 18	1999	Better Information	www.socialexclusion.gov.uk/publications .asp?did=131
Performance and Innovation Unit	2002	Privacy and Data-sharing: The way forward for public services	www.number-10.gov.uk/su/privacy/downloads/piu-information.pdf
Scottish Executive	2004	Local Government in Scotland Act 2003 – Community Planning: Advice Note 8: Information Sharing	www.scotland.gov.uk/library5/localgov/c pan-09.asp
Social Exclusion Unit	2001	New Commitment to Neighbourhood Renewal: National Strategy Action Plan	www.socialexclusion.gov.uk/publications .asp?did=33
Social Exclusion Unit	2004	Jobs and Enterprise in Deprived Areas	www.socialexclusion.gov.uk/trackdoc.as p?id=281&pId=4
Strategy Unit	2005	Improving the prospects of people living in deprived areas in England	www.strategy.gov.uk/downloads/work_a reas/deprived_areas/report/index.htm
South East Public Health Observatory	2004	www.citystats.org – better local information	www.citystats.org/reports/SEPHOreport. pdf
York Consulting Ltd	2004	Supporting Evidence For Local Delivery Preliminary Stage	www.neighbourhood.gov.uk/document. asp?id=1515

Appendix C

Resources

a) North West

On-line sources relating to data sharing for neighbourhood renewal in the North West

From the case study areas

Greater Manchester Against Crime
www.gmac.org.uk/

LAMP (Liverpool Asset Management Project)
www.liverpool.gov.uk/housing/housing_strategy/liverpool_asset_management_project/index.asp

Performance Plus (Wigan)
www.wiganmbc.gov.uk/pub/bestvalue/documents/pplus.pdf

Liverpool Single Targeting Framework
www.liverpool.gov.uk/Business/Economic_development/Key_Statistics_and_Data/Single_Targe
ting_Framework/index.asp

LSP data/intelligence sites

Oldham Info
www.oldhaminfo.org/

Rochdale Stats and Maps
www.statsandmaps.org.uk

Other relevant examples

Barrow Information Network
www.barrowbc.gov.uk/main.asp?page=102

Manchester-Salford-Trafford HAZ Community Health Information Profile
www.healthprofile.org.uk/

Regional resources

North West Public Health Observatory
www.nwpho.org.uk/home.asp

- Introductory guide – Geographical Information Systems (GIS) for Public Health
www.nwpho.org.uk/gistraining/

Regional Intelligence Unit
www.nwriu.co.uk/

North West e-Government Group (NWeGG)
www.nwegg.org.uk

b) National bodies

Policy and guidance on data protection and data sharing

Department for Constitutional Affairs

Public Sector Data Sharing: Guidance on the Law
www.dca.gov.uk/foi/sharing/toolkit/lawguide.pdf

Data Sharing Toolkit
www.dca.gov.uk/foi/sharing/toolkit/index.htm

Includes:

'Public Sector Data Sharing – A guide to Data Sharing Protocols'
www.dca.gov.uk/foi/sharing/toolkit/infosharing.htm
and checklist www.dca.gov.uk/foi/sharing/toolkit/checklist.htm

Guidance on producing codes of practice
(www.dca.gov.uk/foi/sharing/toolkit/codepract.htm) and management guidance
(www.dca.gov.uk/foi/sharing/toolkit/manguide.htm), setting out good data protection and
data sharing practices

Data sharing library www.dca.gov.uk/foi/sharing/toolkit/library.htm

Information Commissioner's Office

Information Commissioner
www.informationcommissioner.gov.uk/

Legal guidance on Data Protection
www.informationcommissioner.gov.uk/cms/DocumentUploads/Data%20Protection%20Act%201
998%20Legal%20Guidance.pdf

Council Tax: Secondary Use of Personal Information
www.informationcommissioner.gov.uk/cms/DocumentUploads/Secondary%20uses%20of%20CT
%20data.pdf

Local Authorities: Data Sharing
www.informationcommissioner.gov.uk/cms/DocumentUploads/Data%20sharing%20between%2
0different%20local%20authority%20departments.pdf

