







REGISTRATION SERVICES DATA

- UNLOCKING LOCAL GOVERNMENT OPPORTUNITIES
- FINDINGS OF MHCLG DISCOVERY PROJECT

















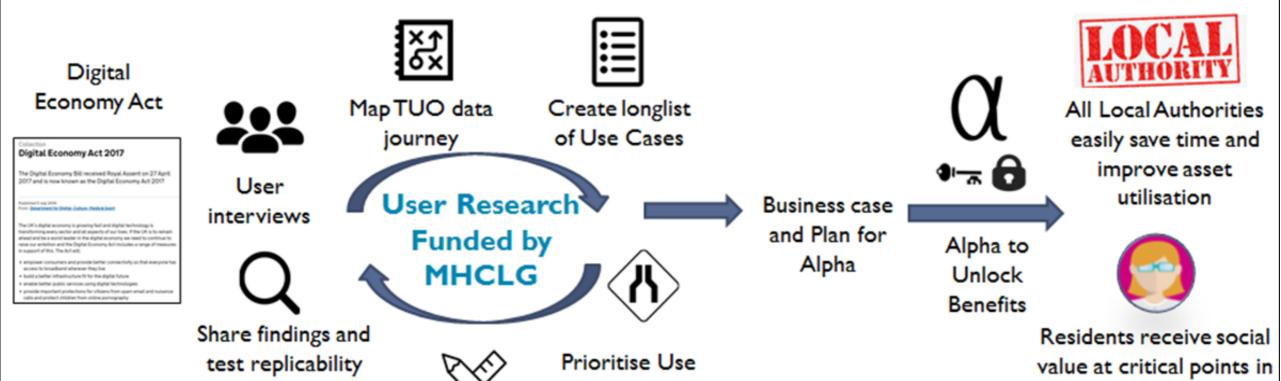




EXECUTIVE SUMMARY — REGISTRATIONS DATA DISCOVERY PROJECT #FIXTHEPLUMBING

DISCOVERY FINDINGS & RECOMMENDATION

The digital economy act provides new opportunities for using registrations data (births, deaths, marriages) locally to improve service delivery. Through research funded by MHCLG and support from Social Finance, we discovered that all local authorities will benefit by completing a data sharing application to the General Register Office (GRO). We propose an alpha phase for simplifying the process around accessing Registration data from the GRO and work with them to develop an appropriate report that could be sent to all housing services across England authorities after trialling in Worcestershire, London and a Housing Association to confirm the expected benefits that would unlock with ease (1) service staff time (2) reduction in weeks that properties remain void (3) social value to the resident



Cases

Develop detailed

Use Cases





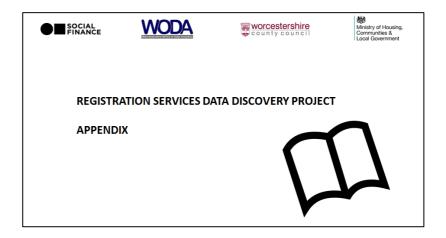
their lives

OUR FINDINGS - THE FULL BUSINESS CASE AND USER RESEARCH OUTPUTS ARE CAPTURED IN SEPARATE DOCUMENTS



This document

Summary of findings — overview of the Discovery project, our findings from the different stages of user research, and business case and proposals for possible Alpha.



Separate document

Full user research findings – long version of all outputs from the 3 phases of user research and full business case findings





THE PROJECT IS A COLLABORATION BETWEEN WODA, LOCAL AUTHORITIES FROM ACROSS THE COUNTRY AND MHCLG

Project Overview

Objective: To explore the feasibility and potential uses of registration data (i.e. births, deaths, marriages) within local public services under the Digital Economy Act 2017.

Led by: Worcestershire Office of Data Analytics (WODA) on behalf of Worcestershire County Council and partners:

Partners: Redditch Borough Council, Bromsgrove District Council, Wychavon District Council, Wyre Forest District Council, Malvern Hills District Council, Worcester City Council, Worcestershire Registration Services (user research); Suffolk Office of Data Analytics, Brent, Buckinghamshire, Essex, and Hackney Councils (replicability testing)

Funding: MHCLG Local Digital Fund – supports Local Authorities (LAs) to create common solutions to shared problems

Discovery Partners























Many local public services rely on registrations data (births, deaths, and marriages) to provide support to residents, from Housing to Revenues and Benefits to Adult Social Care.

The current process for collecting and accessing this data may not be fit for purpose. In some cases data reaches its destination in the wrong format, delayed, or incomplete. The result: services are making key decisions without access to the information they need.





WHY IS THIS DATA SO IMPORTANT? CASE STUDY FROM A HOUSING SERVICE

"We had case where a tenant died leaving a family member in occupation and we were not advised by the Council Tax department at the time of the death. We found out about the death when the family member left in occupation contacted the council and it was at this point that it triggered an investigation. The tenant died approximately 2 months before we were aware, and the deceased tenant would have been liable for the rent for this period. This case also created involvement of a Local Councillor as it became a sensitive situation for the person remaining in occupation."

"identifying the next of kin is our biggest issue though – in another case there was lack of information regarding a deceased tenant, so we undertook a lengthy investigation but could not identify a next of kin. We have now written to the public trustee to file a notice against the name of the deceased and close the tenancy, which is time consuming, and all the while the flat itself is empty"

Housing Service Manager – Redditch Borough Council







"The introduction of the Digital Economy Act 2017 has provided local government with an opportunity to receive the data we [Worcestershire Registration Services] collect in a more timely and proactive way, in order to manage and inform future requirements of our residents"

Sharon Caldwell - Registration, Coroner and Corporate Information Services Manager





WE HAD THE FOLLOWING OBJECTIVES AT THE OUTSET OF THE PROJECT

- 1. Identify user needs within local services relating to registrations data
- 2. Identify pain points, technical constraints and blockers in accessing this data currently
- 3. Investigate the economic costs to services and residents arising from not having access to registrations data, and potential benefits of providing them with better access to this data
- 4. Test whether services around the country have similar user needs, costs, and potential benefits related to registrations data
- 5. Consider how to improve Local Authorities' awareness of the Digital Economy Act 2017, and make it easier for them to take advantage of legal gateways and use cases for registrations data





TOGETHER, WE SET OUT TO UNDERSTAND THE OPPORTUNITIES AND PAIN POINTS RELATED TO BETTER ACCESS TO REGISTRATIONS DATA

Round 1 of User
Research

30 representatives interviewed from 6 service areas across Worcestershire to understand user needs, and to identify benefits to their service from receiving registrations data

Round 2 of User
Research

4 Use Cases prioritised in a project team workshop using a pre-agreed criteria, which were tested in greater depth through interviews with the relevant Worcestershire

Business Case and Replicability
Testing

A group of 5 LAs from the South of England tested the replicability of these use cases; we collected quantitative data for 3 of the use cases to test the economic business case of possible Alpha projects





WE HAVE ALSO SUBMITTED AN APPLICATION TO THE GENERAL REGISTER OFFICE

As part of our discovery project we also to complete a data sharing application to the General Register Office (GRO), the body that holds registrations data and who review and authorise request to access it.

