



**UK Statistics
Authority**



Seventh Meeting of the
Administrative Data Research Network Board

Agenda and Papers

Tuesday 3 November 2015

11:00 – 14:30

Board Room, UK Statistics Authority
Drummond Gate, London

UK STATISTICS AUTHORITY
ADMINISTRATIVE DATA RESEARCH NETWORK BOARD

Minute

Tuesday, 3 November 2015
Boardroom, Drummond Gate, London

Present

Board Members

Professor David Hand (Chair)
Professor Peter Elias
Dr Fiona Armstrong
Dr Andrew Garrett
Dr Tracy Power
Mr Colin Godbold
Mr Roger Halliday
Mr Glyn Jones
Professor Denise Lievesley
Ms Penny Young for items 1 to 7
Ms Melanie Wright
Mr Nicky Tarry for Mr David Frazer
Mr Darren Warren for items 8 to 9
Mr Luke Sibieta

UK Statistics Authority

Dr Simon Whitworth
Dr Richard Reed
Mr Adil Deedat

Economic and Social Research Council (ESRC)

Dr Paul Meller

Administrative Data Research Centre – Scotland

Professor Chris Dibben

ESRC Phase 2 Big Data Investment

Professor Paul Longley for items 8 to 9

Apologies: Mr Jonathan Athow, Mr Guy Goodwin

- 1. Minutes and matters arising from previous meeting**
 - 1.1 The meeting reviewed progress with actions from the previous meeting held on 21 July 2015.
- 2. Chair's Report**
 - 2.1 The Chair welcomed Dr Tracy Power who has replaced Dr Norman Caven as the representative from the Northern Ireland Statistics and Research Agency on the Board.
 - 2.2 The Chair reported that the non-executive Board members met prior to this meeting. It was reported that the non-executives spoke about the plans for the mid-term review.

- 2.3 The Chair informed the Board that on the 16 October he had presented to the ESRC Council on the progress of the ADRN. The Board heard that the feedback from the ESRC Council was positive.
- 2.4 The Chair reported that he had presented on the work of the ADRN Board at the ADRN/Royal Statistical Society (RSS) event on 8 October. The meeting heard that the aims of the event were to: raise awareness, highlight the benefits and opportunities and influence government strategists and researchers. Other speakers included: Vanessa Cuthill (ESRC), Hetan Shah (RSS Executive Director) Paul Maltby (Director of Open Data and Government Innovation, Cabinet Office) and each of the directors of the Administrative Data Research Centres. It was reported that there were over 120 attendees from academia, government, voluntary, community and social enterprise sectors.
- 2.5 The Chair stated that on 8 September he gave a presentation on the work of the ADRN Board at an ADRN Internal Network Event. The Board were informed that the purpose of this event was to review the successes and challenges of the first year of the ADRN, identify best practice to shape ADRN service delivery to the research community and provide guidance on how the impact of the ADRN is measured.
- 3. Highlight Report [ADRN(15)20]**
 - 3.1 Ms Wright introduced the highlight report for the period between the beginning of June and middle of October 2015.
 - 3.2 The meeting heard that ADRN/RSS event had gone well and had included a number of questions from potential data providers in the audience who wanted to know how they could provide their data to the Network.
 - 3.3 It was reported that the ADRN Network report was published on 8 October. Board members were provided with a copy of the report.
 - 3.4 The Board heard that a project from the ADRC-Northern Ireland was soon to complete and report on its results. It was suggested that it was important to publicise the completion of projects. It was reported that a summary of the project findings would be reported on the ADRN website and sent to the data providers. It was suggested that it was important to actively alert people to the findings from a completed project and support researchers to proactively promote the findings of their research.
 - 3.5 It was reported that the ADRN Management Committee would be replaced with a Directors Group and an Operations Group. The Board were informed that the Directors Group would comprise of the four ADRC directors, the director of the ADS, the Chair of the Operations Group, the ESRC lead and the Board secretariat from the UK Statistics Authority. It was reported that the Directors Group would be responsible for strategy, innovation and new developments and the Operations Group would have responsibility for implementation of new developments and for service improvement.
 - 3.6 How the role of the Board interlocks with the role of the Directors Group was discussed. It was suggested that the Board would have a more outward focus than the Directors Group as the ADRN Board has a wider range of domestic and international contacts. The Board requested that the differences between the different groups, and how they fit together, be documented and discussed at a future meeting.

- 3.7 The Board heard that some of the ADRC-England projects that were in the pipeline were stalled because of issues with accessing data from the Health and Social Care Information Centre (HSCIC). It was reported that negotiations were taking place between the ADRN and the HSCIC to enable the ADRN to access HSCIC data but these were progressing slowly. It was suggested that the Chair of the ADRN Board should meet with the senior executives in the HSCIC to talk about the benefits of the ADRN and how to unblock barriers to sharing data with the ADRN. The Board requested that the Secretariat work with the Administrative Data Service to arrange this.
- 3.8 It was noted that there were no projects from the third sector. The Board heard that the Administrative Data Service had received some queries from researchers in the third sector and that some third sector researchers were involved in academic led projects.
- 3.9 It was agreed that future highlight reports should include information on the number of projects in preparation, the number of projects that had been approved by the Approvals Panel, the number of projects where negotiation for access to data is taking place and the number of projects where analysis of the data is underway.
- 3.10 The meeting heard that it would be useful if there was a mechanism through which researchers could feed information back to the Operations Group, and the data providers, when they found issues with the data in the course of their research.
- 3.11 It was noted that not all projects are currently published on the ADRN website. The Board were informed that this would soon change.

4. Report from the Approvals Panel [ADRN(15)21]

- 4.1 Dr Garrett presented an update from the Approvals Panel. He reported that a representative from HM Revenue and Customs had joined the Approvals Panel. Dr Garrett reported that the Approvals Panel meeting in September was a face-to-face meeting in Cardiff and incorporated a presentation from the ADRC-Wales which provided a local perspective on the development of the ADRN to date.
- 4.2 The meeting heard that the Approvals Panel had discussed ways in which it could provide guidance to applicants about how to fill in project applications. It was reported that this was specifically in relation to the description of their project methodology that applicants provide. Dr Garrett stated that it was hoped that this would reduce the number of occasions where the Approvals Panel need to ask researchers to provide further information.
- 4.3 The Board were informed that at the next meeting of the Approvals Panel there would be discussions about consistency of decision making and whether decisions can be made through setting precedents based on previous project decisions.
- 4.4 It was reported that an ethics panel had recently approved a project application on the condition that certain data retention conditions are met. The Board agreed that there was a need for a clear policy on data retention with a clear rationale to justify the policy. The Board requested that this be produced for discussion at the next Board meeting.

5. Data Owner Engagement Update [ADRN(15)22]

- 5.1 Ms Wright presented the data owner engagement update. Ms Wright reported that the biggest issue for some data providers was the amount of resource that was required to get data into a fit enough state to be used for research purposes. The Board were informed that the Administrative Data Service had provided some resources to help

some data providers with this work but that this was not sustainable in the future. Ms Wright suggested that, in order to reduce the resource burden on data providers, the Network needs to consider how linked datasets could be retained and how the public could be satisfied that this could be done in a safe way.

- 5.2 The Board agreed to inform the Secretariat when they present on the ADRN. The meeting heard that the Administrative Data Service have resources that Board members could use when presenting on the ADRN. Board members also agreed to inform the Secretariat of their contacts and Networks that could be useful for the further development of the ADRN. The Board requested that the Secretariat pass all of this information onto the Administrative Data Service
- 5.3 It was suggested that, when reporting progress with each data owning department, future updates should include; whether the ADRN has had regular contact with a department, whether legal gateways exist for the ADRN to get data and whether the Administrative Data Service require Board assistance.
- 5.4 The Board were informed that HM Revenue and Customs had not yet agreed to supply data to the ADRN. It was reported that HM Revenue and Customs see the benefits of the ADRN and are currently producing an internal paper to set out how providing data to the ADRN would work relative to the data dissemination infrastructure that they already have in place.
- 5.5 The Board discussed how the ADRN could be promoted across Government departments. The meeting heard that the ADRN had been the subject of a recent bilateral meeting between the ESRC and the Department for Business, Information and Skills (BIS). It was reported that BIS had offered to help promote the ADRN amongst Government departments. It was suggested that the ADRN should be on the agenda for a number of future cross government meetings. The Board agreed that it could be useful to discuss the ADRN at the following meetings: Departmental Directors of Analysis, Cross Government Information Assurance and Data Leaders Group. The Board requested that the Secretariat take this forward.
- 5.6 It was suggested that the ADRN should devote more resource to getting access to data sets that are most important for researchers and would potentially lead to the production of high impact research.
- 5.7 It was noted that the Universities and Colleges Admissions Service (UCAS) had announced that in January 2017 they will be releasing data to the ADRN where consent to do so has been provided by the UCAS applicant. The fact that this was restricted to consented data was seen as disappointing as it was inconsistent with the data release practices of some other Government departments. It was suggested that at some point in the future the Board might want to become involved in discussion with UCAS about their release practices to the ADRN.
- 6. ADRN mid-term review [ADRN(15)23]**
 - 6.1 Dr Whitworth introduced an initial high level proposed plan for the ADRN mid-term review. The UK Statistics Authority and the ESRC were proposing to work together on a joint independent mid-term review. The Board heard that the ADRN Board and the ESRC will jointly appoint an independent reviewer who was not currently involved with any of the parties that make up the ADRN to conduct the mid-term review.
 - 6.2 The UK Statistics Authority would use the mid-term review to seek assurance for the robust performance and governance of the Network. This would help the Authority to fulfil its role as the reporting body to the UK Parliament for the ADRN.

- 6.3 The meeting heard that the mid-term review would also be used to inform the ESRC Council's decision in February 2017, about whether and how the ADRN is re-commissioned beyond the initial period of the ADRN grant (2014 to 2019).
- 6.4 It was suggested that the review should identify the wider contextual factors that have influenced the ADRN's progress. The meeting heard that care needed to be taken to ensure that the review did not necessarily place responsibility on the ADRN for these wider contextual factors.
- 6.5 The terms of reference for the review would be discussed at the next meeting. As the ADRN Board reported to the UK Statistics Authority Board, the terms of reference would be shared with the UK Statistics Authority Board prior to the next ADRN Board and any feedback would be discussed in the next ADRN Board meeting.
- 6.6 It was suggested that the review should include consideration of the cost, and the value for money, of the ADRN and that this could include the modelling of future costs.
- 6.7 The Board were informed that there is a two way assurance link between the ADRN Board and the ESRC Council. It was therefore suggested that Professor Jane Elliott or Dr Alan Gillespie from the ESRC should be invited to address the ADRN Board at the next meeting. The Secretariat was asked to arrange this with the ESRC.
- 6.8 The Secretariat and the ESRC were asked to make sure that the arrangements for the governance of the review were made clear in the terms of reference for the review.
- 7. A view from the ADRC-Scotland**
- 7.1 Professor Dibben, Principal Investigator at the ADRC-Scotland, presented on progress at the ADRC-Scotland. Professor Dibben informed the Board that the ADRC-Scotland was expecting to have their first project with linked administrative data within the next two months.
- 7.2 Professor Dibben reported that the ADRC-Scotland had set up a panel of seventeen citizens who would meet regularly and would be used by the ADRC-Scotland to get feedback from the public's perspective on emerging issues regarding the work of the Centre.
- 7.3 The Board heard that the legal team within the ADRC-Scotland were producing tools to help data providers to think about data and how it should be used.
- 7.4 Professor Dibben reported that the ADRC-Scotland was undertaking methodological work with synthetic datasets. It was reported that synthetic datasets had the potential to be used as teaching datasets to enable researchers to develop their quantitative skills. It was reported that Statistics Canada had previously made a number of synthetic datasets available. The Canadian experience suggested that whilst these were useful for teaching purposes, care needed to be taken to make sure researchers understood the differences between synthetic datasets and real data.
- 7.5 It was suggested that the presentation underlined the need for the mid-term review to also consider the methodological contribution that the ADRN is making.
- 7.6 The Board requested that the Secretariat circulate the slides from the presentation.

8. Review of public attitudes towards potential commercial access to government data for statistical and research purposes [ADRN(15)24]

- 8.1 Dr Reed presented the findings of a review of the literature on public attitudes towards data sharing with the commercial sector. The Administrative Data Taskforce report had recommended that the ADRN's Governing Board consider, 'at an early stage', the potential to consider commercial sector access to the Network and that this review was conducted to assess current understanding of public attitudes in this space.
- 8.2 It was reported that the evidence that emerged from the review was diffuse and fragmented, and underlined the importance of avoiding generalised perceptions of public attitudes in taking decisions concerning enabling commercial sector access to the ADRN.
- 8.3 The Board recognised that any commercial sector access to the ADRN would be restricted to providing accredited researchers access to linked de-identified data for the purposes of conducting research with clear public benefits. It was also recognised that the accredited researchers would be accessing de-identified data in a secure environment under the guidance of Network staff ensuring that record level data did not leave the secure environment.
- 8.4 The Board had a detailed discussion about public attitudes towards commercial access to government data for statistical and research. The following points were made in the discussion:
- i. It was suggested that the public benefits of giving the commercial sector access to the ADRN should be the key driver for any decision on whether or not to allow commercial access to the ADRN. It was reported that the Network could mitigate some of the public concerns towards commercial sector access to the Network if it communicates the public benefits of providing commercial sector access to this data.
 - ii. It was suggested that there was a potential role for the National Statistician's Data Ethics Advisory Committee to consider the potential benefits and risks of providing commercial sector access to the ADRN.
 - iii. The Board heard that there was a distinction between the commercial sector accessing the ADRN for their own purposes and the commercial sector accessing the Network to do research on behalf of Government. It was recommended that consideration be given to separating these two issues.
 - iv. It was suggested that any commercial sector access to the ADRN should be on the basis of the commercial sector being able to prove a clear public benefit for accessing the Network and being willing to contribute data to the ADRN. It was recognised that some in the commercial sector were aware of their corporate and social responsibilities and making their data available to the ADRN may fit in with these responsibilities.
 - v. It was recognised that some Government data providers would have concerns about providing data to the ADRN if the commercial sector could access their data through the ADRN. The Board were informed that data providers need to be engaged with any decision that is made on commercial access to the ADRN.
- 8.5 The Board felt that to further consider this matter it would also be useful to have some discussions with representatives from the commercial sector to assess the likely demand within the commercial sector for access to the ADRN under these conditions. The Board requested that the Secretariat take this forward and report this to the Board at a future meeting.

9. A view from Phase II of the ESRC's big data investment

9.1 Professor Longley provided an introduction to the Consumer Data Research Centre (CDRC) which is funded by Phase II of the ESRC's big data investment. The Board heard that the CDRC is working with consumer-related organisations to open up their data resources to trusted researchers to enable them to carry out important social and economic research.

9.2 Professor Longley spoke to the Board about his experiences of engaging with commercial organisations and made the following points.

- i. There had been public dialogues as part of Phase II to understand public acceptability around the use of commercial data for research purposes. These suggested public good needed to be clearly demonstrated.
- ii. It was important to emphasise how individuals benefit from the use of private sector data for social research.
- iii. The majority of commercial organisations were only interested in accessing government data for statistical purposes and were not interested in identifying individuals.
- iv. Reciprocity is key if researchers are to gain access to commercial data, and this could be achieved by allowing commercial organisations access to the social data, potentially through the ADRN.
- v. It was important to be transparent when communicating processes and safeguards.
- vi. Government data has huge potential value to the research community from all sectors because the best research needs the best data and government data is usually robust and is normally created using a transparent methodology.

9.3 The Board requested that the Secretariat circulate the slides from the presentation.

10. Legislative Issues [ADRN(15)25]

10.1 Dr Whitworth presented on UK data sharing issues. The Board heard that one of the conclusions reached during the Cabinet Office's Open Policy Making (OPM) process was the need for public bodies to be able to link data for research purposes using a trusted third-party sharing system, where data are linked in a secure access facility and are made available to accredited researchers under controlled conditions. It was reported that under these proposals the trusted third parties, researchers and the subject of the research would be accredited by an accreditation body, which would operate transparently, and would need to be satisfied that the research was in the public interest.

10.2 Professor Elias provided an update on ongoing work on the EU Data Protection Regulation. The Board heard that Trilogue meetings are currently underway between the European Parliament, the European Commission and the Council of Ministers, to agree a final text for a new EU Data Protection Regulation. Professor Elias reported that the Chapter (Article 83) relating to research is expected to be discussed in trilogue in late November. It was reported that the Wellcome Trust is leading on engagement with the EU institutions, on behalf of the European Data in Health Research Alliance, of which ESRC is a partner. The meeting heard that the Alliance's on-line campaign, www.datasaveslives.eu, includes a petition for individuals to show their support for a positive text for research that protects individuals' data. Professor Elias agreed to circulate the petition around the Board.