Health Data: Use and Disclosure
www.informationcommissioner.gov.uk/cms/DocumentUploads/Use%20and%20Disclosure%20o
f%20Health%20Data.pdf

ONS

'National Statistics: A guide to legally sharing data for statistics'
www.neighbourhood.statistics.gov.uk/dissemination/Info.do?info=link.jsp?page=DataAccess.htm

Ethnic Group Statistics: a guide for the collection and classification of ethnicity data
www.statistics.gov.uk/about/ethnic_group_statistics/

Beginners Guide to Geographic Referencing
www.statistics.gov.uk/geography/geog_ref.asp

Strategy Unit (previously Performance and Innovation Unit)
Privacy and information-sharing: the way forward for public services
www.number-10.gov.uk/su/privacy/downloads/piu-information.pdf

Guidance relevant to specific policy areas

Department for Education and Skills

Information Sharing and Assessment project
www.dfes.gov.uk/ISA/

Sure Start

Guidance on NHS/Sure Start data sharing
www.surestart.gov.uk/_doc/index.cfm?Document=362

Teenage Pregnancy Unit

Data Sharing
www.dfes.gov.uk/teenagepregnancy/dsp_content.cfm?pageid=67

Learning and Skills providers

Managing Information Across Partners: Data Sharing Framework
www.dfes.gov.uk/learning&skills/docs/MIAP%20Data%20Sharing%20Framework%20FINAL.doc

Department of Health

'Confidentiality: NHS Code of Practice'
www.doh.gov.uk/ipu/confiden/protect/index.htm

Home Office

Using Intelligence and Information (Crime Reduction Toolkit)
www.crimereduction.gov.uk/toolkits/ui00.htm

Crime Reduction Information Sharing Network
www.crimereduction.gov.uk/partnerships9.htm

Focus Areas and Hotspots (Crime Reduction Toolkit)
www.crimereduction.gov.uk/toolkits/fa00.htm

Data Exchange and Crime Mapping – A Guide for Crime and Disorder Partnerships
www.crimereduction.co.uk/technology01.pdf

Crime Mapping: Improving Performance (A good practice guide for front line officers)
www.jdi.ucl.ac.uk/crime_mapping/crime_mapping_guide/index.php

Housing Corporation

Framework for sharing information between the Housing Corporation, registered social
landlords and local authorities (1999)
www.housingcorplibrary.org.uk/housingcorp.nsf/AllDocuments/8083379B9163EDF080256AB90
03E23A3/$FILE/share.pdf

local e-gov

e-Government resources on IDeA
www.idea-knowledge.gov.uk/idk/core/page.do?pageId=75731

Papers produced by the Rights in Data working group
www.idea-knowledge.gov.uk/idk/core/page.do?pageId=1704098

local e-Government
www.localegov.gov.uk/en/1/localegov.html

- Priority Outcomes
  (basis for local authority 'Implementing Electronic Government' statements
  www.localegov.gov.uk/en/1/ieg. html

local e-Government National Projects
www.localegovnp.org/

Many of these national projects have data sharing dimensions. They include:

Knowledge Management
www.knowledgemanagement.org.uk

- Local Intelligence System Toolkit
  www.knowledgemanagement.org.uk/information-register/

FAME – Framework for Information Sharing in a Multi-Agency Environment
www.fame-uk.org/

- Readiness Assessment Tool (on-line tool to designed to help users take stock of their position in establishing and sustaining a successful multi-agency environment, including arrangements for information sharing)
  www.fame-uk.org/about/tool/RAT/

RYOGENS – Reducing Youth Offending Generic National Solution
www.ryogens.gov.uk

NOMAD (mobile working)
www.projectnomad.org.uk

Working with Business
www.workingwithbusiness.org.uk

e-Benefits
www.ebenefits.org.uk/

Custodian

(Local e-Government Standards Body's repository of standards and standards related information)