This is the 1st application following the introduction of the new legal gateway to registrations data that came in with the Digital Economy Act 2017. Not all authorities and services are aware of this legislation and opportunity to apply to access this data.

We will therefore publish the feedback and any learnings from the application so that other Local Authorities can take advantage of the opportunity more easily.

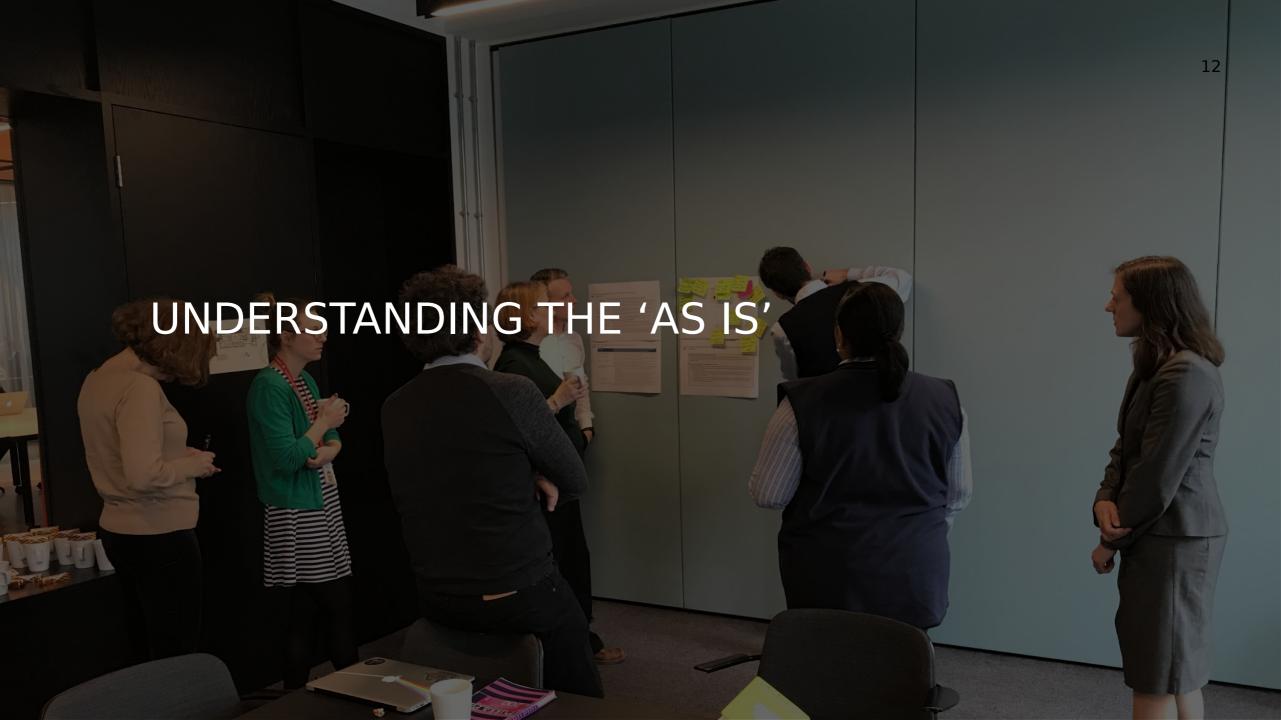




GLOSSARY OF KEY TERMS

Registrations Data	Statutory information captured by the government about all births, deaths, and marriages. This includes information about the person born / married / who has died and also about the person making the registration.
Registrations Service	The service in each Local Authority area that officially records births, deaths and marriages. This is usually done through a face-to-face meeting.
General Register Office (GRO)	The central team that oversees civil registration in England and Wales and maintains the national archive of all births, deaths and marriages. It is part of HM Passport Office.
Registration Online (RON)	The national database where all registrations data is stored. The GRO manages and maintain the database.
Tell Us Once (TUO)	An optional service established in 2007 that people can use to notify public services once when registering a birth or death. People can provide this information during the face-to-face meeting with the local Registrations Service (if offered) or online.
Universal Services	Services provided to all children, young people and their families from health, education and other community services
Note: more detailed exp	planation is provided on the following slides





WHAT IS REGISTRATIONS DATA?

Registrations data is captured whenever a Birth, Death or Marriage occurs:

- Residents have a legal requirement to inform the local Registration Service of a birth, death or marriage within statutory timescales
- Key information is recorded to the Registration Online (RON) database during a face-to-face conversation with a representative of the Registration Service
- This is the data used to create official birth, marriage and death certificates
- Until recently Registration Services only had the ability to share birth and death data directly a small number of local government services (e.g. Council Tax)
- A separate service Tell Us Once is used to share registrations data relating specifically to deaths with a wider number of central and local public services





WHAT IS THE TELL US ONCE (TUO) SERVICE?

THE CURRENT PROCESS FOR SHARING REGISTRATIONS DATA WITH LOCAL PUBLIC SERVICES

⇔ GOV.UK

Part of

What to do when someone dies: step by step

Tell Us Once

Tell Us Once is a service that lets you report a death to most government organisations in one go.

When you register the death the registrar will:

- let you know if the service is available in your area
- give you the phone number
- give you a unique reference number to use the <u>Tell Us Once service online</u> or by phone

Before you use Tell Us Once

You'll need the following details of the person who died:

- date of birth
- National Insurance number

1 1 1 1 1

TUO was established in 2007 and allows people to inform local and central government services of a birth or death once (marriages are not included), rather than notifying each separately. It is run by the DWP

It can be completed online or during the face-to-face meeting with the local Registration Service when registering a birth or death.