11. Any other business

11.1 There was no other business.

**UK STATISTICS AUTHORITY
ADMINISTRATIVE DATA RESEARCH NETWORK BOARD**

Agenda

***Tuesday, 3 November 2015
Board Room, One Drummond Gate, London
11:00am – 2:30pm (coffee from 10:30am)***

**Chair: Professor David Hand
10:30 to 11:00 – Non-executive session**

Part A (11:00am to 12:30pm)

1 11:00am	Minutes and matters arising from previous meeting	Professor David Hand
2 11:10am	Chair's report	Oral Report Professor David Hand
3 11:20am	Highlight report	ADRN(15)20 Ms Melanie Wright
4 11:35am	Report from the Approvals Panel	ADRN(15)21 Dr Andrew Garrett
5 11:50am	Data owner engagement update	ADRN(15)22 Ms Melanie Wright
6 12:05pm	ADRN mid-term review	ADRN(15)23 Dr Simon Whitworth
7 12:15pm	A view from ADRC-Scotland	Oral Report Professor Chris Dibben

Lunch (12:45pm to 1:15pm)

Part B (1:15pm to 2:30pm)

8 1.15pm	Review of public attitudes towards potential commercial access to government data for statistical and research purposes	ADRN(15)24 Dr Richard Reed
9 1.45pm	A view from Phase II of the ESRC's big data investment	Oral Report Professor Paul Longley
10 2:15pm	Legislative issues	ADRN(15)25 Professor Peter Elias Dr Simon Whitworth
11 2:25pm	Any other business	

Next Meeting: Monday 1 February 2016, Drummond Gate, London

UK STATISTICS AUTHORITY
ADMINISTRATIVE DATA RESEARCH NETWORK BOARD

Minute

Tuesday, 21 July 2015
Boardroom, Drummond Gate, London

Present

Board Members

Professor David Hand (Chair)
 Professor Peter Elias (for items 7 to 12)
 Dr Fiona Armstrong
 Dr Andrew Garrettt
 Dr Norman Caven
 Mr Colin Godbold
 Mr Roger Halliday
 Professor Denise Lievesley
 Ms Penny Young
 Ms Tanvi Desai for Ms Melanie Wright
 Mr Nicky Tarry for Mr David Frazer
 Mr Jonathan Athow (for items 6 to 12)
 Mr Darren Warren

UK Statistics Authority

Dr Simon Whitworth
 Mr Robert Bumpstead

Economic and Social Research Council

Dr Paul Mellor

Administrative Data Research Centre – Northern Ireland

Dr Dermot O'Reilly

Information Assurance Expert Group

Professor Julia Lane (for item 8)

Administrative Data Service

Ms Trazar Astley-Reid for (item 9)

Apologies

Mr Glyn Jones
 Mr Luke Sibietka

1. Minutes and matters arising from previous meeting

- 1.1 The minute of the previous meeting held on 21 July 2015 was agreed by correspondence and have been published on the UK Statistics Authority website.

Chair's Report
Professor David Hand

UK STATISTICS AUTHORITY**ADMINISTRATIVE DATA RESEARCH NETWORK BOARD**

ADRN(15)20

Highlight Report**Purpose**

1. This paper presents an ADRN highlight report for the period between end of June and middle of October 2015.

Recommendations

2. Members of the ADRN Board are invited to note and discuss the content of the highlight report at **Annex A**.

Background

3. The highlight report is structured around work streams that reflect the specific responsibilities of the ADRN Board (paragraphs 8i to 8iv of the terms of reference).
4. At the ADRN Board meeting in July it was agreed that the risk register should be reported to the Board at future meetings. This can be found at Annex A1.

Simon Whitworth, ADRN Board Secretariat, 21 October, 2015**List of Annexes****Annex A ADRN Highlight Report, Jo Webb, Project Manager, Administrative Data Service, 21 October 2015****Annex A1 ADRN Performance Dashboard, Jo Webb, Project Manager, Administrative Data Service, 21 October 2015**

Annex A - ADRN Highlight Report

	Report date 12 October 2015
<p>Provide a brief account of progress on the project since the last report. Please include metrics, including number of project applications received and approved by sector (ie academic, government, third sector), and the average length of time from application to approval and from approval to access to data. Please include a list of approved project titles and their current status.</p> <p>Please include a look forward to the next quarter. What will be the key priorities? What are the risks and what are the actions planned to mitigate these risks?</p>	
<p>Progress to date:</p> <ul style="list-style-type: none"> i. There are 49 current live project applications with 21 approved by the Approvals Panel. ii. The Directors of the four centres and the Director of Administrative Data Service (ADS) have met twice to discuss a new governance structure for the Network. The objective was to take stock of what was learned in the development phase and ensure that the structure enables the Network to be efficient as business as usual. A new structure was proposed at the Management Committee meeting on 8 October and is discussed in more detail in the section ADRN infrastructure and Network coherence below. iii. The ADRN project Approvals Panel has met 3 times, virtually on 22 June and 27 July and face to face in Cardiff on 2 September. The Panel heard about the local picture from the Director of Administrative Data Research Centre (ADRC)-Wales, David Ford. The Panel also undertook an initial self-assessment exercise, looking at their efficiency and areas to strengthen. This will be followed up by a survey to gather stakeholder views, and a deeper look into the thoughts of the Approvals Panel members into their performance. A separate report on the work of the Approvals Panel will be presented to the ADRN Board at its November meeting. iv. The ADS coordinated an internal Network event attended by over 50 members from across the Network in Greenwich in September. The objectives were to review the successes and challenges of year 1 at all levels, learning the lessons, identifying best practice to shape our service delivery to the research community and guidance on how we measure impact. v. Over 100 people attended a joint ADRN/ Royal Statistical Society (RSS) event looking at 'Making it easier to use administrative data' on 8 October in London. Along with presentations from Vanessa Cuthill (Deputy Director, Economic and Social Research Council (ESRC)), Prof David Hand (Chair of the ADRN Board), Hetan Shah (Executive Director RSS) and Paul Maltby (Director of Open Data and Government Innovation, Cabinet Office). The Directors of the Centres and the Administrative Data Service then spoke on successes and research projects. There was then a drinks reception, with the opportunity for researchers to discuss project ideas with ADRC staff. At the event the Network annual report was launched along with an external newsletter for stakeholders. vi. Data owner engagement continues, and is the subject of a more in depth report to the Governing Board at its November meeting. vii. The new data science building in Swansea is now occupied and operational. viii. There was high-level exposure of Administrative Data Research Centre-Scotland (ADRC-S) and the Network to UK government policy makers and researchers at Civil Service Live event at Murrayfield Stadium on 29 September via a exhibition stand and talks through the morning and afternoon. 	

ix. ADRC-S featured prominently in winning funding for 2015-16 “Obesity strategic network: whole systems approach” funded by ESRC for £92,626.

‘Live’ Project Titles and current status: 49 in total. Details are below.

NB: a project is ‘live’ as soon as it is logged with the Administrative Data Service

Breakdown of ADRN projects (by type and leading partner)	Count of Projects	Project title	Status
Academic	43		
ADRC-England (ADRC-E)	2		
PROJ-001		Combining Survey Data, Paradata and Administrative Data for Nonresponse Investigation	Approved
PROJ-015		Evaluating linkage between children's health, education and social care data - pre-term birth sub-study.	Data supply, linkage and preparation underway
ADRC-Northern Ireland (ADRC-NI)	13		
PROJ-002		Peace Walls in Northern Ireland: developing baseline indicators	Approved
PROJ-008		Using Data Linkage to obtain accurate population estimates of migrants in Northern Ireland and their needs for and use of mental health and social care.	Approved
PROJ-010		An Exploratory Analysis of Parental and Child Limiting Long-term Illnesses in Northern Ireland	Application Development in progress
PROJ-011		An Exploratory Analysis of the Socio-demographic Characteristics of Married versus Unmarried	Application Development in

	Mothers	progress
PROJ-012	Medication use in pregnancy and its risks/consequences in terms of birth outcome and later child development outcomes	Application Development in progress
PROJ-013	Naming in Contemporary Northern Ireland	Application Development in progress
PROJ-014	The completeness and accuracy of the Electoral Register in Northern Ireland	Application Development in progress
PROJ-018	Social Defeat in Northern Ireland: Assessing the Impact of Social Risk Factors on Serious Psychiatric Disorders Using Data Linkage	Application Development in progress
PROJ-019	Link between congenital heart diseases early in life and educational outcome in Northern Ireland.	Application Development in progress
PROJ-020	Addressing in Northern Ireland.	Application Development in progress
PROJ-028	Past and Current Same Sex Couples in Northern Ireland: An Exploratory Analysis.	Application Development in progress
PROJ-041	A pilot ADRC-NI project linking Social Security Benefits and Census data to identify those least likely to claim disability related benefits.	Application Development in progress
PROJ-064	The Economic Burden Associated with Mental Ill Health Among Informal Caregivers in Northern Ireland: an investigation of economic transitions and economic costs.	Application Development in progress
ADRC-Scotland (ADRC-S)	9	
PROJ-027	Informal care in the last days of life: a data linkage study.	Application Development in progress

PROJ-029	Understanding outcomes for children from Scottish Children's Reporter Association (in conjunction with the British Association for Adoption and Fostering)	Application Development in progress
PROJ-030	Investigating the impact of a sick sibling on family health and educational outcomes	Application Development in progress
PROJ-031	An investigation of maternal mental health and filial educational attainment in Scotland	Approved
PROJ-032	Placement stability of children in out of home care in Scotland: A sequence analysis	Approved
PROJ-033	Does priority need for homeless prison leavers reduce recidivism? A case study from Wales	Application Development in progress
PROJ-050	Energy efficiency and household health co-benefits: building the evidence	Application Development in progress
PROJ-060	A Longitudinal Examination of Educational Attainment throughout the School Lifecourse in Aberdeen: Inequality at the Starting Gate and Beyond	Approved
PROJ-063	The effect of unexpectedly high patient demand in midwife units on educational outcomes.	Application Development in progress
ADRC-Wales (ADRC-W)	12	
PROJ-016	An Investigation into the Impact of Disability on Employment in Wales	Approved
PROJ-021	Understanding participation in post-compulsory education and training in Wales	Approved
PROJ-022	Examining contributory factors in road traffic collision data involving older people in Wales	Approved
PROJ-026	Understanding the determinants of educational achievement and the association with health and well-being by age 14 in Wales	Approved
PROJ-034	Extending the opportunities for prevention of suicide: linking dispensing and employment data to the	Application Development in

	Suicide Information Database- Wales.	progress
PROJ-035	Examining the link between family health events and pupil performance indicators in Wales.	Approved
PROJ-037	Feasibility study exploring the use of data linkage in the evaluation of the Supporting People Programme	Approved
PROJ-046	Assessing the relationship between concessionary bus use and health for older people in Wales	Application Development in progress
PROJ-055	Examining risk factors for Domestic Abuse and Child Sexual Exploitation to inform future policing in the Swansea area	Application Development in progress
PROJ-056	Job quality, well-being and health.	Application Development in progress
PROJ-058	Investigating the role of buses in access to hospitals	Application Development in progress
PROJ-062	Evaluating the impacts of Welsh Government funded schemes designed to improve the energy efficiency of the homes of low income households on health outcomes through the use of existing data	Application Development in progress
Administrative Data Service (ADS)	7	
PROJ-009	Patterns of error in survey based estimates of consumption and their implications for energy consumption.	Approved
PROJ-017	The Residential Mobility of Mental Health Service Users.	Approved
PROJ-023	Improving the experience of dementia and enhancing active life: living well with dementia - the IDEAL study– data linkage extension	Approved

PROJ-051	Residential mobility and diabetes.	Application Development in progress
PROJ-052	The wider impacts of benefit sanctions: educational attendance, behaviour and attainment	Approved
PROJ-061	Evaluating the effects of Community Treatment Orders in England	Application Development in progress
PROJ-070	Liquidity Constraints and the Duration of Unemployment in the UK	Application Development in progress
Government	6	
ADRC-NI	2	
PROJ-006	Factors associated with decreased representation in higher education	Approved
PROJ-007	Sociodemographic characteristics, educational attainment and self-reported health status of farmers in Northern Ireland	Approved
ADRC-W	4	
PROJ-003	Developing an Analytical Approach for Assessing the Effectiveness of the Flying Start Programme: Analysis of the Health and Education Impacts of Flying Start.	Approved
PROJ-004	Assessing the Health Impacts of Adults' Participation in Sports in Wales: Investigating the mediating role of accessibility to sports facilities.	Approved
PROJ-005	The Feasibility of Creating an Individual Deprivation Score using Linked Data	Application Development in progress
PROJ-025	Study of Early Education and Development Better Decisions: Uncovering how patients' socioeconomic, educational and demographic factors impact clinical decision-making.	Application Development in progress

There are currently no third sector projects.

Additional ADRN projects not using unit-level data and therefore subject to assessment by the Approval Panel:

None additional

Key metrics:

49 live projects with 21 projects approved by the Panel

Website: over 6800 page views in September from over 1600 visitors (60% of whom were new)

Social media: 635 Twitter followers; 1388 Tweets (in total).

Key strategic priorities for next quarter:

- i. To embed the new governance structure and ensure that the Network is working efficiently;
- ii. To continue working with data owners;
- iii. To promote awareness of the ADRN, anticipate demand and manage researcher expectations; and
- iv. To implement policies and procedures, including on Information Security

Risks:

ADRCs have prepared their own risk registers and keep them under review.

Workstream Progress Reports:

Workstream 1:	ADRN infrastructure and Network coherence¹	Report Date	12 October 2015
<p>Main achievements</p> <p>Infrastructure:</p> <p>A new structure for the governance of the Network is proposed with the establishment of two new groups- a Directors Group and an Operations group to replace the current Management Committee. The Directors Group will be composed of the 5 directors of the ADRN units. Also attending will be the Chair of the Operations group, the ESRC lead and the Board secretariat from the UK Statistics Authority. The Directors Group will be responsible for strategy, innovation and new developments. The Operations Group will have responsibility for implementation of new developments and for service improvement. Two representatives from each Centre will attend. The Operations Group will develop an annual operations plan. The Operations and Directors Groups can convene task teams to deliver discrete developments. The Operations Group can convene standing committees to progress ongoing areas of work and subject specialist communities which share best practice and information exchange. These three types of groups will progress the current working group objectives.</p> <p>ADRC-W: The centre is fully operational and is supporting a range of research. Temporary safe settings are available in Swansea and full safe settings in Cardiff and Swansea are under development and will be operational once Pan Government Accreditation is obtained. As of September 2015 the centre has over 100 ADRN approved researchers. These include senior Principal Investigators s who undertook the accreditation training as they have junior academics or post docs undertaking projects.</p> <p>ADS: Tanvi Desai has been asked to sit on the committee for the Joint Information Systems Committee Safeshare project. The ADS has brought together the safe share and the safe pods projects so that safe pods can potentially benefit from any solutions offered by Joint Information Systems Committee (JISC). ADS has migrated the application forms online. ADS User Services organised hands on training for staff across the network on how to use them and support the researcher in completing them. The training was also recorded and will be made available for future reference, in addition to the rest of the material (handouts, reference guides etc).</p> <p>ADS is collaborating with a consortium of ESRC investments: UK Data Service, Census and Administrative data Longitudinal Studies, Big data network Phase 2, Cohort and Longitudinal Studies Enhancement Resources), Understanding Society and the National Centre for Research Methods (NCRM). The aim of this</p>			

¹ Board responsibility (from ToR): i) Guide the strategic direction of the Network and provide oversight of its development to provide assurance that the infrastructure is established and maintained in ways that serve the public good, and, that the Network functions as a coherent whole.

collaboration is to raise the profile of these ESRC resources amongst students, supervisors and lectures. A cross training webinar took place in September. Planned events include: Student webinar 28th Oct; and a supervisor event in the New Year.

ADRC-E: The Farr Safe Room is going through final testing and installation of close circuit television cameras and setting up door access. Data Scientist, Grant Thiltgen is working with the security consultant to finalise the security documentation. A Penetration Test has taken place in the University of Southampton secure lab and it is largely successful with a few minor issues to address. The Office for National Statistics (ONS) is close to sign-off the University of Southampton facilities to allow ONS data to be held in the University of Southampton server centre and accessed in the University of Southampton/Farr Secure Lab. Recruitment is almost complete across three sites. Bloomsbury appointed a Senior Research Associate who started on 31 August. Bloomsbury will be advertising a second data scientist position before Christmas.