- Social Care Blueprint – data sharing resources
  www.legsb.gov.uk/sys_upl/templates/BT_legov_CatNav/BT_legov_CatNav_disp.asp?CategoryID=212&tid=151&pgid=1541&noCache=750_49

National Land and Property Gazetteer
www.idea-knowledge.gov.uk/idk/core/page.do?pageId=1703892

c) Other resources

Audit Commission

Area Profiles (project designing and testing a range of tools and methodologies to collect or bring together a range of information about a local area)
www.audit-commission.gov.uk/areaprofiles/
www.audit-commission.gov.uk/reports/NATIONAL-REPORT.asp?CategoryID=&ProdID=AD01F530-271F-11d9-A85B-0010B5E78136

LARIA (Local Authorities Research and Information Association)
www.laria.gov.uk

LGA

Central Local Information Partnership
www.clip.gov.uk

Social Research Association

Ethical Guidelines (including obligations for treatment of people and organisations being researched)
www.the-sra.org.uk/ethicals.htm

Examples of local intelligence websites/observatories in other regions include:

Black Country Observatory
www.blackcountryobservatory.co.uk/

Brighton and Hove Citystats
www.citystats.org/

Cornwall LINC
www.linc4info.org.uk/cms/index.html

Devon Local Intelligence Network
www.devon.gov.uk/devine/

Leeds Statistics
www.leeds-statistics.org/

Leicester Shire Online Research Atlas
www.lsora.org/commport/

Nottingham NOMAD
http://webgis.nottinghamcity.gov.uk/website/nomad/index.asp?service=public_statistics&layers=statistics&

Plymouth Informed
www.plymouth-informed.org.uk/

Appendix D

Glossary

This includes some terms you may come across but we have tried to avoid in this report...

Term	Explanation
Caldicott Guardian	A senior health or social care professional who has a strategic role for the management of patient information, including agreeing and reviewing protocols governing the protection, use and disclosure of patient information.
Children's Index	National database of every child, using unique identity numbers and common data standards to facilitate the sharing and integration of information on children between agencies and across local authority boundaries to help identify children at risk.
consent	Freely given and informed indication of the wishes of an individual with regard to processing of their personal data.
data	In the legislative context, this means information which is processed or is intended to be processed by means of automatic devices, such as IT systems (automated data), or is recorded on a 'relevant filing system' (manual data).
data cleansing	Transformation of data from various sources into a consistent, pre-defined, standardised format using software.
data controller	The person who controls the content and use of data (and covering any operation involving personal data, from collection to their destruction).
data protection	Regulation of the processing of information relating to individuals, including the obtaining, holding, use or disclosure of such information.
data protection statement	Wording to provide individuals with information as to how, when and where their personal data will be used.
data sharing	An exchange of data between two or more parties. This might involve the exchange of information on a case by case or bulk basis in support of joined-up service delivery, or the matching of datasets for authentication, service entitlement or statistical purposes. It might also include disclosures of data from one or more bodies to another agency, department or local service provider (DCA definition).
data subject	A living individual who is the subject of personal data.
DCA	Department of Constitutional Affairs.
disclosure	In statistical terms this refers to the release of data which could be traced to a particular individual. As it is critical that data supplied in confidence remains so, disclosure control is fundamental to National Statistics outputs. This explains for example why Census Output Areas (OAs) must have a certain minimum size.
geodemographics	Concerns research about people and where they live.
Geographical Information Systems (GIS)	Computer-based systems for managing, analysing and presenting geographically referenced data.
GMAC	Greater Manchester Against Crime.
GMeP	Greater Manchester e-Partnership.
Human Rights Act	1998 legislation which introduced the European Convention on Human Rights into British law. It is built on two key principles: (a) 'rule of law' whereby rights are subject to a limited amount of interference by the state in certain legally defined circumstances that benefit society as a whole rather than just the individual, and (b) 'proportionality', whereby the exercise of the rights and their protection by the courts has to be done in a way that is proportional to the needs of society, or a 'pressing social need' for interference.
ICO	Information Commissioner's Office.

