

SOCIAL RESEARCH NUMBER:

41/2018

PUBLICATION DATE:

28/06/2018

Supporting People Data Linkage Study: Year Two Progress Report

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.

This document is also available in Welsh.

Supporting People Data Linkage Study: Year Two Progress Report

Rhodri Johnson, Swansea University

Sarah Lowe, Welsh Government

Ian Jones, Welsh Government

Full Research Report: Johnson, R. Lowe, S.E. Jones I. (2018). *Supporting People Data Linkage Study: Year Two Progress Report*. Cardiff: Welsh Government, GSR report number 41/2018.

Available at: <https://gov.wales/statistics-and-research/supporting-people-data-linking-project/?lang=en>

Views expressed in this report are those of the researchers and not necessarily those of the Welsh Government

For further information please contact:

Lucie Griffiths

Knowledge and Analytical Services

Welsh Government

Cathays Park

Cardiff

CF10 3NQ

Tel: 0300 025 5780

Email: Lucie.Griffiths@gov.wales

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1. Introduction

Policy Background

- 1.1 The Welsh Government Supporting People Programme provides housing-related support to help vulnerable people to avoid homelessness and live as independently as possible.
- 1.2 The vision of the Supporting People Programme is to help people find and keep a home that meets their needs and encourages independence in a healthy and safe environment.
- 1.3 In 2017-18 the Supporting People budget was £124.4 million. The annual budget and the total grant available changes according to budgetary decisions and constraints. The programme supports more than 57,000 people each year and aims to prevent problems by providing help as early as possible¹.
- 1.4 There are two key elements to the type of support provided in terms of duration of support – long-term and short-term. Long-term maintenance support is designed to help people retain or gain independence and avoid the need for more costly interventions such as entering care. Short-term preventative services are designed to help people avoid homelessness often during a time of crisis. There are also two distinctions around the nature of support - fixed or floating support. Fixed, or accommodation based support is tied to a particular accommodation such as homeless hostels, refuges or other supported housing schemes. Floating support is more flexible and can be provided in a number of places, including supporting a person in their own home. The programme is largely preventative in nature and this is in keeping with the aims of The Housing (Wales) Act 2014.
- 1.5 The Supporting People Research and Evaluation Steering Group was set up to aid the development of longitudinal research to measure the impact of the Supporting People Programme and to assess its effectiveness and value for money. The group comprises two members of the Supporting People National Advisory Board along with representatives from local authorities, service providers, the SAIL (Secure Anonymised Information Linkage) Databank²/Administrative Data Research Centre for Wales (ADRC-W)³ and Welsh Government.
- 1.6 The Supporting People Data Linking Project follows on from, and is informed by, the Welsh Government Supporting People Data Linking Feasibility study⁴ published in March 2016. The Feasibility Study demonstrated that it would be feasible to deliver a more robust and large scale quantitative study of the impact of the Supporting People Programme in Wales using data linked using the SAIL Databank. Funding for a four-year project has been agreed by the Welsh Government Cabinet Secretary for Communities and Children and reporting will take place at the end of each financial year up to March 2020.
- 1.7 The project also forms part of the Welsh Government Programme to Maximise the Use of Existing Data (Data Max)⁵, which is part-funded by the UK Economic and Social Research Council (ESRC)⁶.

¹ <http://gov.wales/topics/housing-and-regeneration/services-and-support/supporting-people/?lang=en>

² <https://saildatabank.com/>

³ <https://adrn.ac.uk/about/network/wales/>

⁴ <http://gov.wales/statistics-and-research/supporting-people-data-linking-feasibility-study/?lang=en>

⁵ <http://gov.wales/statistics-and-research/making-better-use-existing-data/?lang=en>

⁶ <http://www.esrc.ac.uk/>

Project Aim and Objectives

- 1.8 The Supporting People Programme was developed with the expectation that the support offered would help to prevent homelessness, and also help people maintain their independence and continue to live in their own home rather than entering long term care. As a result of this primary purpose the Programme also expects to reduce demand on the NHS and other services.
- 1.9 The Feasibility Study specifically examined the impact of Supporting People on the use of health services for two pathfinder local authorities (for further information, please see the report of the Feasibility Study⁷). The main project aims to build on this by linking a Wales-wide sample of Supporting People data with existing routine health and other administrative datasets in the SAIL Databank in order to assess the impact of the Supporting People Programme on a number of indicators relating to the wider well-being of service users. The broad research question which this project aims to address is:

“Does the receipt of Supporting People services have an impact on patterns of public service use?”