ADRC-S: Laurie and Stevens' won competitive bid to complete: "A Review of Evidence Relating to Harm Resulting from Uses of Health and Biomedical Data Prepared for the Nuffield Council on Bioethics Working Party on Biological and Health Data and the Wellcome Trust's Expert Advisory Group on Data Access" along with ADRN/Farr Institute colleagues, Dr Kerina Jones and Dr Christine Dobbs, Swansea University. Research Fellow Stevens also published "The Proposed Data Protection Regulation and Its Potential Impact on Social Sciences Research in the UK"
http://edpl.lexxion.eu/data/article/8203/pdf/edpl_2015_02-005.pdf.

The Research Working Group are organising the 3rd annual Research Conference which will take place on the 2nd and 3rd of June 2016 at the Friends Meeting House, London. The call for abstracts has been sent out. The programme is finalised and two of the three keynotes slots have been filled.

ADRC-NI: DIAL (Trusted Third Ptry environment) - Continuing to work with ITAssist to migrate to a new solution which will be delivered and managed by ITAssist. The latest date for this is early November 2015. The use of the new network has been discussed with Communications Electronic Security Group. A new staging environment has been set up within the Northern Ireland Statistics and Research Agency and signed off by the Head of Demographic Statistics and the Information Asset Owner. DIAL have completed data matching and re-matching (twice) for the ADRC-NI Department of Employment and Learning project. Data matching reports were provided and 'lessons learned' from the first pilot project are being worked through in order to check that the current process works and is as efficient as possible.

Network coherence:

The ADS coordinated an internal Network event attended by over 50 members from across the Network in Greenwich in September. The objectives were to review the successes and challenges of year 1 at all levels, learning the lessons, identifying best practice to shape our service delivery to the research community and guidance on how we measure Impact.

The ADS and ADRC-S teams looking at legal based work packages met on 30 July in London. These meetings are invaluable to coordinate work, reduce duplication and thereby facilitating progress. Discussions are captured as action points and the monitoring of these is included in the ADS work plans.

Outlook for next quarter Infrastructure: ADRC-S: Research Fellow and PhD Student starting in Autumn 2015 to work in area of uncertainty in automated linkage. Research Fellow starting in Autumn 2015 to work in area of temporal and geographical differences in place of death across Scotland, Network coherence: The priority will be to embed the new governance structure.			
Workstream 2:	ADRN principles, policies and procedures²	Report Date	12 October 2015
Members of the ADS team lead sessions in the <i>'5 safes' of secure access to confidential data workshop</i> organised by the UK Data Service in Manchester in September. A third animation/ infographic is in development to explain the user journey. ADRC-NI: Following on from the ADRN Principles and Policies for Information Assurance, local procedures are being drafted. These include: <ul style="list-style-type: none"> i. ADRC-NI Trusted Third Party Information Assurance Procedures; ii. ADRC-NI Staging Environment Information Assurance Procedures; iii. ADRC-NI Secure Environment Information Assurance Procedures; and iv. ADRC-NI Trusted Third Party Requirements report. 			
Outlook for next quarter: The info graphic will be launched on the ADRN website.			

² Board responsibility (from ToR): ii) Agree the principles and policies for access to the Network, identifying and resolving any high-level issues which inhibit access to the Network.

Workstream 3:	ADRN standards and performance³	Report Date	12 October 2015
Main achievements Please see performance dashboard attached as Annex A1. Training and capacity building: ADRC-E held its second Annual Team Meeting in Windsor on 1-2 Oct with 33 colleagues attending. ADRC-S also held its annual retreat at Airth Castle on 29-30 Sep attended by 35 staff from Scottish Government, Co-Investigators, Research Fellows, PhD students, user services / support / comms teams ADRC-E organised two short courses: Policy Analysis using the National Pupil Database, 3-5 Aug; and Analysis of Linked Datasets, 2-3 Sept. ADRC-E has already 17 days of short courses planned in academic year 2015-16; At ADRC-S Professor Peter Christen (ANU, Canberra, record linkage expert) completed a 3-week visit in June 2015. Professor Christian delivered a one day workshop "Record Linkage - Introduction, Recent Advances and Privacy Issues" attended by over 60. Professor Sascha O. Becker (Warwick) delivered 1-day Master Class "Methods to Identify Causal Effects" attended by over 35 people. ADRC-S also hosted a European Historical Population Samples Network event in July with a workshop on the topic "Integrating time, space and individual life stories". Furthermore, the Centre ran Stata Programming for Social Surveys and Administrative Data Analysis with the Applied Quantitative Methods Network on the 23-24 in September and presented on synthpop to Government Statistical Group Conference, 17-18 September 2015, Birmingham.			
Outlook for next quarter Training and capacity building: ADRC-E: Three short courses have been scheduled before the end of this calendar year: <ul style="list-style-type: none"> • Introduction to Hospital Episode Statistics, 15-16 Oct 2015, London • Handling Missing Data in Administrative Studies: Multiple Imputation and Inverse Probability Weighting, 19-20 Nov 2015, Southampton • Developing synthetic data for administrative data sources, 3-4 Dec 2015, Belfast. At this course, ADRC-S will be presenting on synthpop. 			

³ Board responsibility (from ToR): iii) Provide oversight of standards and performance of the Network, including reviewing the progress, usage, quality and performance of the infrastructure, the strategic risks to meeting the Network's objectives and the actions to mitigate to these risks.

ADRC-S:

- Planned organisation of 1 day workshop 'Introduction to Bayesian Statistics' by Dr Robin Samuel at Edinburgh Bioquarter Autumn 2015
- Programmed workshop contribution to National Centre for Research Methods "Developing synthetic data for administrative data sources" December 2015 <http://www.ncrm.ac.uk/training/show.php?article=4792>
- Participation in Society for Longitudinal and Lifecourse Studies International Conference Dublin October 2015
- Participation in Workshop on Stata Programming for Social Surveys and Administrative Data Analysis September 2015

Workstream 4:	ADRN Public Engagement and Communications⁴	Report Date	12 October 2015
<p>Main achievements</p> <p>(to include any external events of interest to the Board)</p> <p>The ADS were invited to present at the First Workshop on Digital Humanities, organised by the Centre for Language Research Infrastructure in the Czech Republic under the auspices of the Ministry of Education, Youth and Sport of the Czech Republic. The workshop was co-organised by the Czech Social Science Data Archive of the Institute of Sociology within the framework of the Consortium of European Social Science Data Archives project. Carlotta Greci presented an overview of the ADRN infrastructure, the challenges of administrative data and some examples of the socio-economic research that the Network supports.</p> <p>Tanvi Desai from ADS met with Shinsuke Ito, Associate Professor, Faculty of Economics, Chuo University (Japan) to discuss the approach of the Network towards providing access to administrative data.</p> <p>Members of ADRC-S have spoken with staff from Government of Victoria, Melbourne, who are looking into how the Government of Victoria can improve its data linkage capability and make better use of government data, and how this is being done overseas.</p> <p>ADS's Kakia Chatsiou, presented a paper co-authored with Tanvi Desai and Melanie Wright at the latest European Social Research Association Conference in Reykjavik, Iceland on "Data Retention and Public Opinion in the Administrative Research Network", outlining the key messages from recent reports on public attitudes to data retention in the UK. The paper discussed the impact that data retention/destruction can have on resources and effort spent on data</p>			

⁴ Board responsibility (from ToR) iv) Provide oversight of the Network's public engagement and communications strategy.

preparation and research and outlined some of the arguments for and against preservation of administrative data for research. The paper also provided an overview of the steps the Network has been taking to bring together researchers, data owners and the general public, consult with them, reassure them and enhance their understanding of the advantages of (among other topics) data retention. The conference is one of the largest conferences of its kind (800+ participants) in Europe.

Members of the ADS team also presented at the RSS conference in September as part of a session on 'Accessing and Analysing Administrative Data' and at the Cambridge Public Policy Initiative's Big Data Workshop on Big Data Methods for Social Science and Policy. Over 60 researchers from a range of departments and disciplines across Cambridge attended.

ADS are pleased to note that the ADRN animations are being widely used in presentations by people outside the direct Network. A third is in development to take researchers through the user journey from initial contact through to publication of a summary of their findings.

The Network Communications and Public Engagement Strategies have been reviewed and updated to ensure they remain relevant.

ADRC-E's, Emma White was invited to chair a session and also presented on behalf of ADRC-E at the British Society for Population Studies (BSPS) Conference in Leeds on 7 Sept.

ADRC-S created an interactive exhibition "*Digital Social Science: Understanding Society Through Data*" for European Researchers' Night / Explorathon 2015 on 25 October at the National Museum of Scotland. Leslie Stevens organised externally-funded workshop in Edinburgh 17 June "Sharing Data Across Sectors for the Public Good". An interview has been published on Youtube on Laurie and Stevens research <https://www.youtube.com/watch?v=9H1wpoAwmZc>

ADRC-S presented at the joint United Nations Economic Commission for Europe/Eurostat work session on statistical data confidentiality (Helsinki, Finland, 5 to 7 October 2015). Chris Dibben presented on "Micro, remote, safe settings (safePODS) – extending a safe setting network across a country"; B.Nowok demoing software "Generating synthetic data using synthpop package". There was also a presentation on ADRC-S/ADRN at the Centre for Cognitive Ageing and Cognitive Epidemiology Annual Research Day in September.

Commissioning of six guides on the Network is underway. The list of guide topics is as follows:

- i. dealing with Data Quality Issues in Administrative Data;
- ii. an introduction to Data Linkage;
- iii. statistical disclosure control for researchers;
- iv. legal Issues for ADRN users;
- v. using the National Pupil Database; and

- vi. developing a public engagement strategy.

ADRC-NI: The third meeting of the Administrative Data Forum took place on the 28 September 2015. The Forum was updated on a number of issues including the ADRC-NI data prospectus, legal gateways and projects. It was agreed that meetings would continue to be scheduled with individual data providers. There was a general discussion on how departments could link with the universities on potential projects.

A paper was issued from Statistics Co-Ordinating Group to the Permanent Secretaries Group (PSG) highlighting the work of the ADRC-NI. The paper was presented to PSG by the Permanent Secretary of Department of Finance and Personnel (David Sterling) in September and resulted in PSG adding their endorsement to the ADRC-NI initiative.

Outlook for next quarter. To include any external events (of interest to the Board)

The United Nations Economic Commission for Europe invited ADS to present a paper introducing the ADRN at their work session on statistical data confidentiality.

ADRC-E are planning a Regional Universities Showcase to introduce the ADRC-E/ADRN as a data linkage service for researchers based at Universities in London and South-East of England and the event is provisionally scheduled to take place at Farr Institute in London on 19 Jan 2016.

ADRC-W are planning visits to Welsh universities for researcher engagement.

ADRC-S are planning the following;

- i. 1 day workshop 'Introduction to Bayesian Statistics' by Dr Robin Samuel at Edinburgh Bioquarter on 6 November 2015;
- ii. programmed workshop contribution to NCRM "Developing synthetic data for administrative data sources" December 2015 Dublin; and
- iii. publication of literature review into public perceptions of data, data linkage and data linkage research

ADRC-NI: Further data workshops are being developed and will focus on the new data sets available from the Department of Social Development, Department of Education and Business Services Organisation. Invitation and registration to attend these workshops are issued to interested researchers via the ADRC-NI Centre investigators and contacts database. Alongside the workshops online resources for researchers are also in development. The first of which, providing researchers with information on vital statistics, will be piloted with ADRC-NI researchers with the aim of rolling out similar resources for other datasets agreed in principle in the ADRC-NI.

Annex A1- Administrative Data Research Network (ADRN) Performance Dashboard

Number	Measure	Definition	Outcome Oct 2013- Sep 2015
1	Requests for speakers at international conferences speaking about the ADRN	Requests for Administrative Data Research Centres (ADRCs) and Administrative Data Service funded personnel to talk at conferences outside the UK. Requests for ADRN funded personnel to speak at conferences outside the UK. Requests for Governing Board members to speak at conferences outside the UK. Requests for Management Committee members (not included in above) to speak at conferences outside the UK.	Total: 36
2	Invitations for speakers to present on the ADRN at UK events.	Requests for ADRN funded personnel speakers to talk at UK events where stakeholders will be present. Requests for ADRN funded personnel to speak at UK events where stakeholders will be present Requests for Governing Board members to speak at UK events where stakeholders will be present. Requests for Management Committee members (not included in above) to speak at UK events where stakeholders will be present	Total: 38
3	Logged projects with ADS compared with Approved projects	Total number of projects logged with ADS compared to those with approval from the Approvals Panel.	49 logged projects/ 21 approved
4	Presentations at conferences on methodological focus.	Presentations concerning the development or use of new methodologies which result from ADRN work packages or research projects.	10
5	Summaries published from projects with a methodological focus.	Summaries concerning the development or use of new methodologies which result from ADRN work packages or research projects published on the ADRN website.	No projects completed yet
6	Facility in each country	ADRCs with facilities available for safe access to data. Administrative centre open and dealing with user queries.	All countries have a facility
7	Accreditation training programme in place.	Programme to accredit researchers is available.	Yes

8	Time between approval and data with the Trusted Third Parties (TTP) set out by project.	Time during negotiations with data owners for each project with Approvals Panel agreement until data is in the TTP.	The ADS has not set up monitoring arrangements to capture the timeframe of projects after they have been handed over to the Centres. It is planned that these arrangements will capture the number of data sets requested against the number of data sets accessed as comprehensively as possible.
9	Number of data supplier data sets accessed: target 100% of data sets required	Number of data sets which have been provided to the TTP which have been requested for use to create data sets for projects approved by the Approvals Panel. Cumulative measure of all projects which meet criteria	See above
10	Total number of accredited users named on projects approved by Approvals Panel.	Total number of accredited users named on projects approved by Approvals Panel by sector (academic, government, third sector) Total number of accredited users named on projects approved by Approvals Panel funded by the network.	Academic: 32 individuals Government: 24 individuals Third sector: 8 individuals
11	Number of completed projects	Number of projects approved by the approvals panel with published summaries.	0
12	Percentage of research summaries available to the public	Number of summaries available on the ADRN website.	No projects completed yet

UK STATISTICS AUTHORITY

ADMINISTRATIVE DATA RESEARCH NETWORK BOARD

ADRN(15)21

Report from the Administrative Data Research Network (ADRN) Approvals Panel

Purpose

1. This paper provides an update for the ADRN Board about the work of the ADRN Approvals Panel.

Recommendations

2. Members of the Board are invited to:
 - note the contents of this report; and
 - seek clarification on any issues raised by the report.

Background

3. The ADRN Approvals Panel ensures the process for granting access to sensitive, linked administrative data is fair, equitable and transparent. The Approvals Panel assess each project against the following criteria;
 - i. the project must be purely non commercial research;
 - ii. the project must be feasible, ethical and have clear potential public benefit;
 - iii. a case must be made for using administrative data to carry out the research;
 - iv. a case must be made to show that data can only be accessed through the Network rather than alternatives;
 - v. the research must not be research which a government department or agency would carry out as part of its normal operations; and
 - vi. the results of the research must be made public through the ADRN website.
4. Projects must be approved before data custodians make the final decision on whether to share their data.
5. The Approval Panel consists of the following members;
 - i. Professor Sir Ian Diamond (chair);
 - ii. Jane Naylor (Office for National Statistics);
 - iii. Yee-Wan Yau (HM Revenue and Customs)
 - iv. Professor Richard Harris (University of Durham);
 - v. Dr John Power (Northern Ireland Assembly);
 - vi. Professor Robert T Woods (University of Bangor);
 - vii. Lynn Wyeth (Leicester City Council);
 - viii. Dr Andrew Garrett (ADRN Board member);
 - ix. Stephen Parker (lay member); and
 - x. Jen Persson (lay member).

Discussion

6. Since the last report to the Board, the Approvals Panel has met three times, with meetings on the 27 July, 2 September and 12 October.

7. A face to face meeting was held in Cardiff in September and incorporated a presentation from the Administrative Data Research Centre (ADRC)-Wales on the local perspectives on development of the ADRN to date. At this meeting the Approvals Panel held a 'self-assessment' session, which is currently being followed up with a web-survey of both Panel members and wider stakeholders (including researchers).
8. The Approvals Panel has continued to review project applications on an ongoing basis, and has continued to refine its method of operation where necessary.