Term	Explanation
IDBR	Inter-Departmental Business Register, drawn from VAT, PAYE and Companies House records supplemented by the Annual Business Inquiry and other government surveys.
Information Asset Register (IAR)	A on-line mechanism to signpost information sources. It does not hold the information itself but rather through the metadata, it describes and links information holdings (not necessarily all IT-based).
Information Commissioner	The Information Commissioner has specific responsibilities for the promotion and enforcement of the DPA. Under the Act, the Information Commissioner may serve information notices requiring data controllers to supply him with the information he needs to assess compliance; and, where there has been a breach, serve an enforcement notice to ensure compliance with the law.
information governance	Information governance aims to support the provision of high quality services by promoting the effective and appropriate use of information, complying with responsibilities under legislation.
IRT	Identification, Referral and Tracking: term used prior to ISA.
ISA	Information Sharing and Assessment project, promoted by DfES ensuring that every child at risk will be identified, referred to appropriate preventive services and that their progress will be tracked to ensure that they do not subsequently 'fall through the net'.
ISO 17779	International standard relating to information security management systems (also referred to as BS 7799). Such systems cover information security arrangements to ensure that organisations fulfil corporate, customer/citizen and legal requirements.
ISO 17666	International standard relating to spatial data-sets for geographical referencing (also referred to as BS 7666).
legal gateway	Term used in the data protection context to refer to general or specific legislation which permits data sharing.
metadata	'Data about data', for example, who collects the data, what the data contains, where (and how) the data are stored, when (and how often) the data are collected, and why.
National Land and Property Gazetteer (NLPG)	The National Land and Property Gazetteer (NLPG) is a national land and property database and is planned to become the single, authoritative source of address data for Great Britain. The NLPG is an aggregation of the Local Land and Property Gazetteers (LLPGs) produced by local authorities.
Neighbourhood Statistics (NeSS)	Neighbourhood Statistics (NeSS) is ONS's online service providing socioeconomic statistics (including 2001 Census data) for small areas. The primary rationale for NeSS is to provide detailed data to support the National Strategy for Neighbourhood Renewal, which will involve all levels of authority working together to tackle problems such as deprivation, crime and community breakdown. In practice however NeSS provides a valuable resource for the whole community. (www.neighbourhood.statistics.gov.uk/dissemination/)
NOMIS	Official labour market statistics for local and national areas (www.nomisweb.co.uk/)
ONS	Office for National Statistics.
Open Source Software (OSS)	Software for which the underlying programming code is available to the users so that they may read it, make changes to it, and build new versions of the software incorporating their changes. There are many types of OSS, mainly differing in licensing terms affecting onward distribution of the source code.
Output Area (OA)	Census Output Areas (OAs) are used across the UK as the base unit of census output. They were introduced in Scotland in 1991 and the rest of the UK in 2001.
personal data	Data from which it is possible to identify a living individual, either directly from that information or from additional information which is in the possession of anyone processing that data (or likely to become so). This includes both factual information and expressions of opinion about the individual which affects their privacy (and which may relate to their personal/family business or professional capacity).
point level	Geo-coded data at precise level, eg. property or grid reference.
Postcode	Postcodes are assigned by Royal Mail to identify postal delivery areas across the UK. They are also a key means of providing locational references for statistical data.