The specific indicators of well-being on which this project aims to focus over its lifespan are interactions with health services (primary and secondary care), social care services, housing options services and pre-16 education. If resources allow, the project will also seek to examine interactions with the criminal justice system and labour market participation.

Year Two Project Objectives

- 1.10 As a result of the work completed during Year One, objectives were proposed for Year Two. The objectives below are based on those published in brief in the Year One Progress Report⁸ but have been amended to reflect progress with this and other Welsh Government data linking projects.
- 1.11 Objectives are divided into four sub-sections: Supporting People data, Cost Offset Model, Non-Supporting People data, and Analysis and Reporting.

Supporting People Data

- 1.12 Objectives with regard to Supporting People data were:
- **Objective 1:** Ensure SAIL data disclosure agreements are in place and acquire post-2016 data for the 14 local authorities who weren't able to provide data to the Project in Year One.
 - **Objective 2:** Review the quality of Supporting People data provided to the project e.g. linking rates, number of missing data items, including provision of feedback to local authorities to improve up-stream data collection and further investigation into cases where 'lead need' has not been recorded.
 - **Objective 3:** Agree research questions with the Supporting People Research and Evaluation Group, prepare an analysis plan and carry out agreed analysis.
 - **Objective 4:** Seek to identify suitable control groups for analysis purposes.

⁷ <http://gov.wales/statistics-and-research/supporting-people-data-linking-feasibility-study/?lang=en>

⁸ <http://gov.wales/docs/caecd/research/2017/170627-supporting-people-data-linkage-study-progress-report-en.pdf>

1.13 The Year One Progress Report also recommended the following:

- **Recommendation 1:** A review should be completed of the process of Local Authority Supporting People referral, ‘take-on’ process and record creation in order to ensure definitions of Supporting People service users is understood across all Local Authorities i.e. that any inconsistency in which cases are defined as ‘users’ vs. e.g. ‘failed to engage’ or ‘unsuccessful’ is understood.
- **Recommendation 2:** The acquisition of pre-2016 data would add significant value to the Project. A decision should therefore be made in consultation with the Supporting People Research and Evaluation Group whether to continue to pursue the acquisition of pre-2016 data from local authorities previously declining to provide data.
- **Recommendation 3:** Data collection, standardisation and quality should be improved through on-going communication between the Project and Supporting People teams in local authorities and an improved data specification should be issued by the Project to provide further information about the required data items. Emphasis should be placed on capturing the ‘identifiable’ data items required for data linking.

Cost offset model

1.14 The objective proposed in the Year One Progress Report was to:

- **Objective 5:** Work with a Welsh Government economist to further explore the feasibility of creating a cost offset model

1.15 The model would aim to identify any NHS, social care, housing etc. cost offsetting associated with the provision of Supporting People services. The model would assess the financial costs and benefits of the Supporting People Programme, comparing the cost of the services provided to service users with the cost of a range of potential ‘adverse events’ e.g. health service interactions, that might occur to clients if Supporting People services were not available.

1.16 This approach was seen as having the potential to reduce programme evaluation costs over time by reducing or eliminating the need to commission repeated modelling.

Non-Supporting People data

1.17 The objective proposed in the Year One Progress Report was to:

- **Objective 6:** Pursue the acquisition of datasets relating to additional indicators, prioritising data for social care, housing options and educational attainment; agree timelines for acquisition.

1.18 The ESRC and Welsh Government are jointly funding the Dataflow Development Project (DDP), which is seeking to install National Research Data Appliances (NRDA) – essentially ‘automated linking engines’ - in 6 pilot Local Authorities in Wales and to acquire a range of datasets for SAIL. The DDP will take on some of the data acquisition work for the Supporting People Data Linking Project, in particular for social care and housing options. In consultation with the Supporting People analyst, the DDP Team will seek to acquire, clean, reconcile and explore data on housing options and social care from local authorities. The data will be provided to the Supporting People Data Linking Project when ‘research ready’. Social care and housing options data for at least one pilot local authority may be available for analysis during Year Three.