Update of any changes to Panel membership

9. Yee-Wan Yau (HM Revenue and Customs) has joined the Approvals Panel, to provide a perspective as a representative of a government department as a 'data provider'.
10. Work is ongoing to recruit one member to fill the remaining vacant position on the Approvals Panel.

Update on any changes to operating procedures

11. Since the last Board meeting the Approvals Panel has not made any substantive changes to its operating procedures.
12. The Approvals Panel has recently begun to discuss ways in which it may provide guidance to applicants around expected project application content (specifically in relation to description of project methodology). This is to reduce the number of occasions where the Approvals Panel needs to ask researchers to 'provide further information'.
13. The Approvals Panel also recently discussed whether it might consider adopting a process of consistency of decision making, setting precedents through previous project decisions. It was agreed that the Approvals Panel would dedicate time to discuss this at their next face-to-face meeting which is scheduled to take place in Belfast in January.
14. The Administrative Data Service (ADS) has begun to actively share the guidance document on ethics and administrative data with researchers who are developing projects. The document has been shared with research ethics committees at a selection of Universities (the lead institutions for each ADRC). The ADS will be following this up with relevant contacts in the coming weeks to gather any feedback.

Calendar of future Panel meeting dates

15. Approvals Panel meeting dates for the remainder of 2015 are as follows:

- 16 November; and
- 7 December.

16. Approval Panel meeting dates for 2016 are:

- i. 7 January (face-to-face in Belfast);
- ii. 9 February;
- iii. 7 March;
- iv. 26 April (face-to-face in Southampton);
- v. 16 May;
- vi. 20 June;
- vii. 18 July;
- viii. 25 August (face-to-face in Edinburgh);
- ix. 19 September;

- x. 11 October;
- xi. 7 November; and
- xii. 12 December.

17. The following projects have been approved since the last ADRN Board:

- i. Peace Walls in Northern Ireland: developing baseline indicators;
- ii. Developing an Analytical Approach for Assessing the Effectiveness of the Flying Start Programme: Analysis of the Health and Education Impacts of Flying Start;
- iii. Assessing the Health Impacts of Adults' Participation in Sports in Wales: Investigating the mediating role of accessibility to sports facilities;
- iv. Factors associated with decreased representation in higher education;
- v. Using Data Linkage to obtain accurate population estimates of migrants in Northern Ireland and their needs for and use of mental health and social care;
- vi. Patterns of error in survey based estimates of consumption and their implications for energy consumption;
- vii. An Investigation into the Impact of Disability on Employment in Wales;
- viii. Examining contributory factors in road traffic collision data involving older people in Wales;
- ix. Feasibility study exploring the use of data linkage in the evaluation of the Supporting People Programme;
- x. The wider impacts of benefit sanctions: educational attendance, behaviour and attainment; and
- xi. A Longitudinal Examination of Educational Attainment throughout the School Lifecourse in Aberdeen: Inequality at the Starting Gate and Beyond.

18. The Approvals Panel requested further information for six of the above projects before making a final decision to approve the projects.

19. The Approvals Panel has also viewed a number of projects where additional information has been requested from the applicants, or a further clarification is required, before a final decision can be made. Several projects are awaiting a clarification from the Health and Social Care Information Centre (HSCIC) on the enactment status of the 'opt-out from research' that HSCIC offer before a final decision can be made.

20. The ADS is currently liaising with the ADRCs to establish a process whereby 'public benefit summaries' can be provided for each of the projects Approved by the Panel. For projects where this has been achieved the summaries can be viewed here: <http://www.adrn.ac.uk/research-projects/approved-projects>.

21. The Approvals Panel recently noted that some Research Ethics Committee guidance suggests specific data retention periods should be adopted for projects and have agreed to seek clarification about the Network policy being developed around this issue.

Number of projects rejected since previous Board meeting (and the type of reason for rejection), number of appeals (and the outcomes):

22. The Approvals Panel has not rejected any projects. There have been no appeals of decisions made by the Approvals Panel.

John Sanderson, User services, Administrative Data Service, 21 October 2015

UK STATISTICS AUTHORITY

ADMINISTRATIVE DATA RESEARCH NETWORK BOARD

ADRN(15)22

Data owner engagement strategy update

Purpose

1. This paper provides an update for the Board on the Administrative Data Research Network's (ADRN) data owner engagement and provides suggestions on ways in which the Board might potentially assist the Network in engaging with data owners.

Recommendations

2. Members of the Board are invited to note and discuss:
 - i. the range of data owner engagement activities that have been undertaken (**Annex A**); and
 - ii. discuss the proposal in **Annex B** around how the Board may assist the Network when engaging with data owners.

Background

3. Accessing data in a timely fashion is key to the success of the Network. At the ADRN Board meeting on 21 July 2015, the Board were informed that a major barrier to government departments sharing data with the ADRN was a lack of resources to undertake data management. The Board were also informed that some government departments wanted to wait until their data sharing strategies were fully developed before they discussed sharing data with the ADRN.
4. The Administrative Data Service (ADS) lead on data owner engagement to fulfil the aims of the strategy. In the case of Devolved Administrations the ADS and the Administrative Data Research Centres work together to engage with data owners and stakeholders in a coordinated and effective way.

Simon Whitworth, ADRN Board Secretariat, 21 October 2015

List of Annexes

Annex A ADRN Data Owner Engagement Activity, Tanvi Desai, Administrative Data Service, 21 October 2015.

Annex B, ADRN Board Assistance in Data Custodian Engagement, Tanvi Desai, Administrative Data Service, 21 October 2015.

Annex A – Administrative Data Research Network (ADRN) Data Owner Engagement Activity

Administrative Data Service (ADS)

1. Communications Electronic Security Group (CESG): First of a series of 6-monthly meetings took place with CESG attended by ADS Co-Director, Information Assurance Working Group (IAWG). Updates were given by both sides. CESG are broadly supportive of ADRN Information Assurance policies.
2. Cabinet Office: Following the Royal Statistical Society (RSS) event it is planned that regular meetings will take place between the Director of Data at Government Digital and the ADS Co-Director to join up ADRN operations and government digital policy.
3. Department for Communities and Local Government: No update since previous report.
4. Department of Energy and Climate Change (DECC): DECC are open to providing data for ADRN projects, legal gateways allowing. They do not currently have full permissions to share smart meter data which has been requested by an approved project. ADRN will work with DECC to investigate ways to secure access to this resource.
5. Driver and Vehicle Licensing Agency: No update since previous report.
6. Department for Work and Pensions (DWP): Regular meetings (every 2 weeks until Christmas and then monthly) are taking place between External Data Sharing Advice Centre (EDSAC) and the ADS User Support Team, along with representatives of the DWP Analytics section, with the aim of establishing effective relationships and data sharing procedures. They are currently using a recently approved ADRN project as a way to explore the details of how the process should work.
7. Higher Education Statistics Authority (HESA): A follow up meeting with HESA has taken place. HESA are keen to trial some ADRN projects and the ADS is working with them to ensure that they have all the information necessary to proceed when an application comes in.
8. HM Revenue and Customs (HMRC): The ADS recently met with officials in HMRC. HMRC expressed an interest in the ADRN and saw the benefits it could offer, however they have not yet agreed to supply data.
9. Health and Social Care Information Centre (HSCIC): ADRN is working with HSCIC to move towards intermediary status. The ADS User Services team will be travelling to Leeds to meet with HSCIC staff with the aim of exploring ways of working together more effectively to reduce the time taken to process applications.
10. Ministry of Justice (MoJ): The ADS is assisting MoJ in developing metadata for some of their key surveys, with the aim that the resources developed may eventually be reusable to other government data custodians.
11. Office for National Statistics (ONS): The departure of key members of staff at ONS has slowed the data sharing process. ADS and the Administrative Data Research Centre-England are discussing how best to address this. A key priority is access to census data.
12. Universities and Colleges Admissions Service (UCAS): UCAS have announced that they will be releasing (consented) data to the ADRN in January 2017. This announcement is welcome as it brings forward the previous release date by 2 years. The

ADS Co-Director and a member of the communications team will be travelling to UCAS to discuss wording of consent requests to be circulated on behalf of ADRN.

13. Valuation Office Agency (VOA): The ADS Co-Director will be meeting with the Director of Information and Analysis on 10 November to discuss ADRN access to VOA data.

ADRC England (ADRC-E) activity

14. The ONS ADRN Coordinator and the ONS Administrative Data Division Service lead attended a technical meeting with ADS and Health and Social Care Information Centre regarding the residential mobility of Mental Health Service Users project. Data transfer, Information governance and Data Access Request Service application were discussed at these.

ADRC Northern Ireland (ADRC-NI) activity

15. Since the last ADRC-NI Operations Group meeting (29 June 2015), agreement in principle has been secured with Department for Social Development, Business Services Organisation and Department of Education. In accordance with the relevant secondary legislation, the necessary overarching data sharing agreements that will permit the sharing of data with the ADRC-NI are in the process of being developed. There are ongoing discussions with other departments and presentations have been delivered to senior management in Department of Justice, Police Service of Northern Ireland, Department of Environment and most recently with Dr. Anna Gavin from the Northern Ireland Cancer Registry, Queen's University Belfast. Table 1 summarises the current position on data acquisition.

Table 1: Summary table on data acquisition

Agreement in principle – Data prospectus updated	
Department of Finance and Personnel (DFP)	Census
	Land and Property Services
	Vital statistics
	Central Survey Unit
Department for Employment and Learning (DEL)	HESA data
Department of Agriculture and Rural Development (DARD)	Farm Census
Northern Ireland Office (NIO)	Electoral Office Northern Ireland
Agreement in principle – Data Sharing Agreements to be put in place	
Business Services Organisation	Business Services Organisation
Department of Education	School Census and School Leavers Survey
Department for Social Development	Benefits data
Ongoing discussions	
Department of Justice	TBC
Police Service of Northern Ireland	TBC
Department of Health,	Secondary care data

Social Services and Public Safety (DHSSPS)	
Department of Employment and Learning	Further Education and Training/Apprenticeships
Department of Education	TBC
Cancer Registry	TBC

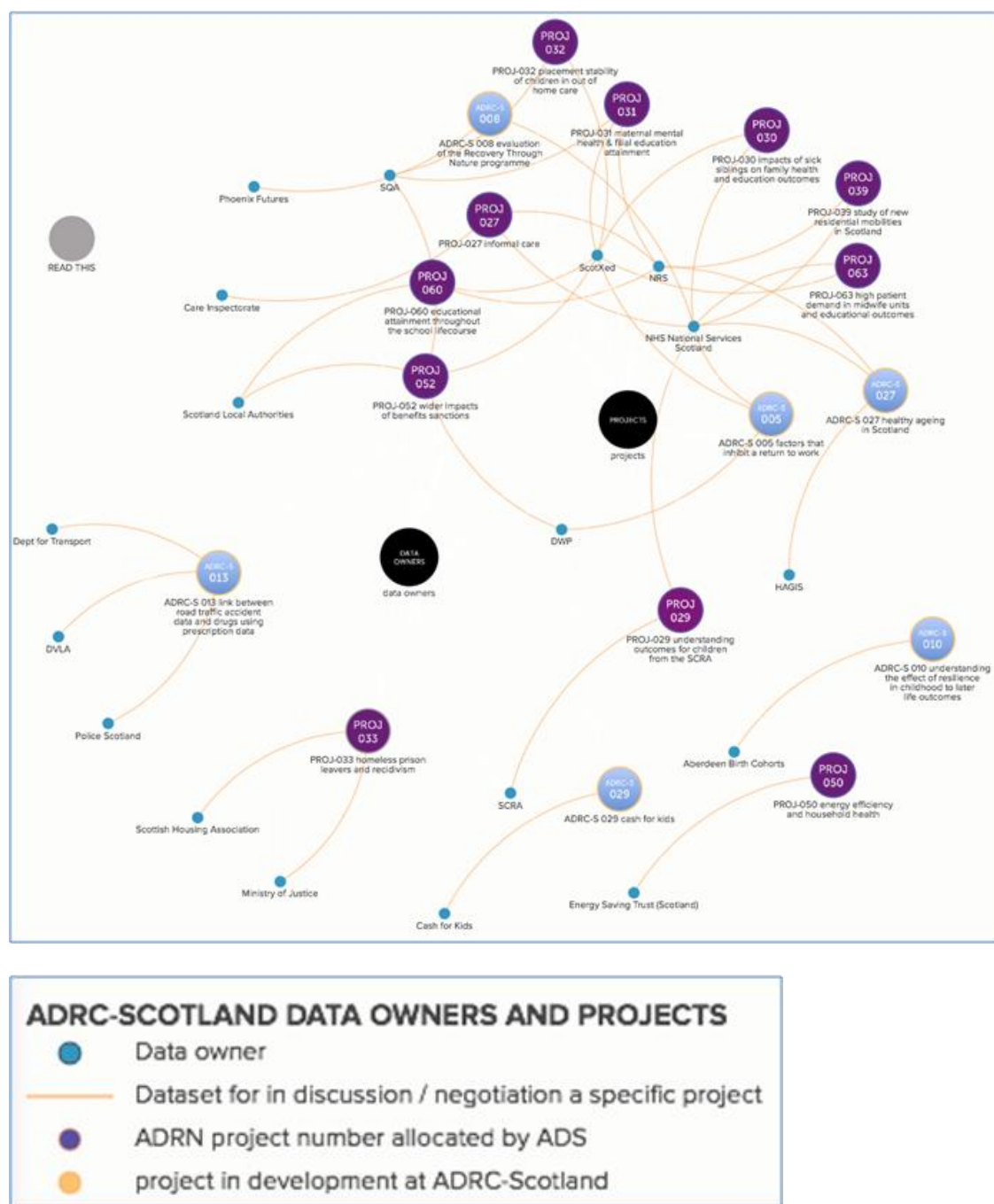
16. Negotiations are continuing with Department for Social Development, Business Services Organisation and Department of Education on developing the high level data sharing agreements and on finalising resources. However, applications for research using these datasets can proceed as these issues are being actively pursued.

ADRC Scotland (ADRC-S)

17. ADRC-S has been in conversation with data owners in over 15 organisations, both specific to Scotland and UK wide, including:

- I. Aberdeen Birth Cohorts;
- II. Care Inspectorate;
- III. Cash for Kids;
- IV. Energy Saving Trust (Scotland);
- V. Department for Transport;
- VI. DVLA;
- VII. DWP;
- VIII. Healthy Ageing in Scotland;
- IX. Ministry of Justice;
- X. National Records Scotland;
- XI. National Health Service (NHS) National Services Scotland;
- XII. National Records Scotland;
- XIII. Phoenix Futures;
- XIV. Police Scotland;
- XV. Scottish Childrens Reporter Association;
- XVI. Scotland Local Authorities; and
- XVII. Scottish Qualifications Authority.

18. The figure below presents the ADRC-S internal interactive visual. This network diagram displays how discussions with data owners' organisations relate to datasets that can contribute to more than one ADRC-Scotland linkage project. The projects referenced include projects in development; submitted to the Approvals Panel; and approved by the Approvals Panel. The map is in an early stage of development.



ADRC- Wales (ADRC-W)

19. The ADRC-W data owner engagement strategy is built on existing and newly developed relationships with key strategic bodies that have responsibility for the collection and management of data most relevant to ADRC-W based projects.

Welsh Government

20. Welsh Government is a key strategic partner in the activities of the ADRC-W and is also the main data owner in Wales for administrative data. Welsh Government is highly supportive of the ADRC-W and is very proactive in the development and support of its projects.

21. There is a monthly meeting between the Chief Statistical Officer for Wales and ADRC-W staff. This meeting looks at all Welsh Government data requirements for projects and subsequent routes to access. It also reviews all current ADRC projects to identify any added value and to look at any potential crossover with other data analysis centres within Wales (e.g. Secure Anonymised Information Linkage (SAIL) Databank) where this data may already be held.
22. Welsh Government also provides a route to other data owners such as Local Authorities and has facilitated data access discussions.

Third sector

23. For third sector data the ADRC-W has links with the Welsh Council for Voluntary Action, the umbrella body for third and voluntary sector organisations in Wales.

Utilisation of research networks

24. The ADRC-W also utilises its allied research groups and networks to assist in the identification of data and data owners for projects. These contacts are facilitated through the Co-Applicant network of the ADRC-W on which representatives from a range of research groups and networks, such as the below, are represented:
 - I. SAIL is a Wales-wide research resource focused on improving health, well-being and services. Its databank of anonymised data about the population of Wales is world recognised. SAIL receives core funding from the Welsh Government's National Institute of Social Care and Health Research (NISCHR). A range of anonymised, person-based datasets are held in SAIL, and, subject to safeguards and approvals, these can be anonymously linked together to address important research questions.
 - II. Wales Institute of Social & Economic Research, Data & Methods;
 - III. Swansea's Research Centre for Criminal Justice and Criminology;
 - IV. the Centre for Improvement in Population Health through E-records Research;
 - V. the Universities' Police Science Institute;
 - VI. Cardiff Centre for Crime, Law and Justice;
 - VII. the Centre for the Development and Evaluation of Complex Interventions for Public Health Improvement;
 - VIII. the Older People and Ageing R&D Network in Wales; and
 - IX. Swansea Research Institute for Applied Social Sciences.