TUO is <u>optional</u>, so take-up is variable from place to place. In Worcestershire 96% of people opt to use it, but in other places take-up is low (e.g. 30%-40%). In some areas is not available at all.

People provide 'enhanced' information (i.e. additional fields to those required by the Registrar), which is shared with relevant services to update their records or take any necessary actions (e.g. cancel blue badge or State Pension.





WHAT IS THE DIFFERENCE BETWEEN REGISTRATION ONLINE AND TELL US ONCE?

Registration online (RON)	Tell Us Once (TUO)	
Births, deaths, marriages	Births and deaths only	
Statutory requirement	Optional	
100% take-up	Variable take-up	
Basic information (name, DOB, address etc.) about the individual born / deceased / married	Basic information (name, DOB, address etc.) about the individual born / deceased	
Basic information (name, DOB, address etc.) about the person making the registration	Basic information (name, DOB, address etc.) about the person making the registration, next of kin, and executor of estate (if relevant)	
No details of services that the individual used	Details of services the individual used	





HOW IS THIS INFORMATION COLLECTED AND SHARED?

We spoke with the Registrar and key services to understand how data on births, deaths, and marriages is currently shared with services – including key pain-points, and opportunities for improvements.

Pain Points

Data does not integrate with current systems – requires re-keying

Service areas do not receive all data fields required to update systems

Coverage – very different place-toplace. Worcestershire is good, but other places have very low uptake; other places it doesn't exist at all

Data received at one point in service but onerous processes to pass on to other parts of the service that need it

Opportunities

"We could simply miss out the complicated TUO data journey from collection to when it gets to me"

"Reduce time and cost of sharing information between registrar and services"

"Regular transfer of all key data would prevent me from chasing or missing people "Reduce human error in filtering out what data can and cannot be shared"





WHAT IS THE DIGITAL ECONOMY ACT OF 2017? HOW DOES IT HELP?

Collection

Digital Economy Act 2017

The Digital Economy Bill received Royal Assent on 27 April 2017 and is now known as the Digital Economy Act 2017

Published 5 July 2016

From: Department for Digital, Culture, Media & Sport

The UK's digital economy is growing fast and digital technology is transforming every sector and all aspects of our lives. If the UK is to remain ahead and be a world leader in the digital economy we need to continue to raise our ambition and the Digital Economy Act includes a range of measures in support of this. The Act will:

- empower consumers and provide better connectivity so that everyone has access to broadband wherever they live
- build a better infrastructure fit for the digital future
- enable better public services using digital technologies
- provide important protections for citizens from spam email and nuisance calls and protect children from online pornography

SO, WHY IS THIS RELEVANT TO REGISTRATIONS DATA?

Part 5 of the Digital Economy Act 2017 gives government new powers to share personal information across organisational boundaries to improve public services.

It states what data can be shared and for which purposes as well as detailing the safeguards in place to protect privacy of citizens' data.

Importantly, the Act provides a <u>legal basis for sharing</u> registrations data directly with services without requiring direct consent. Sharing data in this way should greatly improve data quality and completeness: TUO is optional so relies on people using it and submitting complete and accurate information



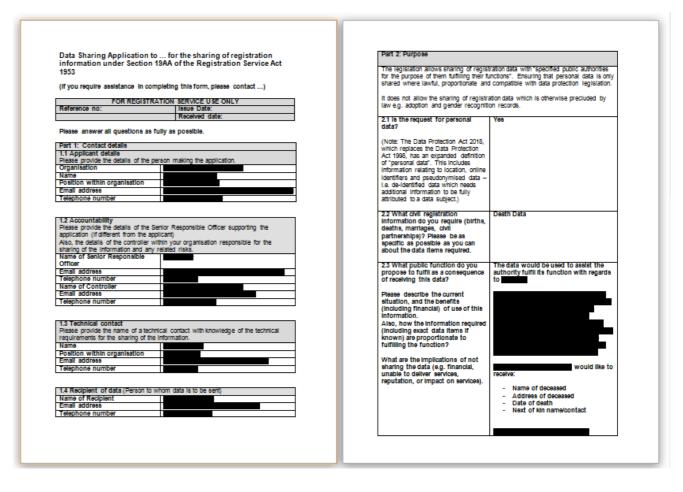


HOW DO LOCAL PUBLIC SERVICES GET DIRECT ACCESS TO REGISTRATIONS DATA?

Changes within the Digital Economy Act 2017 means information that is captured and held by Registration Services (when any birth, death or marriages is notified to the Registrar) is now accessible to local government authorities, subject to a data sharing application and data processing agreement.

The application is made to the Superintendent Registrar (or Registrar) locally. If the number of records exceeds 1000 per year and is recommended by the Superintendent, the application is sent to the **General Register**Office

Worcestershire have completed and submitted the 1st such application to the General Register Office. We will publish our learning from this process for other authorities.