- 1.19 The ESRC-Welsh Government Fuel Poverty Data Linking Project is in the process of seeking to acquire benefit spells data from the UK DWP and if successful the Supporting People Data Linking Project is expected to benefit.
- 1.20 If time allows the Supporting People analyst will pursue opportunities to acquire data relating to interactions with the criminal justice system.
- 1.21 For any non-Supporting People data that becomes available in time, the Supporting People analyst will propose potential analysis for agreement by the Research and Evaluation Group. However, in line with agreed research priorities, it is envisaged that any such analysis will be carried forward to Year Three.

Analysis and Reporting

- 1.22 The Year One Progress Report suggested that the Year Two Report would contain the following:
 - **Item 1:** data quality reports at Local Authority and aggregate level;
 - **Item 2:** a summary of progress towards Supporting People data supply;
 - **Item 3:** a report on the demographic characteristics of Supporting People service users; and
 - **Item 4:** all new exploratory analysis and the analysis of any impact indicators for which data has been acquired.

Project Governance

- 1.23 The lead analyst (academic Grade 8) remains attached to the Administrative Data Research Centre for Wales (ADRC-W) and is managed jointly by the Welsh Government Housing Researcher and Data Max lead.
- 1.24 Regular update meetings are held with the Supporting People Research and Evaluation Steering Group. In turn, project progress is reported to the Supporting People National Advisory Board (SPNAB) which provides advice to the Minister on the proposed strategic direction for the Supporting People Programme.
- 1.25 As noted above, the Project is being undertaken using anonymised routine data held in the SAIL Databank and under the auspices of the ADRC-W. In order to be provided with secure access to anonymised, linked administrative data, the Project was required to seek approval from the Administrative Data Research Network Approvals Panel. The Approvals Panel makes sure the process of granting access to sensitive, linked administrative data is fair, equitable and transparent. It assesses the projects against the following criteria
 - the research must be purely non-commercial;
 - the research must be feasible, ethical and have a clear potential public benefit;
 - the case must be made for using administrative data to carry out the research;
 - the relevant dataset must only be accessible through the Network, rather than alternatives (for example Farr Institute, UK Data Service Secure Lab, or longitudinal studies);
 - the project must not be research which a government department or agency would carry out as part of its normal operations; and
 - the project makes its results public through the ADRN website.

- 1.26 A further requirement for all proposals involving the analysis of routine health data within SAIL is to obtain approval from the SAIL Information Governance Review Panel (IGRP). The IGRP is a panel of independent specialists in informatics governance and lay members that oversee all research taking place within SAIL.
- 1.27 The project was approved by both governance panels without any concerns being raised.

2. Progress in Year Two of the Project

2.1 This section reports on progress against the objectives and recommendations outlined in Chapter 1. As for Chapter 1, the Chapter is divided into four sub-sections: Supporting People Data, Cost Offset Model, Non-Supporting People data and Analysis and Reporting.

Supporting People Data

Objective 1: Acquire Post-2016 data

- 2.2 Significant progress has been made with data sharing agreements completed and data supplied from 19 of the 22 Local Authorities in Wales, more detail is shown in Annex B.
- 2.3 Data files from more than 20 sources (some Local Authorities provide data separately for different Programme areas) over varying time periods have been incorporated into a standardised import process. The final dataset has been set up with a flexible approach in order to allow various research questions to be addressed over the lifetime of the research project.
- 2.4 The researcher continues to work with the three remaining Local Authorities in order to complete the all Wales data collection. Generally, progress has been very slow and has resulted in a lot of researcher resource to be spent trying to complete the task. All three Local Authorities report that data has recently been collected and will be submitted when data sharing agreements are in place. The continued delays are predominantly due to Local Authorities not agreeing to sign the standard data sharing agreement and ongoing, though slow progress towards putting new agreements in place.
- 2.5 Whilst data acquisition has been achieved for 19 Local Authorities, data acquisition work is ongoing and continues to form a major project work-stream. To aid interpretation of this update, three separate types of data acquisition are defined here:
- ‘Pre-2016’ data, relating to ‘retrospective’ data up to March 2016
 - ‘2016 data’, relating to data in financial year terms (April 2016 to March 2017) or calendar year 2016. This was previously generically referred to as ‘post-2016 data’
 - ‘2017 data’, relating to data in financial year terms (April 2017 to March 2018) or calendar year 2017
- 2.6 The decision on how ‘future’ data supply should be coordinated and supplied has not previously been addressed. A decision was taken to allow Local Authorities to choose to submit calendar or financial year data. As there was no particular adverse impact on the research, in consultation with the Supporting People Research and Evaluation Group, the decision was taken to prevent extra pressure on Supporting People Teams, allowing individual Local Authorities to align processes with their specific data capture methods and reporting requirements.
- 2.7 A two-month period following year-end cut off has been agreed to allow for data collation, cleansing and submission. The expectation is that data submission would therefore be complete by the end of February 2018 (if submitting on a calendar year basis), or May 2018 (if submitting data on a financial year basis). This would allow any additional data reconciliation and checking to begin in June 2018 and analysis to be undertaken thereafter.