Data Engagement Progress

25. As of October 2015 ADRC-W has eight approved projects, four with data available and in analysis. The data for these projects has been supplied by Welsh Government, Welsh Local Authorities as well as the Welsh NHS. The other four approved projects will utilise data supplied by NHS Wales, Sport Wales as well as Welsh Government and negotiations are nearing completion.
26. For projects in pre-approval stage (currently 10) data are being negotiated from the following:
 - I. Welsh Government (Education, housing, transport, economic);
 - II. National Offender Management Service Wales;
 - III. National Health Service Wales;
 - IV. Department of Work Pensions – ADS leading;
 - V. Welsh European Funding Office (A body of Welsh Government that manages EU structural funding); and
 - VI. Local authorities and housing associations.

30. There are also discussions ongoing with new project applicants around the accessing of data to support their project. ADRC-W has not encountered any major access issues around the securing of data for projects mainly due to the partnership of Welsh Government and also the research networks that ADRC-W is aligned with. For the DWP project discussions are ongoing with the data acquisition staff of the ADS.

Tanvi Desai, Administrative Data Service, 21 October 2015

Annex B - Board Assistance in Data Custodian Engagement

Introduction

1. The Administrative Data Research Network (ADRN) and Board members should work together to maximise the benefit of available networks and expertise in strengthening relations with government data custodians.
2. There are two key areas where the Board's assistance could have an impact:
 - removing the barriers to access to administrative data for research with potential public benefit; and
 - promoting the Network as a research and data sharing infrastructure for government.
3. These areas can be addressed both strategically and operationally, examples of which are provided below, and the Network would welcome any other suggestions of how the Board might be able to assist.

Potential Strategic Assistance

4. Use personal networks to promote the ADRN key messages to data custodians and other key influencers.
5. Encourage strategic, policy and legal decision making processes to support the sharing of data with the ADRN.
6. Introduce key Administrative Data Service (ADS) (for UK) and Administrative Data Research Centre (ADRC) (for the Devolveds) staff to people and networks where they might be able to have a strategic influence on behalf of the ADRN.

Potential Operational Assistance

7. Offer assistance to the ADS and the ADRCs if barriers to data access are reported in areas where a Board member potentially has influence.
8. Introduce key ADS and ADRC staff to data custodians who are willing (or might be persuaded) to share data through the ADRN.
9. Inform the Network of events of potential interest, in particular where it may be possible for the ADRN to have a presentation, poster or stand. Where possible recommend the ADRN for a presentation, poster or stand.

Coordination

10. In order to maximise the impact it is recommended that the ADS and the ADRN Board Secretariat work together to develop ways of coordinating data custodian engagement. Areas to consider include;
 - Board members' access to prepared presentations, key messages and promotional materials that are being used by the ADRN; and
 - ways of communicating events/presentations and contacts that have taken place to make the most of a joined up approach to engagement.

Conclusion

11. The Network would welcome Board input into a coordinated data owner engagement strategy. This paper has outlined some areas where the Board's support could have a positive impact on data sharing and government use of the ADRN as a research infrastructure. The Network requests feedback, and if the proposal is acceptable it is

suggested that the ADS work with the Board secretariat to establish appropriate processes.

Tanvi Desai, Administrative Data Service, 21 October 2015

UK STATISTICS AUTHORITY

ADMINISTRATIVE DATA RESEARCH NETWORK BOARD

ADRN(15)23

Plans for the ADRN Mid-term Review

6

Purpose

1. This paper presents an initial high level proposed plan for the ADRN mid-term review. Following feedback from the Board, the plan will be discussed by the ADRN Directors and Operations Groups before being taken forward by the UK Statistics Authority and the Economic and Social Research Council (ESRC).

Recommendations

2. The group are invited to consider the proposals, and agree the overarching aims, of the review that are put forward in this paper.

Introduction

3. As is stated in the ADRN Board's Terms of Reference, the UK Statistics Authority will use the mid-term review to seek assurance for the robust performance and governance of the Network. This will help the Authority to fulfil its role as the reporting body to the UK Parliament for the ADRN.
4. The independent mid-term review will also inform the ESRC Council's decision, in February 2017, of whether and how the ESRC will seek to re-commission the ADRN beyond the initial grant (2014 to 2019).
5. The deliberations of the ESRC Council on whether and how the ADRN should be re-commissioned will focus on two key questions: (a) is there adequate and sustained demand for the ADRN; and (b) is the model by which the ADRN was originally commissioned and operated still appropriate to meet that demand? The outcomes of the mid-term review should enable Council to answer these questions.

Discussion

6. Proposal 1: The UK Statistics Authority and the ESRC are proposing to work together on a joint independent mid-term review. This will avoid duplication, reduce time and resource demands on the ADRN, and produce outcomes for the UK Statistics Authority and the ESRC Council that are in synch with each other.
7. Proposal 2: The main aims of the review are to consider:
 - i. the current contribution of the ADRN in facilitating and safeguarding the linkage of administrative data for research purposes in the UK that serve the public good;
 - ii. whether the ADRN is being developed, managed and maintained in a way that maximises its benefit to researchers and policy makers, taking account of the project scope and resources;
 - iii. how the ADRN should prioritise, organise and manage its future work to ensure that ADRN research is having maximum public or policy benefit;
 - iv. the opportunities for sustainability and future development of the Network, including extensions to scope and resources within and beyond current funding commitments;
 - v. how the governance arrangements can support the strategic aims of the Network; and

- vi. the progress of the Network against the original stated benefits of the Network and the critical success factors that have previously been agreed with the Board.
8. Proposal 3: The review will take into account the original project scope and available resources.
 9. Proposal 4: The review will consider the entire Network. This will include:
 - i. the four Administrative Data Research Centres;
 - ii. the Administrative Data Service;
 - iii. data custodians (government departments and agencies, and national statistical authorities);
 - iv. the ESRC; and
 - v. the UK Statistics Authority.
 10. Proposal 5: The aim is to concentrate the review on the progress of the ADRN as a single coherent investment, rather than its constituent parts. However, where appropriate the individual role and any issues or achievements within particular Centres, or the co-ordinating Service, will also be considered by the review.
 11. Proposal 6: The review will also take into account the experiences of ADRN users.
 12. Proposal 7: The Terms of Reference for the review will be informed by the Board's discussion of its key aims and objectives and the Board will be informed of the final version at its meeting in February 2016. The views of the ADRN Executive and the ESRC, the funders of the Network, will be received by the Board through their representatives on the Board. The UK Statistics Authority Board will also provide comments on the Terms of Reference. These comments will be received by the Authority Board through the Chair of the ADRN Board who sits on the Authority Board. The ESRC's Capability Committee will also be informed of the review's Terms of Reference.
 13. Proposal 8: The ADRN Board and the ESRC will jointly appoint an independent reviewer to conduct the mid-term review. The reviewer(s) will have no current involvement with any of the parties involved in the ADRN and will have experience of accessing administrative data for research and statistical purposes. Recommendations from the ADRN Board for who might be in a position to undertake the review are welcomed.
 14. Proposal 9: The ADRN Board and the ESRC's Capability Committee will be kept up to date with the progress of the review.
 15. Proposal 10: The Chair of the ADRN Board will report the key relevant findings of the mid-term review, with a focus on strategic issues and progress, to the UK Statistics Authority Board. The findings from the mid-term review will be referred to in the UK Statistics Authority Board's annual report which will be laid before Parliament. The ESRC Council will receive the final review report and recommendations in February 2017.
 16. Proposal 11: The planned high level timetable for the review is as follows:
 - i. early plans for the mid-term review will be discussed at the ADRN Board meeting in November 2015;
 - ii. the Terms of Reference for the review will be discussed at the ADRN Board meeting in February 2016;
 - iii. the independent reviewer will be appointed in Spring 2016;
 - iv. the review will take place during the Summer of 2016; and
 - v. the findings of the review will be shared with the ESRC and the UK Statistics Authority in the Winter of 2016.

Simon Whitworth, UK Statistics Authority, and Paul Meller, Economic and Social Research Council, 21 October 2015.

Professor Chris Dibben

A view from the Administrative Data Research Centre Scotland

Oral report

UK STATISTICS AUTHORITY

ADMINISTRATIVE DATA RESEARCH NETWORK BOARD

ADRN(15)24

Review of public attitudes towards potential commercial access to government data for statistical and research purposes

Purpose

1. This paper summarises the findings of a review of literature on public attitudes towards data sharing with the commercial sector. It suggests a number of ways the ADRN Board might respond to the Administrative Data Taskforce's recommendation to investigate the potential for commercial sector access to the Network.

Recommendations

2. Members of the Board are invited to:
 - note the findings of the review and analysis; and
 - consider the next steps the Board wishes to take.

Discussion

3. In 2012 the Administrative Data Taskforce report recommended that the ADRN's Governing Board consider, "at an early stage", the potential for commercial sector access to the Network. Commercial sector access would be regulated in the same way as academic and government research access is currently, specifically:
 - i. access would be limited to de-identified data and only granted for the purpose of enabling research of demonstrable public value;
 - ii. access would be subject to the Network's existing regulations and protocols; and
 - iii. access would take place within the Network's secure environments.
4. As an initial move to engage with the subject, the ADRN Board Secretariat team has undertaken a literature review to assess current understanding of public attitudes on this topic. This review was undertaken on the premise that anticipating the ways in which the public may respond to commercial sector access to the ADRN requires an understanding of the complex, overlapping ways in which the public responds to wider **data privacy** and **data sharing** issues. The review therefore collected evidence across the following interrelated areas:
 - i. public attitudes towards private sector access to government administrative data;
 - ii. public attitudes towards the collection of private data by commercial bodies; and
 - iii. broader contextual aspects of the data landscape.
5. The evidence that emerged from this review was diffuse and fragmented, and underlines the importance of avoiding generalised perceptions of public attitudes in taking decisions concerning enabling commercial sector access to the ADRN. In many cases attitudes appeared to be relatively underdeveloped and therefore impressionable, changeable, and above all, highly context-dependent. In general, this evidence shows that the way organisations manage, share and secure personal data are not topics to which individuals give much thought unless prompted by media stories of data breaches (of which the hacking of TalkTalk is the latest) or during research activities. As a result, public opinion tends to be influenced both by immediate factors that describe the specifics of any data collection or sharing arrangement and by debates across the data

landscape more broadly. These range from media narratives on the 'surveillance state' and public perceptions of the shifting roles of the public and private sectors, to the rapid development and expansion of connective technologies.

6. There were a number of key themes that emerged across the evidence base reviewed in this paper. Respondents generally accepted that data sharing is an increasingly prevalent part of life, though they articulated a number of key fears around security and the potential misuse of data. Respondents were also increasingly aware of the potential commercial value of personal data, and are keen to ensure they share in the benefits that might accrue from this data. Context remains key, however; the type of data, the benefits of specific cases and the levels of trust in the organisations involved are all critical to understanding (and therefore anticipating) the public response to any proposed data sharing arrangements – including the potential for commercial access to the ADNR.
7. Through an understanding of how these contextual factors work together it is possible to determine a number of areas of best practices. Building trust, acting transparently and raising awareness of data sharing practices are critical. Increasing the acceptability of data sharing arrangements may also depend on raising awareness of the ways in which data is collected and secured and on identifying concrete benefits for society and individuals.
8. On the basis of an analysis of this evidence, this paper suggests a number of possible next steps for the ADNR Board to consider:
 - i. **Clarification:** the ADNR Board may wish to clarify our existing understanding of public attitudes by commissioning targeted research or identifying the demand for and opportunities of commercial access to the Network.
 - ii. **Co-ordination:** there are a number of different actors currently engaged, or who have already engaged, in research into public attitudes to data sharing. The Board may wish to co-ordinate this work to produce a clearer picture of those working on the subject across government, academic and third sectors and to provide platforms to facilitate an exchange of knowledge and best practice.
 - iii. **Engagement:** should a clear view of the benefits emerge, the Board might also look to undertake public consultation work with a view to identifying and addressing concerns and/or building support for eventual commercial access to the Network.
 - iv. **Facilitation:** the Board could simultaneously consider ways in which this access could be best facilitated, by, for example, identifying the most effective, safe and ethical infrastructures and governance structures under which commercial access to the Network would take place.

Richard Reed, Central Policy Secretariat, UK Statistics Authority, 27 October 2015

List of Annexes

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| Annex A | Extended Examination and Discussion of Findings, Richard Reed, UK Statistics Authority, 20 October 2015 |
| Annex B | Indicative list of literature, Richard Reed, UK Statistics Authority, 20 October 2015 |

Annex A: Extended Examination and Discussion of Findings

Background

1. In December 2011 the Economic and Social Research Council (ESRC) initiated a review of access to administrative data for research purposes under an Administrative Data Taskforce (ADT). The ADT presented its findings a year later, in December 2012. As a result of the Taskforce's findings the ESRC established the Administrative Data Research Network (ADRN) to enable academic and third-sector access to administrative data for research of demonstrable public value. The ADT also identified the potential for significant interest from the private sector and highlighted a number of case studies where data sharing between public and private sector organisations had delivered concrete social benefits. It subsequently recommended that the matter of enabling private sector access to administrative data be addressed by the ADRN's governing board "at an early stage".¹ The former Coalition Government, in its subsequent response, recognised the "clear synergies"² that exist between the potential inclusion of private sector interests in the network and parallel developments in the Open and Big Data spaces. It supported the Taskforce's recommendations, and suggested that facilitation of private sector access to the network be considered by the governing board of the ADRN if "appropriate".
2. Explicitly, the ADT report recommended that the ADRN governing board consider establishing procedural guidelines for commercial access to publicly collected administrative data through the ADRN infrastructure. However, mindful of the potential reputational risks such data sharing³ arrangements could involve, the report also recommended including "public engagement"⁴ work on the topic within the purview of the Board's remit – in essence, understanding and responding to public sentiment towards private-public sector data sharing.
3. This paper is intended to help the ADRN Board consider the issue. It is based on a review of evidence drawn from recent studies in public attitudes towards the sharing of personal data with and between public and private sector organisations. The review took place in three stages:
 - i. work to identify the scope and existing research in this field;
 - ii. a thematic analysis of research findings to expose core themes and characteristics; and
 - iii. an initial contextual analysis to identify some of the ways in which these themes are influenced by both immediate (that is, relating to the data sharing contexts discussed) and broader (societal and cultural) contextual factors.
4. The paper is organised across five sections:
 - i. The first section provides an overview of some of the **key themes and characteristics of the collective evidence**. This also includes themes

¹ Administrative Data Taskforce (2012), *The UK Administrative Data Research Network: Improving Access for Research and Policy*. Swindon: ESRC / MRC / Wellcome Trust, iv.

² Department for Business, Innovation & Skills (2013), *Improving Access for Research and Policy: The Government Response to the Report of the Administrative Data Taskforce*. London: BIS, pp.11-12.

³ As previously discussed in this paper, the ADT's recommendation is to consider enabling *commercial access to government administrative data*. Throughout this paper the phrase *data sharing* is used with reference to scenarios beyond this narrow context where data is passed from one (public or private) organisation to another.

⁴ See note 1.

drawn from research addressed to public attitudes towards the direct collection of private data by private companies, as well as attitudes towards data privacy more generally and developments within the Open and Big Data spaces as appropriate. It should be noted that in the ADRN context data-sharing would be limited to access to de-identified data in a secure environment. Notwithstanding these limitations and safeguards, however, the themes discussed in this section appeared to be prevalent across a number of different data sharing environments, including those most closely aligned to proposed ADRN data-sharing arrangements. Moreover, there is evidence to suggest that public attitudes towards any data-sharing arrangement depend on a wide range of intersecting factors. Anticipating public attitudes in the ADRN context will therefore depend on understanding the full range of influential factors, as well as the way they relate to each other.