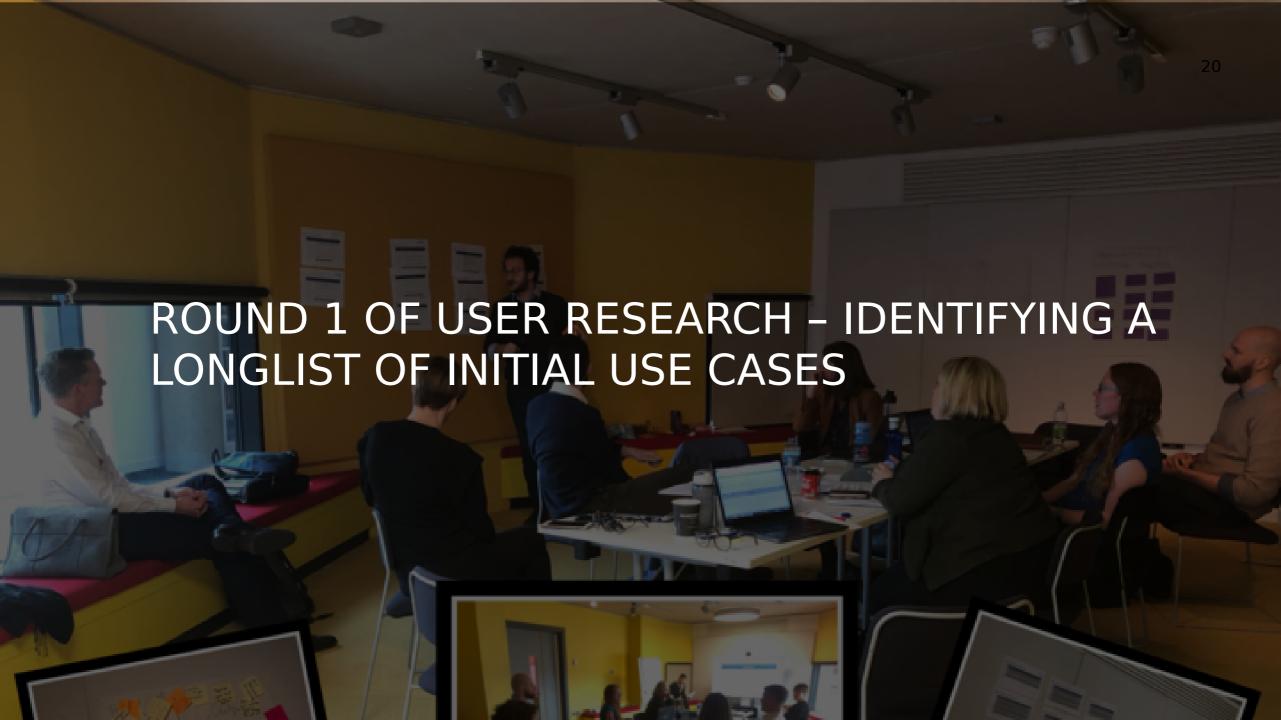




Our initial review of the 'as is' suggested that some of the pain points and opportunities could be addressed through the Digital Economy Act of 2017 because it provides a legal basis for sharing registrations data directly with relevant services without requiring direct consent.







INITIAL CONVERSATIONS AND DESK RESEARCH IDENTIFIED 6 LOCAL PUBLIC SERVICE AREAS WHERE THERE WAS POTENTIAL TO USE REGISTRATIONS DATA

Adult Social Care

Housing

Children's Services

Public Health

Health

Revenues and Benefits

These services all use population or individual-level data for current decision-making, such as forecasting and planning future service demand, managing benefits and payments, and safeguarding residents. They either do not have access to registrations data, or access only to Tell Us Once.





WE RAN A KICK-OFF WORKSHOP TO PRIORITISE WHAT SERVICES WOULD MOST BENEFIT FROM REGISTRATION DATA

The workshop brought together 16 representatives from key local services – including the NHS, Social Care, Education and Skills, Housing, Finance, the Clinical Commissioning Group, etc.

Together, we discussed the current uses of registrations data. We then prioritised which services would benefit the most from better more consistent access to registrations data. These services were:

- Adult Social Care
- Children's Services
- Housing
- Revenues and Benefits







THE WORKSHOP AND INITIAL INTERVIEWS SUGGESTED THAT REGISTRATIONS DATA WOULD BE BENEFICIAL FOR 4 OF THE SERVICES WE CONSIDERED

Adult Social Care

Use cases focused around managing finances and residential care supply when users pass away, and also flagging potential safeguarding issues (e.g. if a person's carer dies)

Children's Services

Use cases centred on using data and analytics to identify families at-risk earlier, using data to engage young families with universal services, and for statutory returns

Housing

Strong potential for service improvements around better managing housing stock (e.g. reducing voids, matching units to family needs) and preventing fraud

Revenues and Benefits

3 possible use cases identified focused on ensuring that residents receive and are charged for the correct benefits and taxes, and preventing fraud

Health

While interviews identified potential uses of registration data that could lead to cost savings (e.g. avoiding missed appointments), it was agreed that conducting detailed user research with health partners would be too time-consuming for this project

Public Health

Public Health use cases focused on improving the quality and accuracy of routine population analysis, which value felt too marginal to focus on in this project





WE IDENTIFIED OTHER USE CASES THAT WERE COMMON TO MULTIPLE SERVICES, BUT DECIDED NOT TO PURSUE THEM IN THIS PROJECT



Forecasting and planning – many services mentioned wanting to improve their ability to plan for future demand (e.g. school places, public health, NHS). However, there was not a belief that faster, more regular access to registrations data would substantially improve the accuracy of forecasting.



contacting bereaved families – almost all services that directly contact residents want to use death data to avoid mistakenly contacting bereaved families. Fortunately, this is a rare occurrence, so it would make sense to address this as a single use case across whole local public organisations (e.g. Council)



Data accuracy — one of the core GDPR principles is data accuracy. Registrations data could be a valuable asset for authorities to use to automatically maintain the accuracy of databases. However, it was felt that most authorities are not ready to implement this successfully.





WE THEN ASKED EACH SERVICE TO IDENTIFY KEY PEOPLE TO SPEAK WITH

We conducted user research with 30 people across the size service areas. Services selected the people who should be involved in the user research based on whether or not they currently use registration data.

Adult Social Care	Children's Services	Health	Revenues and Benefits Housing
Senior Finance Officer	Commissioning Officer – Vulnerable Children and Families	Public Health Practitioner	Revenues and Benefits Manager x2
Payments Officer	Business Manager – Parenting and Community Support	Health Visitor	Blue Badge Administrator
Lead Commissioner for Older People, Physical Disability and Sensory Impairment	Principal Management Information Analyst	School Nurse Manager	Housing Options Manager
Social Worker	Family Front Door Group Manager	NHS Acute Data Manager	Housing Services Manager
Adult Safeguarding Operational Lead	Social Work Group Manager	Commissioning Service Lead	Housing Strategy and Enabling Manager
Brokerage Team Manager	Early Help and Parenting	Clinical Commissioning Group	Tenancy Officer
Quality Assurance and Compliance	Education and Provision Planning		Homelessness Officer
Access Centre	Senior Research Officer		
Younger Adults Team	Children's Placements Team		