- 2.8 Three types of data supply need to be considered in terms of importing further data extracts:
- ‘New’ data: for those Local Authorities where the data is submitted for the first time to the Project. Support from the Researcher to Supporting People teams and resource from the Supporting People teams is generally greater for this type of data supply.
 - ‘Ad-hoc’ data: in the form of new data updates, for example for those Local Authorities who supplied pre-2016 data but have not yet supplied post-2016 data, or where issues have been identified with previous data provision. For example, some Local Authorities provided data for Year One of the project but in a different format to that specified for the full data linking project. Resource will therefore be required from Supporting People teams and the researcher to switch to the current data specification.
 - ‘Forward-flow’ or regular, annual data, potentially, as noted above, under the auspices of the DDP: this captures the process of new annual data going forward. Researcher and Supporting People Team resource should be minimised in this situation going forward.
- Bearing in mind the resource requirements outlined above, data acquisition will continue to form a major project work-stream.
- 2.9 It is worth noting that the North Wales region acted collectively with one sharing agreement⁹, one data source and one point of contact in order to provide data to the project. The method of data collation used the SNAP database which is used to collate and submit Welsh Government Supporting People Programme ‘Outcome’ returns. This method had a number of advantages including: reduced Supporting People Team, Service Provider and Researcher resource; reduced risk of error due to result of collating numerous spreadsheets; and potential for the research project to link the Supporting People administrative data to the Outcomes Data (for all other data collection and supply there is no Outcomes Data). On the basis of the progress made and the benefits highlighted by shared data agreement and collection in exemplar of North Wales, the Supporting People Research and Evaluation Group wish to recommend the creation of a central database.
- 2.10 This method had a number of advantages including: reduced Supporting People Team, Service Providers and Researcher resource; and potential for the research project to link the Supporting People administrative data with the Outcomes Data (for all other data collection and supply there is no Outcomes Data).

Objective 2: Review Supporting People Data Quality

- 2.11 During the course of data acquisition during Year Two, data quality was felt to have increased to the extent that individual-level quality reports for all Local Authorities were no longer required. A number of tasks were carried out to assist data quality improvements:
- A project update issued in September 2017 to Supporting People teams providing further guidance on the kinds of data quality issues that were emerging e.g. the need to ensure the accurate recording of service user personal details to improve the chance of successful data linking.

⁹ North Wales region includes Isle of Anglesey, Conwy, Denbighshire, Flintshire, Gwynedd and Wrexham local authorities.

- Feedback to Local Authorities on a case by case basis on data linking rates and missing data such as missing 'lead need'. Secondary and tertiary needs are not reported in all cases.

Where possible, data issues were corrected and data resubmitted. Where data could not be corrected retrospectively, Local Authorities have confirmed that data capture methods have been enhanced to improve future data quality.

Objective 3: Agree research questions

- 2.12 A list of research questions was developed, proposed to and agreed by the Supporting People Research and Evaluation Steering Group. The research questions were aligned to the Supporting People Programme aims¹⁰ insofar as those aims were measurable using the available data. The full list of research questions are in Annex A and will be reviewed and prioritised at future Research and Evaluation Group steering meetings.
- 2.13 The overall research aim is to measure the impact of the Supporting People Programme at an overall policy level and is defined as:
- *Has the Supporting People Programme achieved its measurable stated aims of providing residential stability and maintained independent living, was there any observable impact on other public services and did it help to reduce inequalities?*
- 2.14 Primary Objective 1: Measure public service use
- Measure the difference in public service utilisation before and after Supporting People intervention.
 - National Health Service (NHS) data is readily available in the SAIL Databank so will be analysed first. Emergency hospital admissions, Accident and Emergency hospital admissions and General Practice (GP) events will be analysed at an overall level in the first instance, later analysis aims to analyse utilisation for specific health conditions and events.
 - Impact on other public services will be analysed as data becomes available (Social Care, Criminal Justice, Department of Work and Pensions), and in line with any prioritisation agreed by the Researcher and the Research and Evaluation Steering Group. Section 2.28, below discusses plans to obtain non Supporting People data.
- 2.15 Primary objective 2: Measure Residential Stability/Independent living
- Measure whether a person stays in their home, or moves to another home for a defined period of stability (6 months).
- 2.16 It is expected that when work has been completed to provide evidence around the primary research questions, the Researcher, in collaboration with Research and Evaluation Steering Group will define further Secondary research objectives.
- 2.17 It is envisaged that the secondary research objectives will explore the impact of the Supporting People Programme on sub-groups of service users, for example groups of service users with different Lead Needs or groups of lead needs.