Term	Explanation
processing	This term covers almost any conceivable use of data, including obtaining, recording, holding, organising, adapting, altering, retrieving, consulting, using, disclosing, blocking, erasing or destroying the information or data.
RSL	Registered Social Landlord.
RYOGENS	Reducing Youth Offending Generic National Solution.
Super Output Area (SOA)	Super Output Areas are a new geography designed to improve the reporting of small area statistics. Two 'Layers' have been introduced: a Lower Layer (mean population 1,500) and a Middle Layer (mean population 7,200). Decisions on the Upper Layer are expected in 2006. Unlike electoral wards (which range between a few hundred to 30,000 people), the SOA Layers will be of consistent size across the country, and will not be subjected to periodic boundary change. (See www.statistics.gov.uk/geography/soa.asp).
Statistical Ward	Statistical wards are a variant form of electoral ward/division; they have been introduced across National Statistics in order to minimise the statistical impact of frequent electoral ward/division boundary changes.
Statutory Ward	'Statutory wards' is another term used to describe the standard electoral wards/divisions that are defined by Statutory Instrument and used for local government elections across the UK. There are a number of other types of ward (statistical ward, Census Area Statistics ward and Standard Table ward) but these are used for statistical purposes only and are not statutory.
VLI	Vulnerable Localities Index, a national model which seeks to predict areas where breakdowns in community cohesion might occur, using standard, easily accessible methodology. It brings together crime data with other socio-economic indicators.
VPN	Virtual Private Network – a system which uses existing public telecommunications infrastructure to create a private, secure data network.
WPLS	Work and Pensions Longitudinal Study.

Appendix E

Interviewees

Name	Role	Organisation
LSP areas:		
Liverpool		
Paul Blackmore	Competitiveness, Jobs & the Learning Age Co-ordinator	Liverpool Partnership Group (Jobcentre Plus secondee)
David Clark	Project Manager	Liverpool City Growth
Don Cunninghame	Regeneration Policy Officer	Liverpool City Council
Brian Jones	Head of Geodata	Liverpool City Council
Ian McCarthy	Programme Director	Liverpool Vision (urban regeneration company)
Andrew Nembhard	Head of Equal Opportunities	Liverpool City Council
Simon Pemberton	Manager	Merseyside Social Inclusion Observatory
Alison Petrie-Brown	Public Health Informatics Strategist	Liverpool Healthy Cities
Louise Shiels	Data Analyst	Liverpool Citysafe (Community Safety Partnership)
Lisa Smith	Policy Division Team Leader (Regeneration)	Liverpool CC
Wendy Twigge	Information Manager	Liverpool City Council
Chris Villar	Manager	Liverpool Asset Management Project
Jess Williams	Monitoring & Review Co-ordinator	Liverpool Partnership Group
(Greater) Manchester		
Neil Bendel	Health Intelligence Specialist	Manchester Joint Health Unit
Sarah Benjamins	Sustainable Neighbourhoods Partnership Co-ordinator	Manchester City Council
Alison Gordon	Principal Policy Officer (Economic and Urban Policy)	Manchester City Council
Bill Hughes	Team Leader, Crime & Disorder Team	Manchester City Council
Jan Hutchinson	Director of Public Health	Bolton PCT
Charles Jarvis	Strategy & Development Officer	Market Renewal, Manchester City Council
Geoff Little	Head, Corporate Performance	Manchester City Council
Chris McLoughlin	Head	Sure Start Manchester
Christine Raiswell	Principal Policy & Performance Officer, Corporate Performance, Research and Intelligence Team	Manchester City Council
Hilary Sayers	LSP Policy Development Officer	Manchester City Council
Iain Sykes	Principal Performance Information Officer, Corporate Performance Research and Intelligence Team	Manchester City Council