THIS ULTIMATELY IDENTIFIED 4 SPECIFIC USE THAT WE EXPLORED FURTHER IN A 2ND ROUND OF USER RESEARCH

Services	User needs
Adult Social Care	 As the Adult Social Care service I need registrations data on deaths to (Finance team, Social Workers) avoid errors and inconsistencies and maintain accurate records (Finance team) close care packages when a client dies (e.g. residential home) to prevent overpayment (Finance team) avoid overcharging clients that fund or part-fund their social care package themselves
Children's Services	 As the Children's Services Department I need registrations data on births to (Early Help manager) proactively contact families and encourage take-up of universal services in the area (Early Help manager) establish more positive relationships between the Council and families (Early Help manager) provide early intervention to families that might be at risk of engaging with targeted services in future
Housing Service	 As the Housing Service I need registrations data on deaths to (Admin team) ensure that I identify correctly all social housing tenants that die in a timely way (Tenancy officer) reduce the number of difficult investigations when I cannot identify a deceased tenant's next of kin (Tenancy officers, Housing Options) bring properties back into use more quickly following a tenant death
Revenues and Benefits	 As the Revenues and Benefits service I need registrations data on deaths to (Service manager) reduce time processing datasets currently received to identify residents that have died (Enforcement officers) reduce the number of difficult investigations when I cannot identify a deceased resident's next of kin (Finance team) ensure that residents pay the correct Council Tax and reduce the level of corporate debt







FOR ROUND 2 OF USER RESEARCH, WE CONDUCTED IN-DEPTH SEMI-STRUCTURED INTERVIEWS WITH THE 4 PRIORITY SERVICES

To further explore the priority use cases, we worked closely with Worcestershire and partner councils to identify the 3 to 4 users who currently use registration data in their day-to-day job. Key elements to our approach:

- c. 45 min in-person semi-structured interviews.
 We took verbatim notes from each interview and analysed the notes as a team to extract the learnings and key themes
- Developed use case specific user interview questions to better understand the 'as is' and decisions the data will improve
- Representative user groups from across the different district councils in Worcestershire and users from both commissioned and in-house services

WODA REGISTRATIONS - USER RESEARCH ROUND 2

General Questions (for all three use cases)

Problem analysis

Map the current process

- Ask interviewee to describe end to end the current process (e.g. for fraud detection, managing social housing stock) and their role in it.
- Include: mera (i.e. who does what), data currently used [e.g. fields, format, file type), source an
 imposery received, distills of any data starting agreements, tech and IT was due by the service,
 handower points between different users; any decisions or interactions with residents that reserved
 total time involved by different users; and how they use the TO Gystem currently (Ir relevantly).

What is the problem(s) with current process?

- What are the specific problems with the current process, including data quality / accuracy issu inefficient / fune-consuming processes, human error involved in data transfers; when things g wrong (e.g. clearing out the wrong house), what causes it?
- What are the economic or social costs of these problems to both the <u>service</u> (e.g. wasted time resource, reputation) and for <u>residents</u> (e.g. distress, inconvenience, financial cost)?
- Are these costs low or high frequency? Are they low or high impact? Quantify if possible
- Overlay this information onto the process map

Registration data required

What RON data do users need to solve problem(s)?

 Walk through a hard copy of the available RON data to identify the specific fields the service ne and why each one is needed

How would this data be used in practice?

- Would new RON data slot seamlessly into existing process? Would it necessitate a change to current process? Would it require a new process altogether?
- Which specific users would have to do something different with new data? How would new responsibilities fit into their current workflow?
- How would data need to be linked or matched with the service's current systems?
- Overlay this information onto the process map (if possible), or sketch new map for a new proc

Benefits

What benefits will RON data (and potentially a new process) create for the service?

- Possible benefits include: direct cost savings, savings in terms of staff time, improved service K
 and performance. Ask interviewee to quantify if possible (e.g. % FTEs saved, staff grade)
- What additional costs could be involved with using RON data in this way (e.g. disruption involved with moving to a new process, and staff training)?

What are the benefits for residents?

Possible benefits include: saving residents money or time, avoid distress of an incorrect decisio.
 Are these low or high frequency, and low or high impact? Quantify if possible

Housing (user need 1)

Possible users: Tenancy officers (case worker and team manager), Housing officer, Analysts / App Suppo Specific service questions:

- What it the typical delay between a tenant death and notification to the Housing service:
- What percentage of housing stock is vacant at any one time due to difficulties winding up estates?
 How long does it usually take to bring these difficult properties back into use?
- How much foregone revenue does this represent (e.g. daily cost of a void)? How much staff time
 does it take to track down next of kin and close estates?
- By how much (e.g. in days) does this issue lengthen the social housing waiting list? Are there any
 families in temperary accommodation because of a social housing? Is it fair to attribute any of the
 reliance on temperary accommodation (if it exists) to this issue;
- What percentage of these difficult cases could realistically be made simpler by identifying a next
 of kin data through RON data? How many units / what percentage of total social housing stock
 could realistically be brought back into circulation?

Key assumptions to te

- is there an alternative 'low-tech' fix for this problem (e.g. door knocking neighbours for a next of kin contact number)?
- Which family member f next of kin is most helpful when Housing team wants to close the estate of
 a deceased resident? Is this typically the same person as the 'Informant' registered during
 natification of death?





ADULT SOCIAL CARE USE CASE

FINANCE AND BROKERAGE



Use Case overview

Adult social care needs death data to cancel care packages and payments for care packages to save time and effort recovering overpayments and reduce corporate debt.

KEY USER NEED

Finance and Brokerage need....
To cancel care packages for clients who have died, stop invoices to self-funding clients and stop payments to providers for deceased clients

Current Process

- The Adult Social Care finance team receives notification of deaths from various sources: social workers find out about the death from a home visit or families; care providers themselves notify the finance team (e.g. residential care home providers); and a list is also received from Tell Us Once (c. every week)
- Social workers or the finance team update the Adult Social Care case management system (CMS)
- The finance team run a report of all deaths that week and take any action required to close any care packages (e.g. residential care placements)

Problems with current process

- Process errors notification of deaths from different sources can mean that different dates of death
 are reported; in some instances social workers are notified of a death and forget to update the CMS,
 in which case finance are not notified
- Missed death notifications social workers and the finance team are not notified of some deaths by either family members, providers or Tell Us Once. Tell Us Once for instance is an optional service, and even if people do opt to provide information they may forget or choose not to mention Adult Social Care
- Overpayments if the finance team are not notified of a death then the Council will continue to pay for care packages. This usually applies to residential placements. In a recent case a placement has been overpaid for more than 12 months



ADULT SOCIAL CARE USE CASE

FINANCE AND BROKERAGE



Use Case overview

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KEY USER NEED

Finance and Brokerage need....
To cancel care packages for clients who have died, stop invoices to self-funding clients and stop payments to providers for deceased clients

Potential benefits of direct access to RON data

<u>Service (efficiency)</u>: Reliable death notification data from a single source would remove the possibility of human error (e.g. social workers not updating the CMS) and the chance of the finance team not being notified of a death. Note, however, that this would not apply to Out Of Borough placements (often the most expensive, c. £800 per week) – if people die outside of Worcestershire their information is registered with that places Registration Service.