⁹ <http://gov.wales/topics/housing-and-regeneration/services-and-support/supporting-people/?lang=en>

Objective 4: Seek to identify suitable control groups

- 2.18 In order to gather the most credible evidence about whether Supporting People is making a difference in the lives of its service users, the study ideally needs to construct a robust control group. A control group is composed of individuals who do not receive an intervention and is selected to closely resemble the individuals who do receive the intervention. In theory, the intervention group would be compared to the control group to allow the Project to confidently attribute any observed impact to Supporting People.
- 2.19 No perfect control group is available to the Project in the sense that the vast majority of people requesting support receive services. Obtaining data to develop robust control or comparison groups was therefore always expected to be challenging. From the beginning, and in discussion with the Supporting People Research and Evaluation Group, it was envisaged that the project would seek to create a number of control groups of different kinds, each of which could be used to draw different inferences about the likely impact of Supporting People based on the extent of their comparability with Supporting People users.
- 2.20 The potential methods for constructing control groups and potential sources of data for those control groups have been discussed at length with the Supporting People Research and Evaluation Steering Group and progress continues towards creating these groups. A brief description of the potential control groups with an update on their construction is shown below:
- Control Group A: “Matched controls Method”. Anonymised routine records held in the SAIL Databank are selected for the general population of Wales to match the socio-demographic profile of the Supporting People service users. Controls are matched on age, gender, deprivation area and geographical location. The work to construct this control group has been completed. However, because it is not known whether the individuals selected for this control group were experiencing a housing-related crisis – and are significantly less likely to be doing so - they are relatively unlikely to be a good comparison group.
 - Control Group B: “Within Supporting People Data Derived Method”. The method aims to select the anonymised routine records for individuals who were referred to Supporting People but did not receive support. Work is ongoing with the Research and Evaluation Group to define the criteria on which people should be included. This method was used in the Supporting People Data Linking Feasibility Study. The Feasibility Study found that Supporting People service users had on average around one more GP event per month than this comparison group in the months before Supporting People support began. The difference in the level of GP use may be explained by a number of factors, including that the comparison group failed to engage because they were experiencing crises that were relatively less severe than those who did engage or that the crises were so severe that they were withdrawing not only from Supporting People but also from primary care services. Hence, although potentially informative, this comparison group has limitations. Further work is therefore needed to explore the data for the comparison group to learn more about the extent to which the above explanations are likely, in practice, to explain the differences observed.
 - Control Group C: “Housing Options Data Derived Method”. Homelessness duties are discharged by Housing Options Services (under the Housing (Wales) Act 2014). Housing Options Teams have a duty to assess needs and take reasonable steps to prevent and help to relieve homelessness. The service

allows people in need of housing, including those who are homeless or at risk of homelessness to explore their housing and additional support options. These options include both social housing and alternatives to social housing as well as homelessness prevention/alleviation and Supporting People services. If housing options data can be obtained, the control group will be constructed by selecting the anonymised routine records for individuals who were referred to housing options but did not receive support through the Supporting People Programme. Work will be undertaken when data becomes available to define the specific rules for inclusion in the control group. Section 2.28 discusses efforts to obtain Housing Options data. It is unlikely that this will be an all Wales dataset in the short term. Given that individuals receiving Housing Options support are likely to be experiencing a housing-related crisis, this group will potentially make an informative comparison group for the analysis. However, the limitation will always need to be kept in mind that if those individuals needed the additional support provided by Supporting People, they should have been referred to Supporting People.