- ii. Arguing throughout that public attitudes are, above all else, highly context-specific, the paper then reflects on what the data has to tell us about the **immediate contextual factors** and the ways in which they influence public attitudes.
- iii. The third section reflects on how these **attitudes appear to have been influenced by broader aspects of the data landscape**; from public responses to media reports of mass surveillance, to the shifting boundaries of the public and private sectors, the expansion of connective technology and the changing ways in which we access services and consume goods.
- iv. The fourth section considers what this evidence **reveals about best practice** in engaging and influencing public opinion.
- v. Informed by this analysis, the final section considers some of **the next steps the ADRN Board might take** in response to the ADT's recommendations.

Description of Findings

Core characteristics of the evidence

5. As a number of researchers and analysts regularly note, public opinion, with its nuances and constant shifts, is notoriously difficult to judge. This is all the more so in relation to complex and abstract issues such as those that surround data collection, data sharing and data privacy. Any attempt to analyse the existing literature on public attitudes towards data privacy and data sharing certainly reinforces this fact. We all tend to *instinctively* value privacy or consider it a basic human right; as a result, most people express a degree of discomfort at the prospect of sharing personal data, particularly where this is done opaquely or for commercial gain. When probed or tested within specific data sharing contexts, however, this initial reflex tends to break down into a considerable diversity of views and opinions.
6. In one very important sense the diversity of views – apparent in almost all studies – is the most useful finding of this review; it suggests that decisions concerning enabling commercial sector access to the ADRN should not be taken on the basis of simplified or overly-generalised perceptions of public attitudes. There are three additional characteristics of the evidence that further reinforce the need for critical caution:
 - i. Public attitudes are **shaped by a multitude of factors**. While attitudes are sometimes a product of personal conviction, they are just as likely to be a result of personal experience, a pragmatic calculation based on self-interest, or influenced by media reporting of security breaches and public and private sector data collection practices. Whether one supports or opposes the sharing of data with specified organisations depends also on what one thinks about the organisations involved. How one might feel about commercial access to

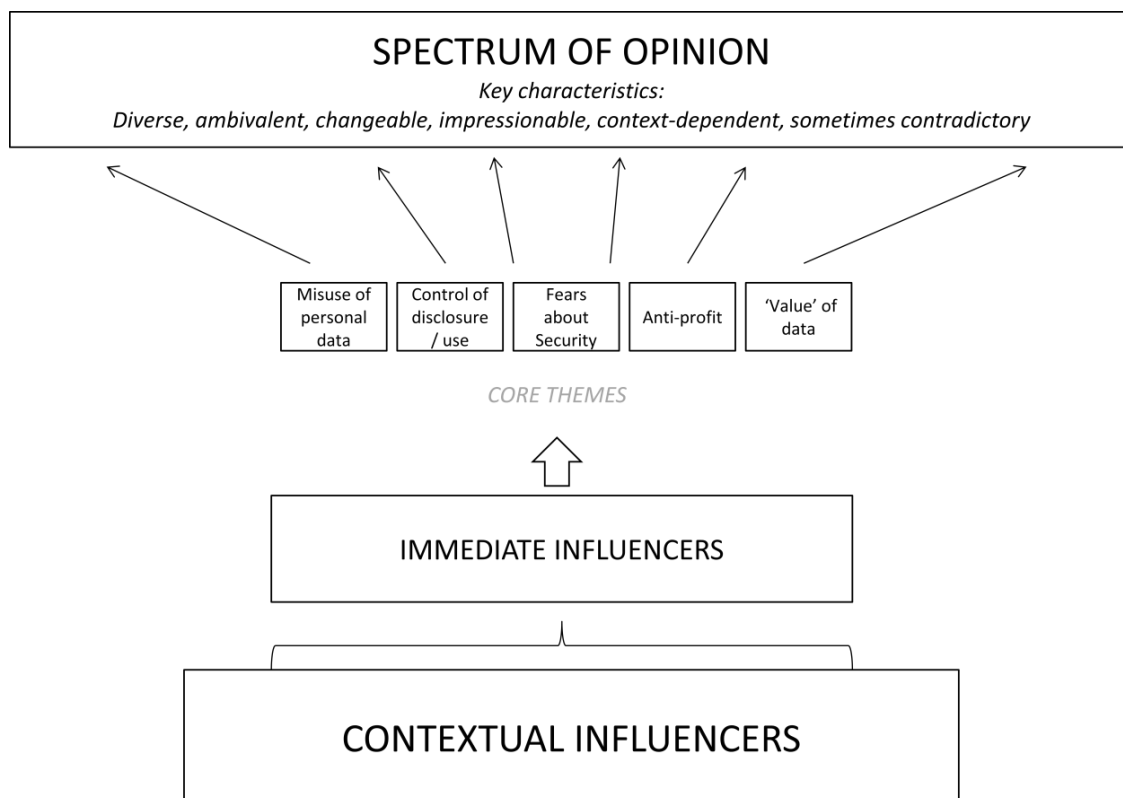
- administrative data, therefore, is invariably a product of a combination of experience, self-interest and the extent to which one is influenced by public and political narratives.
- ii. This points to a second important characteristic of the evidence examined here; despite the existence of a minority of 'data fundamentalists' (those completely opposed to organisations sharing personal data) whose position rarely varies, most opinions on these issues are **highly context-dependent**, and can therefore appear changeable and impressionable. While this complexity might be seen as a significant challenge for the ADRN Board's engagement, it might also represent an opportunity for the Board not just to respond to the recommendations of the Taskforce's report, but to position itself prominently within a rapidly moving and important public debate.
 - iii. Third, public views on data sharing with commercial enterprises, as on the issue of data privacy more broadly, are **often ambivalent and at times contradictory**. Across all studies the vast majority of respondents articulated an instinctive discomfort with the idea of personal data being shared between organisations, even though they recognised the potential societal and individual benefits that data sharing could deliver. This ambivalence illustrates the fine line that data processing organisations walk – in one study, for instance, respondents suggested that data collection by private companies could make them feel like a "valued customer"; too much, however, and individuals can feel "hounded".⁵ There are also instances where attitudes are not reflected in the way individuals behave. One 2012 survey in the United States, for instance, tracked a significant rise in resistance to online data sharing following a data breach at a large retail chain.⁶ This shift was not matched, however, by corresponding changes in consumer behaviour among those surveyed – only a small minority took measures to increase security or withhold the data they were providing to companies during transactions.
7. In order to address this rather complex landscape some authors have attempted to categorise these views. In its 2013 study into public attitudes to the linking of personal data, the Wellcome Trust, for instance, identified a sub-group of respondents who expressed particularly strong reservations about data collection practices as '*pro-privacy*'. Beginning its research in 1997 and repeating it in 2012, the Direct Marketing Association (DMA)⁷ has identified three broad categories of people in its research into attitudes towards data privacy. A minority of respondents were identified as '*data fundamentalists*' and '*data unconcerned*' (those completely unconcerned with the sharing of personal data); most respondents fell into the category of '*data pragmatists*', for whom the acceptability or otherwise of any data-sharing arrangement depends largely on the circumstances and individual benefits it will deliver.
 8. Taken across the larger corpus of evidence, however, these categories fail to address the full complexity of findings – not least because they overlook the fact that individuals often hold diverse and contradictory opinions and because they tell us little about the contextual factors that shape the attitudes of those in the middle ground. It is useful, instead, to think about what the literature tells us of public attitudes towards data sharing by describing some of the key themes that weave

⁵ The Wellcome Trust (2013), *Summary Report of Qualitative Research into Public Attitudes to Personal Data and Linking Personal Data*. London: Wellcome Trust.

⁶ D'Innocenzio, A. (2012), 'AP-GfK poll: Breaches not changing people's habits', 27 January 2012. Available at <http://ap-gfkipoll.com/featured/ap-gfk-poll-breaches-not-changing-peoples-habits>, accessed 15 October 2015.

⁷ See Direct Marketing Association (2012), *Data Privacy: What the Consumer Really Thinks*. London: DMA.

through the evidence and reappear across multiple studies in multiple contexts. The diagram below represents an attempt to depict how these themes and contextual factors relate to one another.



Key themes

9. One of the dominant themes across all studies reviewed for this paper was public unease about the **security implications** of commercial access to administrative data, specifically regarding the potential mishandling, loss or leaking of personal data.⁸ Traditionally these concerns have been informed by incidents of public officials leaving laptops, data sticks or hard copies of data in public places. More recently, however, these concerns have become focused on high-profile incidents of data hacking across the private sector. These fears are reinforced by statistical evidence; in 2012 the Information Commissioner's Office (ICO) revealed that data breach incidents had increased tenfold since 2008.⁹ Public confidence in data security has been correspondingly shaken; in one survey 81 per cent of respondents reported worrying that their data had already been stolen by cyber criminals.¹⁰ Though not a

⁸ See for example Davidson, S., McLean, C., Treanor, S., Ipsos MORI, Aitken, M., Cunningham-Burley, S., Laurie, G., Pagliari, C., Sethi, N. (2013), *Public Acceptability of Data Sharing Between the Public, Private and Third Sectors for Research Purposes*. Edinburgh: APS Group Scotland; and Davidson, S., McLean, C., Ipsos MORI Scotland, Cunningham-Burley, S., Pagliari, C. (2012), *Public Acceptability of Cross-Sectoral Data Linkage: Deliberative Research Findings*. Edinburgh: APS Group Scotland.

⁹ BBC News, 'Data breaches 10 times worse, say ICO figures'. See <http://www.bbc.co.uk/news/technology-19424197>, accessed 15 October 2015.

¹⁰ Bit9 + Carbon Black (2015) '81% of UK consumers fear that cybercriminals have stolen their personal information'. Press release, 15 September 2015. Available at UK citizens fear data breaches are going undetected', ComputerWeekly.com 15 September 2015. Available at

fear specific to private sector access to personal data, the proliferation of high-profile cases involving large commercial firms has focused public attention on the vulnerabilities within the sector. Few organisations have been immune – while the hacking of Ashley Madison and TalkTalk have been among the biggest UK data breach news stories of recent years, multinational firms such as Sony and Apple have been fined by the ICO as a result of significant data breaches.

10. In some cases, these fears seem to be based on a perception that the commercial sector has a less uniform and regulated approach to data security, leading to patchy data protection practices across the sector. There is some evidence to suggest the potential for data loss has a larger impact on the willingness of the public to countenance data sharing with the private sector than the potential of data to be sold for profit. This evidence is reinforced by findings in related studies that suggest failure to secure personal data is one of the main reasons people would stop using a service or company. Responses in several studies also revealed a perception that data linkage practices created additional vulnerabilities – with a corresponding fear that private companies accessing government administrative data would facilitate data linkage and leave individuals more vulnerable to fraud or identity theft.¹¹ This is also linked to the issue of *trust* (see paragraph 20); there is some evidence to suggest that even publicising and stressing safeguards can do little to shift public attitudes if the organisations involved are not trusted to effectively and appropriately implement these safeguards.
11. Public confidence in organisations failing to safeguard data adequately is also influenced by the way the **public understands the sanctions** applied in cases of data breach or misuse. Contraventions of UK or EU data protection law can attract sanctions in the form of fines of up to £500,000 from the ICO.¹² The literature suggests, however, that the public are generally either unaware of the existence of these sanctions, lack confidence in their enforcement, or else believe that the majority of data breaches go unreported.¹³ In addition, respondents in some studies suspected that the costs of implementing effective data security protocols or restricting the ways in which companies use data are greater than the financial or reputational costs associated with sanctions. Moreover, it is not clear that the existence of sanctions – even where effectively enforced – are sufficient to reassure individuals who feel vulnerable to the personal consequences of data breaches and are rather more likely to be reassured by the existence of effective redress schemes.
12. In addition to the potential for data to be lost or accessed by unauthorised parties, there is much nervousness around the potential for **data to be misused** in a way that inconveniences, disadvantages or even endangers those who have given their personal data. As a result of a perception that private businesses are more likely to be motivated by pecuniary interest than public good, and that safeguards and accountability are less stringent in the private than the public sector, evidence suggests that respondents see private companies as more likely to misuse data than public sector organisations. When further interrogated, respondents often cited the example of unsolicited advertising and nuisance calls as an example of data misuse. Respondents gave a number of concrete examples of what they saw as the misuse of data, such as health insurance companies gaining access to health records, for

<https://www.bit9.com/company/news/press-releases/81-of-uk-consumers-fear-that-cybercriminals-have-stolen-their-personal-information/>, accessed 26 October 2015.

¹¹ Davidson et al. (2012), *Public Acceptability of Cross-Sectoral Data Linkage*.

¹² The ICO imposes fines for those in breach of obligations under the *Data Protection Act 1998*. For a list of recent ICO prosecutions, see <https://ico.org.uk/action-weve-taken/enforcement/>

¹³ See note 10.

example, or for potential employers to be able to uncover private data about potential employees.

13. There is clear evidence throughout the literature of a strong resistance to the idea of commercial enterprises gaining access to data for the **purpose of maximising profit**. It is not always clear what lies beneath this objection. In some places, for example, respondents appear to be instinctively uncomfortable with the involvement of money, believing it to exert a corrupting influence that encourages the unethical use of personal data.¹⁴ Other studies have revealed a belief that private individuals 'own' data that concerns them and therefore should equally own the profits that accrue from the exploitation of that data, or a reflexive belief that data should only be collected from private individuals for some sense of public good and that profiting from this data collection is incompatible with this goal. In other cases the objection appears to be based more on a sense of self-interest; a feeling of being exploited, an increased sense of distrust and therefore fear that profiteering increases the likelihood of the data being misused, and so on. There is however a degree of nuance to this. For instance, resistance seems to decrease where commercial profits are accompanied by a demonstrable wider social good.¹⁵
14. Related to the issue of misused data was the question of the misuse of data collection facilities. This centred largely on the issue of **control and awareness**; across multiple studies¹⁶ individuals expressed a resistance to the practice of collecting data without consent or making individuals fully aware of what data is being collected. A clear sense emerges from the evidence of individuals looking for increasing control over the way data is collected and used, based on three factors:
 - i. an awareness of the proliferation of data collection and sharing practices;
 - ii. a sense of distrust of the organisations involved; and
 - iii. a fear of the consequences where the personal data held is inaccurate or passed on inappropriately.

Data collection by credit referencing agencies was cited on several occasions as an example of the potential negative consequences where companies hold inaccurate data about individual, despite an otherwise high level of trust and support for the data collection work carried out by these agencies.

15. As discussed above, general attitudes towards data sharing arrangements are highly context-specific – this is because for most people the extent to which they can countenance the sharing of their personal data or not is determined by a **self-interested weighing up of the pros and cons** (or risks and opportunities). The terms of this calculation inevitably depend on perceptions of the organisations involved and the ways in which they will use the data. In the context of data sharing with public organisations, this calculation focuses on the extent to which individuals can share in the sorts of societal, 'public goods' they imagine to be derived as a result of the sharing of personal data. Where the conversation turns to data sharing with private companies – whether as a result of customer interactions or private companies gaining access to publicly held administrative data – there is a perception that the primary benefit private companies will accrue is profit, and a desire among individuals to share in this profit. This is married to a growing awareness of the ways in which private companies turn data into profit (such as targeted marketing). As a result, there is a suggestion across the literature that individuals are becoming

¹⁴ See for example Oswald, M. (2013), *Attitudes to Sharing Personal Data with the Public Sector*. Winchester: Centre for Information Rights.

¹⁵ Davidson et al. (2012) *Public Acceptability of Cross-Sectoral Data Linkage*.

¹⁶ See for example The Wellcome Trust (2013), *Public Attitudes to Personal Data and Linking Personal Data*.

increasingly aware of the financial value of personal data, and are therefore increasingly interested in securing appropriate financial compensation for providing this data.