<u>Service (economic)</u>: the financial benefit would be cashflow rather than an actual saving; when Adult Social Care overpays for a placement, the overpayment is usually eventually recovered by overcharging for future invoices; potentially reduced time chasing overpayments by the debt recovery teams.

<u>Resident:</u> some Adult Social Care clients self-fund care packages, which mean that their estates could be overcharged if placements are not stopped in a timely manner; accurate Adult Social Care records also prevent insensitive communications being sent to the families of deceased Adult Social Care clients.





CHILDREN'S SERVICES – USE CASE

EARLY HELP, SOCIAL CARE, UNIVERSAL SERVICES (E.G. CHILDREN'S SERVICES)



USE CASE OVERVIEW

Children's Services need birth data to contact families proactively to encourage them to register or take up available services to encourage positive outcomes for children

KEY USER NEED

Children's services managers need... the details of all new births, so that they contact families proactively to encourage them to register or take up Universal services.

Current Process

NOTE: The Early Help service (which manages both targeted Early Help and Universal services like children's centres) do not currently have information about new parents in the County so do not proactively advertise their services through posted mail. A new process would need to be established to receive and process registrations data and then contact families.

The service used to have access to registrations data in order to proactively contact families, but lost the right to access it. We therefore need to establish the additional value that could be created to justify sharing it with the service.

Problems with current process

• n/a





CHILDREN'S SERVICES – USE CASE

EARLY HELP, SOCIAL CARE, UNIVERSAL SERVICES (E.G. CHILDREN'S SERVICES)



USE CASE OVERVIEW

Children's Services need birth data to contact families proactively to encourage them to register or take up available services to encourage positive outcomes for children

KEY USER NEED

Children's services managers need... the details of all new births, so that they contact families proactively to encourage them to register or take up Universal services.

Potential benefits of direct access to RON data

Service (efficiency): no benefit as no existing process.

<u>Service (economic)</u>: no direct financial benefit, in fact proactively contacting families would introduce a new cost for the Early Help service. The benefit to the Council is instead in establishing a positive relationships with a family early in a child's life who might be at risk of poor outcomes later in life that might mean Early Help or social care involvement.

Resident: improve take-up of universal services amongst families that might otherwise not engage, and potentially improve their chances of achieving better educational and other life outcomes in future.





HOUSING – USE CASE

TENANCY OFFICERS



USE CASE OVERVIEW

Local Authorities need death data to better manage social housing stock

KEY USER NEED

Housing tenancy officers (Local Authority and Housing Associations) need... need death data to better manage social housing stock

Current Process

- The Housing service currently receives data on deaths in Worcestershire from Tell Us Once, via the Council Tax team. This consists just the names of the deceased residents and their address. Data is received by a single member of the housing team, who forwards it to Locality tenancy officers to identify any addresses for properties they are responsible for
- If tenancy officers identify a social housing tenancy holder that has died they conduct an investigation to see whether the tenancy should transfer to another occupants in the house, or whether the property should go back into the social housing stock
- Tenancy officers require a legal Next of Kin (NoK) to close any tenancy, so if a deceased tenant's NoK cannot be immediately identified tenancy officers contact a longer investigation (speaking to neighbours etc.) to identify a NoK to close the tenancy. Failing this, they must contact the public trustee office to officially close the tenancy

Problems with current process

- Administrative burden the process of receiving data currently requires lots of officer admin time (c. 6 hours each week), and if staff are away or on leave within the Council Team then there is a delay in the Housing receiving the data
- Tenancy officer time 'simple' investigations when tenancy officers quickly identify the deceased's NoK take c. 1 day, whereas 'difficult' investigations (e.g. contacting neighbours) take c. 4 days; this is time that could be spent working on housing issues for other tenants
- Voids while tenancy officers are tracking down a deceased tenant's Next of Kin the property is void (i.e. temporarily unoccupied but another person cannot yet move in), and those families or individuals on the housing waiting list or in Temporary Accommodation (TA) cannot move in
- Rent arrears when the holder of a social housing tenancy dies, the tenancy does not necessarily pass to other family members or occupants. If occupants do not inform the Housing service of the death they can accrue rent arrears, which they either must repay in future or which are deemed un-recoverable and are lost Council revenue





HOUSING – USE CASE

TENANCY OFFICERS



USE CASE OVERVIEW

Local Authorities need death data to better manage social housing stock

KEY USER NEED

Housing tenancy officers (Local Authority and Housing Associations) need... need death data to better manage social housing stock

Potential benefits of direct access to RON data

<u>Service (efficiency)</u> – reduced admin time in receiving TUO data and identifying any social housing tenants that have died; and reduced tenancy officer time in conducting 'difficult' investigations when they cannot identify a NoK (while RON data does not necessarily include detail's of a person's specific Next of Kin details, it includes the details of the person that made the registration, which is usually the Next of Kin or at least good place to start an investigation)

<u>Service (economic)</u> – access to registrations data could mean the Housing service does not 'miss' any tenants that pass away and so prevent situations where other occupants remain in the property illegally and accrue rent arrears, which are often written off; and time when properties are left void during a difficult investigation (e.g. no identifiable NoK) is time that a family in Temporary Accommodation (TA) could have moved in, which would save the authority money

<u>Resident</u> – avoiding situations where properties are void due to tenancy officers being unable to identify a NoK mean that properties can be brought back into use more quickly, reducing social housing register waiting times and the use of TA. RON data could also identify earlier situations where property occupants are remaining in a property illegally, so avoid them accruing debt





REVENUES AND BENEFITS – USE CASE



USE CASE OVERVIEW

Revenues and Benefits need birth and death data to ensure correct charges and bills for council tax

KEY USER NEED

Revenues and Benefits need birth and death data to ensure correct charges and bills for council tax.