- Control Group D: “Segmentation on Historical Health Care Pattern Utilisation”. This method aimed to create controls by identifying individuals within the SAIL Databank who had similar patterns of healthcare utilisation to the Supporting People service users. Work has been completed to create this control group but the method did not work as there were an insufficient number of hospital admissions to create statistically robust distinct groups of people. The method will therefore not be used going forward.

- 2.21 Full methods of control group construction will be included in future substantive findings reports. The potential to construct additional control groups may be explored if new data sources become available.
- 2.22 One example of a dataset that may provide a further opportunity to develop a control group is the Substance Misuse dataset held by NWIS, which has been imported into SAIL for the first time and made available to the project. It is envisaged that exploratory analysis will commence during year three of the project. The data set captures data relating to all individuals (clients), both young persons and adults, presenting for substance misuse treatment in Wales. Welsh providers delivering substance misuse treatment and who are in receipt of Welsh Government substance misuse revenue funding are required to submit data.

Recommendation 1: Review of ‘take-on’ process and record creation

- 2.23 An in depth review of all Local Authority processes was initiated, but was deemed to be too time consuming to complete in its entirety. To identify any variation across Local Authorities, a questionnaire was issued to each Local Authority collecting information about how each data item was generated and capturing their understanding of how each item should be populated. Returned forms were collated and will aid understanding of any differences across Authorities as the project proceeds.

Recommendation 2: Acquisition of retrospective data

- 2.24 A decision was made in the Supporting People Research and Evaluation Steering Group meeting that further attempts should be made to obtain ‘pre-2016’ retrospective data to improve the overall generalisability of the data. The Researcher carried work out to this end. The Group agreed that no further work should be carried out after this final attempt and resource should be allocated to working on available data.

Recommendation 3: Standardisation of Data and Data Quality

- 2.25 As noted in Section 2.11, during the course of Year Two, further advice was issued to all Local Authorities to assist Supporting People teams to improve data quality and this resulted in data quality improvements.
- 2.26 The raw data fields of ‘Unsuccessful Reason’ and ‘Reason Ended’ were reviewed by the Researcher and in discussion with members of the Supporting People Research and Evaluation Steering Group to allow the Project to develop the most accurate possible set of criteria in order to divide individuals into those to be defined as ‘service users’ and those who should be considered ‘controls’. Initial meetings have taken place but more work is required to arrive at a standard process across all Local Authorities.

Cost offset model

Objective 5: Further explore the feasibility of creating a cost offset model

- 2.27 During the course of Year Two, the opportunity arose to work with an Economist attached to the Government Social Research profession within Welsh Government to further explore the feasibility of developing of a cost-offset model using the anonymised individual-level data for Supporting People in combination with the routine records already held in the SAIL Databank.
- 2.28 This work was able to begin during the latter stages of Year Two and will continue into the first few months of Year Three. As noted above, this led to the decision to prioritise the cost-offset model ahead of other analysis tasks. As a result of this work, it is envisaged that the Year Three Report will contain a more detailed assessment of the feasibility of developing of a cost-offset model.

Non-Supporting People data

Objective 6: Acquisition of datasets for additional indicators

- 2.29 Housing Options data is deemed highest priority for this project as having among the best potential to deliver a comparable and robust control group. Work has been initiated by an academic research project to canvas all Welsh Local Authorities as to their ability and willingness to provide data. A pilot project for Swansea Local Authority is underway and Housing Options data has been acquired for SAIL. Working with the academic team, exploration of the Swansea Housing Options data can therefore commence during Year 3.
- 2.30 A decision was taken for the ESRC-Welsh Government Dataflow Development Project (DDP) to take the lead on the acquisition of Social Care data from Local Authorities. The DDP has begun work with Welsh Government officials in Social Care Policy and Knowledge and Analytical Services (Data Collection) to explore options of if and how Social Care data could be acquired. Social Care policy are currently revising data collected by local authorities which will impact upon the project. Work will continue to link in with officials on this work to ensure no negative impacts on local authorities or Welsh Government data collections arise. Furthermore, the DDP is supporting academics at Bangor University to make a bid for funding for a project that would seek to acquire social care data from Local Authorities in Wales. As part of Social Care Wales’ research and development strategy for Wales 2017-2022 a ‘Social care data access and use working group’ has been convened to bring together key players in the social care arena who have an interest in or role to play in this area. The Welsh Government lead for the Programme to Maximise the Use of Existing Data, within which both the Supporting

People Data Linking Project and the DDP falls, has been invited to sit on this working group. Where the DDP has been successful in installing NRDAs in Pilot Local Authorities, some Local Authorities have offered to provide a range of datasets to the SAIL Databank, for some of which social care data is under discussion.