Immediate influencers

16. While these themes appear in some form or other in almost all of the studies considered in this review, the precise form – the prevalence of security concerns, for example, or the nature and strength of resistance to any specific data sharing proposal – depends on a number of contextual factors. Some of these might be considered ‘immediate’ factors, that is those factors that describe the details of any proposed sharing arrangement (what data is being shared? Who is sharing the data and who with? For what purpose and what are the benefits? What protections are in place? And so on). The answers to these sorts of questions are, at the very least, of direct concern to the ‘data pragmatists’, those whose attitude to any data sharing arrangement changes depending on the specifics of the share.
17. For instance, it is clear that public opinions are heavily influenced by perception and understanding of **the purpose of any data sharing arrangement**. In general there is far greater support for commercial access to public administrative data where there is a clear and demonstrable public benefit. Support tends to be higher where data sharing will lead to direct, concrete benefits of obvious value to individuals (such as improvements in local services), and lower where benefits are intangible or indirect (such as providing better evidence for policy deliberations). As discussed above, with some nuance and exception there is consistent evidence of a broad objection to data sharing arrangements that are concerned exclusively with maximising profit.
18. **The type of data** that is being shared inevitably plays a role in the way the public thinks about the sharing. Generally there is far greater reluctance to countenance arrangements that share ‘personal’ or ‘sensitive’ data. In general there is no consistent view on what data should be considered personal, though there are some broad themes that emerge from the literature; financial and health data such as bank statements, online banking details, credit history, tax and salary information and medical records, are considered particularly sensitive. Other data considered sensitive by most includes address data, passport and driving licence data and digital footprint data.¹⁷. In many studies individuals were more comfortable with the sharing of consumer-related data, such as supermarket loyalty or Oyster card information. Some studies suggest there is a degree of global variation. Perhaps in line with evidence that suggests Europeans, and British people above all, are less trusting of both private and public organisations, there is evidence to suggest that Europeans are more likely to consider a wider range of data as sensitive than Asians or Americans.¹⁸
19. Each data type evokes specific concerns. Individuals express concerns that health data, for instance, might be used to support health profiling carried out by insurance companies; postcode data because it could lead to the classification of areas with impacts on service provision, investment and house prices etc., sexual orientation data because of the potential to support discrimination; financial data because of the potential for fraud or identity theft if it falls into the wrong hands. This also

¹⁷ I.e. data that tracks the physical and virtual location and movements of individuals.

¹⁸ See for example Global Research Business Network (2014), *Trust and Personal Data Report – Part 1*. Available at <http://www.grbn.org/initiatives/index.php?pid=35>, accessed 27 October 2015. GRBN’s research has found, interestingly, that Europeans are particularly concerned about ‘labelling’ data (such as religion, ethnicity, sexual orientation and physical characteristics).

demonstrates that attitudes towards the sharing of different data types is **linked both to the issue of control and to the notion of vulnerability** – the sense that deliberate or accidental third party misuse of some data types will have more serious consequences for individuals than others.

20. Just as influential as the type of data being used is the identity and nature of the organisations who are handling the data. This is closely linked with the **notion of trust**; there is a significant connection between the attitude an individual has towards data sharing and the extent to which they trust to organisations involved to handle sensitive data **securely** and **ethically**. In lieu of personal experience with or knowledge of individual organisations, this often depends on preconceptions about the types of organisations involved. Notwithstanding the existence of some contradictory evidence,¹⁹ trust surveys generally suggest that public sector organisations are more trusted than their private counterparts, generally because they are seen as acting in the public interest, and because accountability and a perception of regulated, uniform data security practices increase public confidence in the ability of public sector organisations to handle data securely. Private sector organisations are far less trusted, while third sector organisations tend to fall in the middle. Those who express some distrust in third sector organisations (such as charities and research institutions) often appear to do so on the basis of a general lack of familiarity with the work of these organisations, and / or because of a perception that they tend to pursue narrow agendas on behalf of minority constituencies (and that are therefore not necessarily aligned with broader ideas of the public good).
21. Levels of trust are not uniform within these sectors. Certain public organisations – including the Office for National Statistics,²⁰ police forces and the NHS – are more trusted than other central government departments.²¹ In the private sector, media, telecommunications and pharmaceutical companies tends to be highly distrusted, while credit referencing agencies tend to enjoy greater levels of trust. In general, trust seems to be higher where private firms are working in collaboration with public sector organisations or in support of the provision of a critical service. There is also a high level of distrust of foreign organisations, principally because a foreign base means there is a potential for data to be transferred into jurisdictions with less rigorous or inadequate data protection controls. Research by the Global Research Business Network, for example, has found that individuals are on average three times more likely to trust local than foreign organisations.²²
22. Attitudes towards data sharing arrangements also depend on a number of very specific concerns around the way in which data is **collected and safeguarded**, the **transparency** of these processes and the degree to which individuals as data providers can **exercise control over the data that is collected and how it is used**. Public attitudes towards public – private data sharing arrangements are markedly more positive where data collection involves active consent processes that clearly outline the use of the data and any possible sharing arrangements. In a number of cases the acceptability of data sharing arrangements was also contingent on public

¹⁹ The public relations company Edelman, for instance, conducts annual trust surveys that suggest businesses are more routinely trusted than the government. For the latest report see <http://www.edelman.com/insights/intellectual-property/2015-edelman-trust-barometer/>.

²⁰ Simpson, I., Beninger, & Ormston, R. (2015), *Public Confidence in Official Statistics*. London: NatCen.

²¹ See for example Ipsos MORI (2014), *Public attitudes to the use and sharing of their data: Research for the Royal Statistical Society by Ipsos MORI*. Available at http://www.statslife.org.uk/files/perceptions_of_data_privacy_charts_slides.pdf, accessed 26 October 2015.

²² Global Research Business Network (2014), *Trust and Personal Data Report*.

input into – or at the very least awareness of – the governance arrangements around the use of personal data.

23. The **demographic backgrounds** of respondents has a significant influence on individual responses to the potential of public-private data sharing arrangements. Older individuals are consistently more nervous about all forms of data sharing, and there is some evidence to suggest that individuals from lower socioeconomic backgrounds are less supportive of data sharing as they feel more vulnerable to data breaches or identity theft. Similarly, the views of individuals who handle data as part of their employment are likely to have been influenced by these experiences – a fact that suggests professional backgrounds play a large role in the shaping of an individual's attitude.
24. In general, these demographic differences reinforce the **importance of familiarity and comfort** with data collection / management practices and processes. While certainly aware that large-scale data collection takes place both in the public and private sector, the public has a **relatively unsophisticated understanding of data collection and sharing processes**, including exactly what data is collected, why and how it is collected and the extent to which data sharing goes on between public and private organisations.²³ As a result, there is evidence across the literature that objections to data sharing arise in part from a general fear of the unknown and / or misperceptions of the capacity and intent of data users and sharers. Most people believe data is routinely shared across government departments for both statistical and operational purposes – the reality is quite different. On the other hand, there is some indicative evidence to suggest that in some cases individuals who are less concerned about data sharing between organisations may be less aware of or have underestimated the amount of data collection and sharing that public and private organisations routinely undertake.
25. Lower levels of awareness in some areas is more critical than in others; while a lack of awareness about collection and processing methodologies is unlikely to have a significant impact on an individual's attitude towards data sharing, a lack of understanding about safeguards or legal limits is much more influential. Crucially, it is the general low understanding of many of these practices that leaves public opinion particularly impressionable and changeable. It is generally clear from the evidence that, at least when prompted to reflect on the topic, the public is keen to better understand the data landscape and the personal implications of data sharing.

Contextual Influencers: Data Sharing in a Changing World

26. One clear message from the literature is that while the particular details of data sharing arrangements are important, the public rarely sees the world of data sharing in the same nuanced ways as those who regularly work with data. Issues that might appear distinct and unrelated to those who administer or govern data practices can thus become conflated and confused when considered by the wider public.²⁴ As a result, attitudes towards commercial access to public administrative data are often shaped as much by general concerns about the 'surveillance state', or anxieties stirred by high-profile data breaches, as by close consideration of the specific details

²³ See for example Accent Scotland (2012), *Collecting and Sharing Credit Reference Information: The Impact on Energy Consumer Behaviour*. London: Consumer Focus.

²⁴ This also occurs in the context of Big Data, where individuals do not always distinguish between Big Data projects used for research and commercial purposes. This is an important issue in the context of potential commercial access to the ADRN. See for example Check Hayden, E. (2015), 'Researchers wrestle with a privacy problem', *Nature*, 22 September 2015. Available at <http://www.nature.com/news/researchers-wrestle-with-a-privacy-problem-1.18396>, accessed 16 October 2015.

of the proposal. It is therefore difficult to truly understand what current evidence has to tell us about public attitudes towards private sector access to personal data without considering these attitudes within the context of the prominent public narratives and discourses across the broader data landscape.

27. Though nominally not directly connected, public attitudes towards commercial access to public administrative data are inevitably influenced by media narratives about the **'surveillance' and 'security' state**. Recent media reports have inevitably raised public awareness of the capacity of government and private organisations to collect, store and process large amounts of data, beginning conversations about the justifications provided for surveillance and the legal foundations upon which such practices depend; the recent striking down of the EU's 'Safe Harbour' treaty²⁵ being the latest example of attempts to exert a level of democratic control and accountability over the exploitation of these technologies. There is clear evidence that proposals that involve the sharing of personal data are often in some way seen within the context of the state's expanded surveillance capabilities, and are therefore vulnerable to the same sorts of fears and anxieties this context provokes. Proposals involving data sharing and linkage, regardless of the organisations involved, are particularly vulnerable as they provoke fear of an all-knowing 'Big Brother' state, often conditioning responses that might otherwise be reasonably positive.
28. Moreover, any examination of public attitudes towards data sharing arrangements quickly reveals disagreements and evolutions in the way we understand some of the key terms and concepts at the heart of the debate. The definition of **privacy**, for example, is negotiated, contested and constantly evolving in line with political, cultural and above all technological developments. The rise of social media illustrates neatly how the mainstreaming of new and expanded ways of connecting can cause individuals to feel very differently about the way they think about and safeguard privacy. Such technologies have blurred and shifted the boundary between the public and private realms and shifted the privacy debate, for all practical purposes, to an ongoing conversation between customers and providers about the way users can publish and control personal data. It is impossible to ever identify a single, or perhaps even majority view of precisely where the boundary between private and public space sits. For data 'fundamentalists', for example, privacy tends to speak to an absolute right to act and identify oneself free from outside observation or scrutiny. For those for whom privacy is primarily an instrumental concept, on the other hand, there tends to be a greater degree of flexibility and more of an openness to adapt as technology-driven societal changes shift the boundaries between the public and private realms.
29. At the broader societal level, this issue is further confused by the changing borders between the public and private sectors. We live in a world in which the **boundaries between the roles played by the public and private sectors are shifting**. The large scale privatisation of national industries in the 1980s has been followed by a period of consolidation in the size of the public sector workforce since the financial crisis.²⁶ The result has been an increased outsourcing of work to private firms in

²⁵ See Griffin, A. (2015), 'European court rules 'Safe Harbour' treaty that saw Facebook hand over user data to US is invalid, after challenge by student', *The Independent*, 6 October 2015. Available at <http://www.independent.co.uk/life-style/gadgets-and-tech/news/european-court-rules-safe-harbour-treaty-that-saw-facebook-hand-over-user-data-to-us-is-invalid-a6681291.html>, accessed 7 October 2015.

²⁶ The public sector workforce makes up just under 20% of total employment, lower than at any point in the last 40 years. See Cribb, J., Disney, R., & Sibieta, L. (2014) *The Public Sector Workforce: Past, Present and Future*. London: Institute for Fiscal Studies, p.2.

almost all areas of public service provision, from the police to education and health.²⁷ This shift, along with the increasing diversification of funding streams in the not-for-profit sector, has increased the stake of private interests in areas traditionally seen as exclusive to the state.

30. These changes play into the debate about private sector access to public data in two ways. First, these developments are likely to have had an attendant impact on public attitudes and expectations about the societal role played by the private and public sectors. Might the steady normalisation of a reduced public sector, for example, have led to increased tolerance for the engagement of private interests in services formally provided by the state? Second, the growth of private service providers creates an inevitable need for data sharing between public and private sector service providers. If the precise ways in which this impacts public attitudes towards data sharing arrangements that include the private sector remains unclear, it seems highly likely that these developments in some way influence (and are influenced in turn) the way the public thinks about these issues.
31. Privacy is not, however, the only term where differing or evolving understandings have an impact on the way we understand public responses to data sharing. For instance, an examination of the literature reveals significant disagreement and ambiguity about what sorts of **public goods** could justify commercial access to administrative data. In many cases a 'good' only exists where there it is possible to draw a clear line from the sharing of data to specific and concrete benefits – an improvement in services, for example, or even a financial benefit for individuals. There is often less tolerance for unquantifiable or longer-term benefits, including blue-sky exploratory research into long-standing societal problems and data used to support broad national benefits. In some cases there is also disagreement in the scope of 'public', specifically whether benefits should be delivered at a national, regional, local or even individual level.
32. One of the key reasons for the constant shifts in public attitudes towards data sharing is the **rapid advance of data-centric technology**. The explosive expansion in the use of the internet and social media (Facebook and Twitter were both launched less than ten years ago)²⁸ has been accompanied by the commercialisation of connective technologies such as smartphones²⁹ and cloud technologies that have driven profound changes to the way we work and socialise.³⁰ Personal data has become the currency that fuels and supports our usage of these new technologies; both by oiling the wheels of online connectivity and, in a very direct sense, funding the development and provision of electronic communications infrastructures and social networking platforms. There is further evidence to suggest that the democratising

²⁷ Ibid.

²⁸ For example, according to Ofcom's 2014 report on media usage and attitudes, two-thirds of adults (66 per cent) regularly online own a current social networking site profile, and 60 per cent of users access these sites more than once a day, an increase from 50 per cent in 2012. Ofcom (2014), *Adults' Media Use and Attitudes Report*. London: Author, p.5.

²⁹ It is estimated that two thirds of adults in the UK currently own and regularly use smartphones. See Ofcom (2015), *The Communications Market Report*. London: Author, p.6. For details on how smartphone usage is changing see also Deloitte (2015), *Mobile Consumer 2015: The UK cut – Game of Phones*. London: Author.

³⁰ While the proliferation of connective technologies appears to be increasing the potential for data breaches, there are ongoing efforts to advance security protocols and architectures in pace with these developments (though this does not mean these efforts have been successful). See for example Itani, W., Kayssi, A. & Chehab, A. (2009), 'Privacy as a Service: Privacy-Aware Data Storage and Processing in Cloud Computing Architectures', in *2009 Eighth IEEE International Conference on Dependable, Autonomic and Secure Computing*. New York: Institute of Electrical and Electronics Engineers, pp. 711-716.

influence of connective technologies – both for their capacity to extend the reach of individuals and to provide access to unprecedented amounts of information – is impacting public attitudes towards data collecting and sharing (though it is not yet clear which way). There is some evidence to suggest many individuals are becoming increasingly comfortable with the pace of these changes;³¹ evidence of a widening acceptance that change has become a true constant in modern life and a fact that should not be overlooked during work exploring existing technological or cultural barriers to data sharing.

33. One aspect of these new technologies is that they have also driven a number of fundamental changes in the **way we consume and the relationship we have with service providers**. The market-value of convenience has been harnessed like never before through the internet revolution,³² driving a growth in integrated shopping experiences³³ where internet services and electronic goods form an increasing proportion of our consumption. Today 6 in 10 of UK internet users regularly access online government services,³⁴ while between 2008 and 2013 the proportion of business turnover from online sales increased by more than 50 per cent.³⁵ Companies are becoming increasingly savvy to this new reality – in 2013 80 per cent of UK businesses had a website and nearly a quarter made use of cloud computing services.³⁶ The advent of technologies such as contactless payment options and card-based micro transactions has pushed consumption further away from traditional models of cash-based exchange and towards electronic transactions. In contrast to the anonymity of cash-based exchange, electronic transactions involve varying degrees of identifiable personal data disclosure. At the very least card payments reveal who we bank with and tell our banks exactly where we are consuming – online consumption also frequently involves the disclosure of additional personal data such as address and basic biographic information. The act of habitually disclosing personal data to purchase goods or access services is likely to have had a significant influence on the degree of tolerance we have for the sharing of our personal data – not least because it is happening already (if only between banks and merchants).
34. On the other hand there is also evidence to suggest that technological and commercial developments have also given the public cause to feel uncomfortable about the use and sharing of personal data. The advance of the so-called ‘data brokers’, companies who collect and sell information and analysis of internet searches or online purchases, has the potential to cause individuals significant nuisance and even harm.³⁷ More seriously perhaps, the expansion of connectivity technology has been accompanied by a massive **expansion in the capacity of**

³¹ See, for example, Ipsos MORI (2014), *Public Attitudes to Science 2014*. Available at: <https://www.ipsos-mori.com/Assets/Docs/Polls/pas-2014-main-report.pdf>, accessed 10 October 2015.

³² Almost all (98 per cent) of 16-34 year olds and almost half (42 per cent) of over 65 year olds regularly access the internet. On average individuals in the UK now spend more than 30 hours a month browsing online. See Ofcom, *Adults' Media Use*, pp.4-7.

³³ See for example Deloitte (2013), *The Deloitte Consumer Review: Reinventing the Role of the High Street*. London: Deloitte.

³⁴ Ofcom, *Adults' Media Use*, p.5.

³⁵ ONS (2014), *Statistical Bulletin: E-Commerce and ICT Activity, 2013*. Newport: ONS, p.1.

³⁶ Ibid.