Current Process

- The Revs/Bens service currently receives data from both Tell Us Once and the local Registration Service. It is one of the few services that prior to the Digital Economy Act 2017 had legal right to do so
- Process for Tell Us Once: the DWP push information from Tell Us Once to a locally commissioned service, who forward the relevant information to Revs/Bens officers
- Process for Registrations Service: a pdf report is sent to the Revs/Bens team with details of all local deaths over the last week. This has 8 deaths per page, and is on average 18 pages long per week
- Officers write to households of deceased people advising them of a change in circumstances, and requesting
 information necessary to update any local benefits and entitlements (e.g. Housing Benefit) and Council Tax
- If the deceased lived alone, officers visit the address to investigate who is the next of kin in order to settle any outstanding Council Tax balances

Problems with current process

- Administrative time data is received from TUO and the Registrar every week; the TUO data is more detailed but is not complete, so needs to be cross-checked with Registrar data. This is accurate and comprehensive, but includes only name, date of death and address and is in an unsearchable pdf format; the team manager therefore spends significant time making sense of this data before sending it to the relevant locality officers to action
- Missing information due to the complicated TUO data journey it is possible to miss the deaths of some residents. In this situation, records are not updated and Council Tax and other debts can accrue in error, resulting in incorrect enforcement action or bailiff visits to be eaved families
- Difficult investigations officers do not currently receive next of kin details of deceased residents; when a resident dies who lived alone it can take anything from 4 weeks to 3 years to complete an investigation (there are typically 1-2 investigators per Council and c. 150 deaths a week) to identify the executor and close large Council Tax debt
- Corporate debt these long investigations mean the Council can build up a large debt, which creates a cashflow problem; some debts have to eventually be written off, which is lost revenue





REVENUES AND BENEFITS – USE CASE



USE CASE OVERVIEW

Revenues and Benefits need birth and death data to ensure correct charges and bills for council tax

KEY USER NEED

Revenues and Benefits need birth and death data to ensure correct charges and bills for council tax.

Potential benefits of direct access to RON data

<u>Service (efficiency):</u> reduced managerial time spent in initially processing and cross-checking deaths data from two sources; and reduced officer time spent investigating properties trying to close historic Council Tax debts for people who have passed away and for whom there is no immediately identifiable NoK

<u>Service (economic)</u>: Shorter investigations means that the Council does not accrue large debts, which are often paid back only after a number of years if at all

<u>Residents:</u> recently bereaved households do not receive erroneous enforcement action (e.g. letters) or bailiff visits due to Revs/Bens records not being up to date; and the family members of deceased residents receive their correct benefits and entitlements following as Revs/Bens officers contact them promptly after the death of a family member to understand their new circumstances





WE DEVELOPED A FRAMEWORK TO EVALUATE AND PRIORITISE THE 4 DETAILED USE CASES

	Addresses a real problem	The problem is significant enough to warrant the introduction of a new solution – whether registrations data or otherwise (e.g. process change)
>< ;	Registration data is best solution	There is no alternative 'fix' that would be less disruptive or less complex than introducing registrations data
	Impact for service	Introducing registrations data will result in economic savings (e.g. cash savings or freeing up staff time) or other tangible, short-term benefit to the service
Realisable benefit Any cost and disruption caused by introducing registrations data are outweighed value that it would create		Any cost and disruption caused by introducing registrations data are outweighed by the value that it would create
	Impact for residents	Introducing registrations data would also result in an economic and/or social impact for residents; or at least avoid any negative consequences





WE TESTED THE USE CASES AGAINST THE FRAMEWORK TO DETERMINE WHETHER IT IS WORTH BUILDING A FULL BUSINESS CASE

Criteria	Adult Social Care	Children's Services	Housing	Revenues and Benefits
Addresses a real problem	Overpayment of Adult Social Care packages is a real issue for the team, though it is more a staff time than economic issue as most overpayments are recovered	Evidence is that engagement with universal services is lowest amongst families with highest risk factors	Appears to be clear issues with the current data process and quality, which creates problems for service and residents	Non-payment of Council Tax is a significant source of lost revenue for the Council; processing deaths data is also a big frustration for Revenues and Benefits team
Registration data is best solution	RON data will identify cases that TUO does not, but Out of Borough cases will still not be identified	Health Visitors could perform more direct outreach; this is also not a top priority for services in Worcestershire currently	The service currently has access to TUO, which does not provide sufficient data quality	Unclear; service already has access to RON data but in a format that is not useful
Impact for service	Some admin reduction, though interviewees could not articulate exactly the day to day impact	Long burn (but big question whether actually has impact on target families)	Potential for quite large reductions in staff time spent tracking down Next of Kin in difficult investigations	The Council Tax debt is large; reducing the number of cases of fraud could have a large economic impact
Realisable benefit	Relatively simple to provide access to weekly RON report	Relatively simple to provide access to weekly RON report	Relatively simple to provide access to monthly RON report	Relatively simple to provide access to weekly RON report
Social impact for residents	Self-funding clients will not be overcharged; unclear how frequently this happens though	Long-term impact for residents and evidence base not clear, but could be significant	Avoidance of rent arrears, and reduction of social housing waiting list	Very indirectly through greater local public tax receipts – residents affected directly would pay more Council Tax





Housing, Adult Social Care and Revenues and Benefits emerged as the strongest use cases. We therefore conducted a final round of user research to test their replicability across different LAs.







WE ORGANISED A WORKSHOP WITH 5 LOCAL AUTHORITIES TO FURTHER TEST FINDINGS

We tested the replicability of the prioritised use cases in a workshop with analysts involved with using and/or supporting services to use registration data. Together, we analysed:

- Current process do services in other authorities operate and use data in a similar way to Worcestershire?
- Problem do services have the same issues as those experienced in Worcestershire?
- Benefit what would the benefits be of providing direct access to RON data in other authorities?