- 2.31 The National Pupil Database (NPD) data (key stage one to four) is available in SAIL and this project has permission to access and link the data. However, research questions relating to education were deprioritised so work has not progressed to date. The reason education as a topic was deprioritised was due to the issue of small numbers, since
- only a subset of Supporting People service users would have children of the right age to have an NPD record;
 - a record of educational attainment would be required both before and after support began to allow an assessment to be made of the impact of Supporting People, further reducing numbers; and
 - for this relatively narrow subset of cases, sufficient interactions with e.g. the NHS would be required in order for an assessment of any observed difference to be statistically robust.
- 2.32 The Researcher has attended meetings with South Wales Police to discuss the acquisition of Police data for the project. Discussions are in the early phase but the aim is to setup a data sharing agreement and obtain data which would be available for analysis during Year Three. The DDP may provide further opportunities to acquire Police data, where some Local Authority Shared Resource Services also serve police forces in Wales.
- 2.33 The Welsh Government Programme to Maximise the Use of Existing Data (Data Max) and the UK ADRN have both been working towards the acquisition of data from DWP/HMRC for the SAIL Databank/ADRC-W to support a range of data linking research projects. This work is ongoing and it is envisaged that data will be acquired for the first Data Max project during Year Three of the Supporting People Data Linking Project. If the data is once acquired for one Data Max project, it is envisaged that negotiations will begin to widen access to other Data Max projects, including this one.

Analysis and Reporting

Item 1: Data Quality Reports

- 2.34 As noted above, as a result of providing further support and advice to Supporting People teams, data quality was felt to have increased to the extent that individual-level quality reports were no longer required.

Item 2: Progress Towards Supporting People data supply

- 2.35 Information about progress on data supply is included in Section 2.2, above.

Items 3 and 4: Analysis of the demographic characteristics of Supporting People service users and emerging exploratory analysis

- 2.36 In discussion with the Supporting People Research and Evaluation Group, it was agreed that rather than rush to deliver substantive analysis to the Project's annual progress reporting deadline, it was important that any preparatory work to reconcile and quality check the data and to quality assure the analysis should be fully

completed. This would ensure the Group was able to be fully confident in the robustness and reliability of any substantive findings published.

- 2.37 As noted above, the opportunity to work with an Economist on the development of the cost-offset model also led to the decision to prioritise the cost-offset model ahead of other analysis tasks.
- 2.38 The decision not to include new analysis in the Year Two Report was therefore made by the Supporting People Research and Evaluation Group.
- 2.39 It is expected that the first substantive findings report will be published during the autumn of 2018. It is envisaged that all substantive findings reports would include sections on data quality and the demographic characteristics of service users and controls.

3. Conclusions, Recommendations and Next Steps

Conclusions

- 3.1 As noted above, excellent progress has been made in terms of getting data sharing agreements in place and acquiring data from Local Authorities across Wales. Dialogue with the remaining Local Authorities is ongoing and a plan is in place to move efforts forward.
- 3.2 Both data quality and linking rates have, on the whole, been good. Where data is below the expected quality, work is ongoing to attempt to improve.
- 3.3 Supporting People Teams have been very cooperative and their assistance is very much appreciated.
- 3.4 However, data acquisition will continue to take up a significant proportion of the researcher's time.
- 3.5 Development of control groups remains a significant work stream.
- 3.6 The acquisition of non-Supporting People data is progressing but, based on previous endeavours, we know this can take significant time and resource and it is unlikely that datasets for e.g. social care and housing options will be available at the all Wales level any time soon.
- 3.7 Various developments may assist the project, going forward, with the acquisition of Supporting People data and/or non-Supporting People data, including Data Max projects e.g. the Welsh Government-ESRC Dataflow Development Project, a range of academic projects and opportunities like the collective action by North Wales region to deliver a single Supporting People dataset. As part of the Data Max Programme, the Project will continue to exploit all available opportunities to gain added value from work proceeding elsewhere.