³⁷ Ramirez, E., Brill, J., Ohlhausen, M. K., Wright, J. D. & McSweeney, T. Data Brokers (2014). *A Call for Transparency and Accountability*. Washington, D.C.: Federal Trade Commission. Examples include the case of individuals buying blood-sugar monitors being placed into a ‘diabetes risk’ marketing category that could be used by insurance companies to identify high-risk customers.

public and private organisations to collect, store and analyse data.³⁸

Technology now allows for the mass collection and sifting of all forms of digital communication – even for the manipulation of digital microphones and cameras to facilitate the remote recording of sound and video. Public fears are fuelled by distrust in the organisations who wield such technology, as well as the potential for its criminal exploitation (for hacking, for example).

Implications and possible ADRN Board next steps*Best practice*

35. The findings of the literature review reinforce the importance of ensuring that the traditional drivers of data sharing developments (such as technological advances and service needs) are balanced with appropriate and effective public consultation and engagement. This engagement might be built upon a number of principles of good practice, specifically:

- i. **building trust in all parties engaged in the data sharing process is critical.**
The more organisations are trusted, the more acceptable data sharing arrangements between them are seen to be. Trust, as described above, is a multi-faceted concept concerned with perceptions both of the intentions of the involved parties and how ethical their practices are (how transparent / consultative, how effective are security arrangements etc.). Trust is precious - it can be very difficult to build and potentially easy to break.
- ii. **Transparency and user input and control have a significant impact** on acceptability levels. There is evidence to suggest individuals are likely to be more accepting where organisations involved in data-sharing arrangements have consulted broadly and been transparent about how data sharing takes place. Public acceptability is likely to be greatest where there is a strong sense of partnership between service providers and consumers.
- iii. This means, ultimately, that **understanding and awareness are also extremely important.** Organisations looking to engage in or facilitate data sharing arrangements should consider the role of education and awareness raising campaigns in building public support for such activities.
- iv. Exploratory research around the concept of **'benefit-sharing'**³⁹ reinforces the value of sharing benefits as one important aspect of data control and regulation. These discussions have tended to focus on the need to create safeguards and control mechanisms that ensure the even distribution of benefits between data *owners* and data *users*. Introducing models of benefit sharing has generally been an effective way of encouraging greater reflexion and therefore nuancing respondents' views.
- v. Notwithstanding the importance of following these principles, those looking to develop data sharing practices **must also ultimately accept that views are diverse, changeable, impressionable and often highly context-dependent.** Even the most consultative work here is unlikely to address all concerns, and will always be vulnerable to high-profile exposures of inadequate or compromised data security procedures and unpredictable evolutions in technology and society. Engagement here should therefore remain **nimble and flexible**, and undertaken with an awareness that changes in public attitudes or businesses practices are likely to be gradual and piecemeal.

³⁸ For an overview of technological changes here, see for example Mack, T. C. (2014), 'Privacy and the Surveillance Explosion', *The Futurist* 48(1). Available at <http://www.wfs.org/futurist/january-february-2014-vol-48-no-1/privacy-and-surveillance-explosion>, accessed 20 October 2015.

³⁹ Davidson et al. (2012), *Public Acceptability of Cross-Sectoral Data Linkage*, pp.6ff.

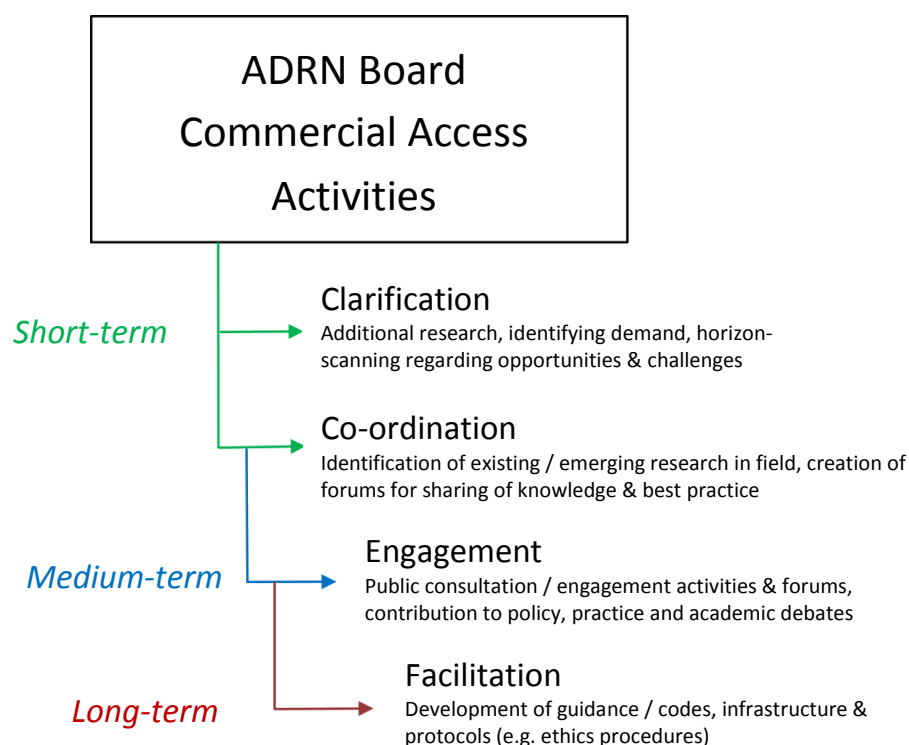
Possible next steps

36. As discussed in this paper, a number of societal and political developments in the way data is collected, managed and shared are beginning to chip away at traditional models of data governance and ethics. In addition to developments in the Big and Open Data spaces, for example, the growing role played by private sector companies in the provision of public services is likely to increase the need for private sector access to administrative data. These developments represent an opportunity for the ADRN Board to engage on a topic of social and political interest and significance, thereby increasing the Network's relevance and impact.

37. Reflection on the above sections of this paper suggest this work might be usefully consolidated into a forward agenda comprised of four key strands of work, focusing on:

- Clarification
- Co-ordination
- Engagement
- Facilitation

These four strands are described in paragraphs 38-41 below and graphically in the diagram below.



38. In the short-term, there is a clear need for further **clarification** of public attitudes in this area and of the implications of public attitudes for work to facilitate private sector access to the Network. A useful early first-step, for example, could be an assessment of existing and potential commercial **demand** for access to the Network. This could take place as part of or be complemented by a larger piece of **horizon-scanning** work to assess the critical opportunities and challenges of providing commercial

access to the ADRN. Clarification work could also include **commissioned research** to fill some of the knowledge gaps and methodological limitations in the current knowledge base, or research more tightly focused on attitudes towards the potential for regulated commercial access to government held administrative data.⁴⁰ This might be complemented by further desk-based research and analysis, such as an assessment of comparative international examples or strategically targeted extensions to the literature review.

39. There are a number of organisations with clear interests and agendas currently exploring the opportunities and challenges of cross-sectoral data sharing arrangements. The Wellcome Trust and Sciencewise, among others, are already undertaking research and public engagement work on private – public sector data sharing. This work is currently largely piecemeal and uncoordinated; **better co-ordination** and collaboration would drive efficiencies and improve the effectiveness of work across the government and third sectors in this space. The ADRN Board may therefore wish to consider the opportunities for integrating any proposed work in this area with existing, ongoing and proposed work in the field. In the first instance this might take the form of **scoping or stakeholder analysis work** designed to identify, as far as possible, where work has already been undertaken and / or is currently underway. The Board might also consider whether it could play a role in **devising events or forums** to bring this work together and create opportunities for joint learning experiences and exchange of knowledge and best practice.
40. The Taskforce report made an explicit recommendation that the ADRN Board undertake **public engagement** work in the area. This could involve, for instance, extending earlier public consultations⁴¹ aimed at identifying and responding to concerns about commercial access to the ADRN. More widely, there is also a potential opportunity for the Board to serve as a thought-leader in this space by pro-actively positioning itself within the debate and undertaking and co-ordinating engagement activities across a number of sectors. This might also provide opportunities to consult on any proposed guidelines and protocols the Board develops to govern and regulate commercial access to the Network (see below).
41. Should it become clear that there is both a clear demand and the will to **facilitate** commercial access to administrative data, there are opportunities for the ADRN Board to play a longer-term role in developing appropriate protocols and guidance materials, perhaps along the lines of *The Principles of Reciprocity* guidelines developed to ensure information sharing among financial institutions remains proportionate and need-appropriate.⁴² This work could also involve identifying changes to the Network's infrastructure and procedures that would be necessary to facilitate commercial access. It is clear, for example, that commercial access to the ADRN would require considerable thought about the legitimate reasons for access

⁴⁰ The need for research focused on commercial access to administrative data was also highlighted in a report following recent ESRC-funded research into public views on the use of administrative data for research purposes. See Cameron, D., Pope, S. & Clemence, M. (2014), *Dialogue on Data: Exploring the Public's Views on Using Administrative Data for Research Purposes*. London: Ipsos MORI, p.5.

⁴¹ Specifically consultations undertaken as part of the ESRC's research into public attitudes towards the use of administrative data for research purposes. See Cameron, D., Pope, S., & Clemence, M. (2014), *Dialogue on Data: Exploring the Public's Views on Using Administrative Data for Research Purposes*. London: Ipsos MORI.

⁴² The Steering Committee on Reciprocity (2014), *Information Sharing Principles of Reciprocity, version 36*. Available at http://www.scoronline.co.uk/sites/default/files/por_version_36.pdf, accessed 26 October 2015. The Board might also wish to consult generic guidelines such as those developed by the Organization for Economic Cooperation and Development. See OECD (2013) *OECD Guidelines Governing the Protection of Privacy and Transborder Flows of Personal Data*. Paris: OECD.

along with clarity around ethical and legal safeguards, issues that currently hold back data sharing arrangements in a number of contexts. The Board might also continue its current work to address data owner concerns and overcome access barriers. Any work to provide commercial access to the Network will ultimately need to be fully compliant with the relevant UK national and EU legislation and therefore informed by developments in these frameworks.⁴³

Richard Reed, Central Policy Secretariat, UK Statistics Authority, 27 October 2015

⁴³ Specifically the Data Protection Act 1998 and the Human Rights Act 1998 and, at the EU level, Article 8 of the European Convention on Human Rights, the Data Protection Directive (1995) and the forthcoming European General Data Protection Regulation. This last piece of regulation will, if approved in 2016 as anticipated and notwithstanding the results of the UK's referendum on its EU membership, apply directly to the UK and therefore supersede existing UK data protection law.

Annex B: Indicative list of literature

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- Accent Scotland (2012) *Collecting and Sharing Credit Reference Information: The Impact on Energy Consumer Behaviour*. London: Consumer Focus.
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Richard Reed, Central Policy Secretariat, UK Statistics Authority, 27 October 2015.

Professor Paul Longley

A view from Phase II of the Economic and Social Research Council's big
data investment

Oral report

UK STATISTICS AUTHORITY

ADMINISTRATIVE DATA RESEARCH NETWORK BOARD

ADRN(15)25

Legislative Issues

Purpose

1. This paper presents updates on:
 - i. UK data sharing legislation;
 - ii. EU data protection regulation; and
 - iii. other relevant activity.

Recommendations

2. Members of the ADRN Board are invited to:
 - note and discuss the content of the paper; and
 - consider the potential implications of the activities discussed for the ADRN.

Background

3. At the July 2015 meeting the ADRN Board discussed a paper on data sharing legislative issues. This included updates on UK data sharing legislation, EU data protection regulation and other relevant activity.
4. Between March 2014 and March 2015, the Cabinet Office ran an open policy-making (OPM) process to discuss how government could be made more efficient and effective through its use of data. The core focus was to:
 - i. enhance the availability of high quality research and statistics from administrative data held within government and the wider public sector;
 - ii. prevent fraud and help citizens manage any debts they might have with government; and
 - iii. provide tailored public services offered to the right person at the right time.

The OPM process involved collective discussions between the Cabinet Office, civil society organisations, privacy groups, other government departments, academics, and representatives of the wider public sector. Further information about the OPM process is available at www.datasharing.org.uk.

5. The OPM process concluded with the following recommendations around **statistics and research**:
 - i. **De-identified data:** the need for public bodies to be able to link data for research purposes using a trusted third-party sharing system, where data are linked in a secure access facility and made available to accredited researchers under controlled conditions. Trusted third parties, researchers and the subject of the researched would be accredited by an accreditation body under a system established through primary legislation. The accreditation body would operate transparently and would need to be satisfied that the research is in the public interest. The OPM process concluded that data relating to health services and social care would be excluded.
 - ii. **Identified data:** to enable public authorities to share identifiable data with the Office for National Statistics as the executive office of the UK Statistics Authority,

to produce statistics 'for the public good'. These arrangements would replace the requirement that the Minister for the Cabinet Office (MCO) provides an information gateway through regulations approved by Parliament under the affirmative resolution procedure. The OPM process agreed that such new arrangements would reduce the burden on businesses and survey respondents, improve policy-making decisions based on statistics and research by strengthening the data evidence base; and improve the quality of published official statistics while preserving the privacy of data subjects and ensuring that data are used with appropriate safeguards. However, no consensus was reached on the ways in which the operation of a new system would be scrutinised by Parliament. Some maintained their firm position that the existing parliamentary process for opening new data gateways should be sacrosanct.

- iii. **Access to more HMRC data:** to reduce the restrictions around the disclosure of less sensitive general, aggregated and individual-level de-identified HMRC data for public benefit. Current legislation limits the circumstances in which HMRC may share information. Most government departments are not subject to equivalent restrictions and this proposal would deliver greater equality for HMRC, enabling it to contribute to a wider range of government initiatives and academic research projects than at present. The OPM process agreed and HMRC subsequently undertook a public consultation on the proposals.

Discussion

EU Data Protection Regulation

6. Trilogue meetings are currently underway between the European Parliament, the European Commission and the Council of Ministers, to agree a final text for a new EU Data Protection Regulation. Informal agreement on the Regulation is not expected until the end of 2015, and formal agreement is expected in 2016. The new Regulation would come into force in EU Member States two years thereafter.
7. The Chapter (Article 83) relating to research is expected to be discussed in trilogue in late November. The Wellcome Trust is leading on engagement with the EU institutions, on behalf of the European Data in Health Research Alliance, of which the Economic and Social Research Council is a partner.
8. The Alliance's on-line campaign (www.datasaveslives.eu) now includes a petition for individuals to show their support for a positive text for research that protects individuals' data. It also has a joint statement supported by over 100 organisations including the Economic and Social Research Council (ESRC) and the Royal Statistical Society (RSS). The joint statement sets out the following key issues for trilogue:

Exemptions for research:

- i. The research community values the privileged position of research in the current Data Protection Directive, which has been essential to allow the safe use of personal data in research.
- ii. The Commission's proposal provides important research exemptions and allows research with personal data – including data concerning health – to take place without consent where the conditions of Article 83 are met. These exemptions have been maintained in the Council's text.
- iii. The ESRC and the RSS are very concerned that the Parliament's position has significantly reduced the scope of the research exemptions. If implemented as drafted, this would have severe unintended consequences by restricting and preventing vital research studies.

Appropriate safeguards to protect data subjects:

- i. Important ethical and governance safeguards, such as approval by a research ethics committee, exist to ensure that data subjects are protected in research.
- ii. The ESRC and the RSS appreciate Parliament's concern that the Commission's proposal does not adequately reflect the importance of such safeguards, and welcome the emphasis on appropriate safeguards in the Council's position.
- iii. The ESRC and the RSS ask the European institutions to find a solution that permits the breadth of the exemptions in the Commission proposal, but introduces further, proportionate safeguards to ensure personal data are used safely and securely in research and prevent misuse of the research exemptions.

Flexibility and harmonisation

- i. The Parliament and Council have delegated some research provisions to Member States.
 - ii. Harmonisation to appropriate standards would be desirable to promote research collaboration.
 - iii. However, the ESRC and the RSS recognise the challenges of harmonisation at the present time and the need for flexibility to allow Member States to implement culturally and socially acceptable solutions.
9. At the Administrative Data Research Network/Royal Statistical Society event (London, 8 October) aimed at engaging government researchers, ESRC Deputy Director Vanessa Cuthill spoke about the trilogue and underlined the need for the European institutions to find a compromise position that enables social science and health research to continue, through recognition that specific consent from data subjects is often not possible, but that data subject protection would be strengthened by clarifying safeguards.
10. At the UK Government level, responsibility for the EU Data Protection Regulation and the key officials moved during the summer from the Ministry of Justice to the Department for Culture, Media and Sport.

Simon Whitworth, UK Statistics Authority, and Vanessa Cuthill, Economic and Social Research Council, 20 October 2015

Any other business