Name	Role	Organisation
LSP areas:		
West Cumbria		
Mike Atkinson	General Manager	Cumbria Drugs and Alcohol Action Team
Brian Benson	Head of ICT	South Lakeland District Council/Cumbria Connect
Ron Black	Regeneration	Copeland Borough Council
Dan Bloomer	Senior Policy Officer, Information & Intelligence	Cumbria CC
Joe Broomfield	Housing and Regeneration	Allerdale Borough Council
Mark Clowes	Data Analyst	West Cumbria CRDP
Richard Corton	Education	Cumbria County Council
Dawn Docks		Cumbria Fire Service
Bernie Ewels		Cumbria Fire Service
Nick Fardon	Council Solicitor (and chair of Connected Cumbria)	Allerdale Borough Council
Robin Gawlik	GIS and Information Manager	Barrow Borough Council/Cumbria GIS Group
Mike Heaslip	Co-ordinator	West Cumbria Partnership
Catriona MacGillivray	Service Statistician	Cumbria Fire Service
Ginny Murphy	Information Manager	Cumbria Economic Intelligence Partnership
David Pearce	Data Analyst	Primary Care Trust
Frank Peck	Professor and Director of Centre for Regional Economic Development (CRED)	University of Central Lancashire
Robert Porter	Director	Derwent and Solway HA
Wigan		
Marion Andrews	Community Representative	Wigan Borough Partnership Operations Group
Simon Dale	Community Engagement (LSP manager)	Wigan Council
Katherine Fairclough	Policy & Performance Improvement Manager	Wigan Council
Rachel Hall	Public Health	Ashton, Wigan & Leigh PCT
Richard Helmn	Community Engagement (Social Inclusion)	Wigan Council
Kathryn Kavanagh	Project Manager – Integrated Performance (Social Services)	Wigan Council
Peter Layland	Assistant Director (Housing)	Wigan Council
Dave O'Connor	Policy & Performance Imp't	Wigan Council
Vicky Sharrock	Policy & Performance Imp't (Performance Plus)	Wigan Council
Tim Turner	Data Protection Officer	Wigan Council
Dave Walker	Chief Asst Planning Officer	Wigan Council
Kevin Walsh	Co-ordinator	Economic Partnership
Paul Whitemoss	Data Analyst	Wigan Community Safety Partnership
Regional/Sub-Regional		
Alex Black	Project Manager	North West e-Government Group
Kevin Brady	Deputy Director, Neighbourhood Renewal	GONW
Nicola Christie	Information Manager	Regional Intelligence Unit
Sacha Wyke	Data Manager	NW Public Health Observatory

Appendix F

Interview Topic Guide

Performance improvement and data (access) issues

- Where is access to data providing a constraint on improving performance? (and how serious is this?)

- Where are improvements in access to data facilitating improved performance?

- Where are improvements needed?

- What other data related issues are there? – eg:

  - capacity/resources (eg. technical capacity; analytical capacity; budgets)

  - time lags

  - data disclosure at small area/group level

  - ability to aggregate/disaggregate data

- Has the (availability/use of) data been identified by the LSP/thematic partnership/neighbourhood partnership as a strategic/improvement issue? If so what issues, with what actions in response?

- What resources are available to partners for research and analysis in relation to neighbourhood renewal?

- Check for any policies (if any) have been adopted on data sharing

Approaches to data sharing

- What have partners in the LSP/thematic partnership done to share data? – eg. in:

  - understanding needs and opportunities

  - identifying priorities for action

  - targeting

  - analysing the nature of the problems

  - developing and improving services (including co-ordination of delivery)

  - assessing the plausibility of actions and the likelihood and timing of these resulting in outcomes

  - assessing progress and effectiveness (performance monitoring and evaluation)

- …to what degree of effectiveness

- …with what benefits? – also in

  – generating stakeholder interest, confidence and commitment

  – demonstrating progress and effectiveness

- Have other opportunities been identified and not pursued? If so, what opportunities, and why have they not been pursued?

Obstacles and overcoming them

- What *critical* obstacles have they encountered? (eg,

  – time/resources/priorities within the partnership/individual partner organisations

  – awareness of what's available/possible

  – willingness of individual partners to share (and related factors: organisational priorities, costs of providing data

  – operational guidance from central government

  – cost of introducing compatible datasets and systems

  – legal constraints (actual and perceived – noting any grey areas)

- What have they done to solve them, with what benefits and results?

  – clarifying the nature and cause of the barriers

  – actions taken locally and/or taken up with government

  – resources involved

  – where formal arrangements (like data sharing protocols) have been introduced: have agreements been observed? have they led to changes in practice by partners? with what benefits? results?

- What have been the keys to progress?/lessons for others? – eg:

  – partner commitment; resources; capabilities; culture; lateral thinking/problem solving

Plans and potential

- What further plans do they have (eg. in responding to NRU guidance on ethnic monitoring)?

- What further scope do they identify?

Specific follow-up with LSP managers/analysts

- Issues/improvement actions in relation to Ethnic Minority monitoring

Connections with local e-government developments.