Recommendations

- 3.8 The following key recommendations for Year Three have emerged:
 - Working with the Welsh Government-ESRC Dataflow Development Project, continue with efforts to make the supply of data to the SAIL Databank/ADRC-W a routine part of 'business as usual' for the public sector in Wales.
 - On the basis of the progress made and the exemplar of North Wales, the Supporting People Research and Evaluation Group recommend the creation of a central database. However, if this recommendation were to be taken up by Welsh Government, it would need to be delivered as a separate piece of work and not through this project.

Next Steps

- 3.9 In brief, the next steps for Year Three are:
 - Complete data sharing agreements and acquisition of post-2016 data for the remaining Local Authorities, with appropriate support where required.
 - Arrange for acquisition and import of data from all Local Authorities up to the financial or calendar year end 2017-18.
 - Provide a more detailed assessment of the feasibility of developing a cost-offset model.
 - Continue to identify and create suitable control groups for analysis purposes.

- Carry out analysis of health service use with the expectation of publishing initial substantive findings in Autumn 2018.
- Continue with acquisition of datasets relating to additional indicators, prioritising data for social care and housing options.
- Carry out analysis of the impact of Supporting People on other public services as and when data becomes available.
- The Year 3 Progress Report will be published in Spring/Summer 2019.

Annex A: Research Objectives

Primary Research Objectives:

To measure the overall, policy level impact of the programme

Primary Objective 1. Public service use

Does SP impact on other public services?

- I. Measure the impact on Health Care services:
 - o impact on emergency hospital admissions
 - o impact on emergency department attendances
 - o impact on GP services
- II. Measure the impact on social care services
- III. Measure the impact on criminal justice system
- IV. Measure the impact on labour market & economics

Primary Objective 2. Residential Stability

- V. Does SP provide residential stability and maintain independent living?
 - o Measure whether a person stays in their home, or moves to another home for a stable period

Secondary Research Objectives:

To measure impact of specific parts of the programme

- I. Did the pattern of public service use vary by lead need or other derived groups of people e.g. such as people grouped by their health care utilisation patterns or pre-existing comorbidities?
- II. Did the support provided impact inequalities (all-cause mortality)?
- III. Did the support provided impact upon educational related outcomes for cohabiting children?
 - A. Did children move schools less after SP intervention?
 - B. Was attendance affected?
 - C. Was attainment affected?
- IV. Did the support provided impact upon educational continuity for service users?

Annex B: Supporting People Data Acquisition Overview

The table below summarises the raw Supporting People administrative data provided to the SAIL Databank by Local Authorities in Wales. In alphabetical order, the table shows which Local Authorities have a completed data sharing agreement in place and have provided data to sail, along with the time period covered by the data.

Table B: Supporting People Data Acquisition Overview

Local Authority	Data sharing agreement status	Data collection status	Data from*	Data to*
Anglesey	Complete	Loaded to SAIL	2016	2017
Blaenau Gwent	Complete	Loaded to SAIL	2008	2017
Bridgend	Complete	Loaded to SAIL	2015	2017
Caerphilly	Complete	Loaded to SAIL	2003	2018
Cardiff	Complete	Loaded to SAIL	2014	2017
Conwy	Complete	Loaded to SAIL	2013	2017
Denbighshire	Complete	Loaded to SAIL	2015	2017
Flintshire	Complete	Loaded to SAIL	2011	2017
Gwynedd	Complete	Loaded to SAIL	2013	2017
Merthyr Tydfil	Complete	Loaded to SAIL	2013	2016
Monmouthshire	Complete	Loaded to SAIL	2015	2016
Newport	Complete	Loaded to SAIL	2014	2017
Neath Port Talbot	Complete	Loaded to SAIL	2003	2017
Powys	Complete	Loaded to SAIL	2014	2017
Rhondda Cynon Taf	Complete	Loaded to SAIL	2013	2017
Swansea	Complete	Loaded to SAIL	2003	2018
Torfaen	Complete	Loaded to SAIL	2013	2017
Wrexham	Complete	Loaded to SAIL	2015	2017
Vale of Glamorgan	Complete	Loaded to SAIL	2013	2017
Carmarthenshire	Incomplete	Ongoing	-	-
Ceredigion	Incomplete	Ongoing	-	-
Pembrokeshire	Incomplete	Ongoing	-	-

* Indicates the range of data supplied based on the year of support start date, where records per year exceed 50 and taken as at the end of March 2018.