FEEDBACK ON THE USE CASES WAS POSITIVE, BOTH IN TERMS OF REPLICABILITY AND POTENTIAL TO ADD VALUE IN OTHER AUTHORITIES



- Current process similar process across LAs; Housing services receiving partial TUO data from another Council service
- Problems Housing Associations do not have any access to Reg data so will experience even greater difficulties than Council-run services
- Benefits London boroughs have high demand for social housing and growing use of expensive TA; even marginally speeding up bringing void properties back into use would therefore be beneficial

Conclusion: received strongest feedback generally, and prioritised by Suffolk and Hackney; interest in testing the business case and good availability of quantitative data



- Current process similar to Worcestershire; death notifications come from a number of sources leading to occasional errors; TUO coverage is lower in other LAs (c. 70% in Suffolk) or does not exist
- Problems care package costs higher than Worcestershire in London boroughs
- Benefits Adult Social Care cited as a key organisational priority and cost pressure in a number of authorities (e.g. Essex)



Conclusion: prioritised by Essex; interest in testing the quantitative business case, but limited availability of quantitative data



- Current process very similar process in all authorities; services typically have access to both TUO and a simple Registrations report
- Problems question whether authorities need access to new Reg data, or just the existing data they receive in a more useful format
- Benefits the Council Tax debt in some LAs is significant; a recent initiative in one Council recouped >£200k in debt; Reg data would make this easier in future, and prevent debts from accruing



Conclusion: prioritised by Brent; interest in testing the quantitative business case, but limited availability of quantitative data



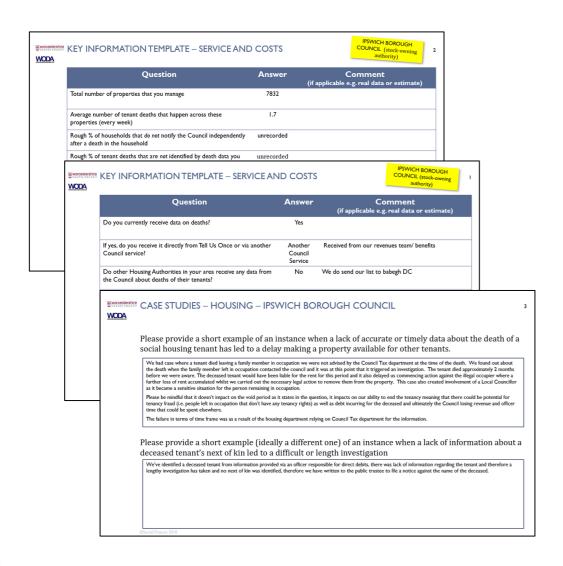


Based on the feedback from partner local authorities, we decided to prioritise the housing use case because its scalability and impact on councils and residents





AUTHORITIES SUBMITTED DATA TO TEST THE COST:BENEFIT CASE FOR PROVIDING REGISTRATIONS DATA DIRECTLY TO HOUSING SERVICES



We sent a list of questions to representatives of Housing, Adult Social Care and Revenues and Benefits services in Worcestershire District Councils and to the 5 authorities that attended the replicability workshop.

These asked for mainly quantitative data with which to build a cost:benefit analysis and to further compare differences across authorities.

Questions covered current process and costs, possible changes from introducing registrations data, and knock-on benefits in terms of economic costs.

We would like to thank all the participants who kindly submitted this valuable information.

We were however only able to collect data on the Housing use case to construct a sufficiently robust cost:benefit analysis.





COST: BENEFIT ANALYSIS METHODOLOGY (1/2)

We created profiles for different types of Housing services based on data submitted by our partners: the benefits of providing direct access to registrations data depends on factors such as size of social housing stock, whether a service is managed by the Council or a Housing Association, and current access to data via TUO.

	Data Source	Overview
District Council 1	Redditch and Bromsgrove; District Council in Worcestershire, data submitted by the Council	Example of a peri-urban District Council. Redditch and Bromsgrove has a total housing stock of 5,400 and submitted high quality data. No other social landlords operate in the area.
District Council 2	East Sussex; District Council in Suffolk, data submitted by the Council	Example of a semi-rural District Council. East Sussex has a total housing stock of 4,500 and submitted high quality data. No other social landlords operate in the area.
Housing Association	Redditch and Bromsgrove; We did not speak to any Housing Associations in the Discovery so have used Redditch and Bromsgrove data plus desk research to develop a profile	The key difference for the purposes of this project between Housing Associations (HA) and Council-run Housing services is that HA's will not currently have any access to TUO. The benefits case for HAs is therefore potentially greater. This is important as Housing Associations manage >2m social tenancies in England, more than 50% of the total.
London Unitary Council	Hackney; London Unitary Authority, data submitted by the Council and supplemented by public data	Example of a Unitary Council that manages its own social housing stock. Unitaries are typically larger than District Councils and have responsibility for all statutory local services. We have develop a profile for a London Unitary due to data availability (Hackney), and also because of the signification pressure on social housing in London and growing use of Temporary Accommodation (TA).





PRINCIPAL HOUSING SERVICE ASSUMPTIONS USED TO CALCULATE THE BENEFITS CASE

	District Council 1	District Council 2	Housing Association	London Unitary
Туре	Council-run	Council-run	Housing Association	Council-run
Total housing stock	5,400	4,500	5,400	33,000
Deaths per year across stock	156	78	156	630
% cases currently identified by TUO	95% (take-up of TUO is high in Worcestershire)	13% (Sussex has TUO but take-up is low)	0% (Housing Associations do not receive TUO reports)	45% (take-up of TUO higher than E. Sussex but lower than Redditch)
Weekly rent for 2- bed Council property	£87	£87	£87	£115
Weekly cost of TA	£60	£35	£60	£50





WE CONSIDERED 3 TYPES OF BENEFIT WHICH ARE RELEVANT AND FOR WHICH WE COLLECTED GOOD QUANTITATIVE DATA

There are a number of potential economic and social benefits from providing Housing services with direct access to Registrations data, for both services themselves and for residents. We have attempted to quantify only the main 3 benefits for which we could collect robust data.

1. Reduction in staff time from direct access to data (annual)	 Potential benefit = reduction in staff admin time (mostly tenancy officers, but potentially admin staff as well) in receiving and processing partial registrations data from TUO, and conducting 'difficult' investigations Benefits in terms staff time / FTEs are not converted to economic savings (e.g. using assumptions about staff salaries) as they are not cashable: we assume that any staff time freed up would be used for other activities (e.g. working with other residents on housing issues)
2. Total rent arrears avoided (annual)	 Potential benefit = avoid households accruing rent arrears when the tenancy holder dies and other members of the household continue to live in the Council property without notifying the Housing service Note that these savings could experienced by either residents or the local Council. This depends on whether arrears are usually written off (i.e. lost Council revenue), which is common, or whether residents ultimately pay back the arrears
3. Total reduction in weeks where properties are void / Reduction in Temporary Accommodation (TA) spend (annual)	 Potential benefit = bring social housing units back into use following a tenant death means that other families, either on the housing register or those in Temporary Accommodation (TA) can move in sooner than is currently the case We have calculated this as a reduction in the number of weeks that social housing stock is currently void due to 'difficult' investigations. This is then converted into an economic saving for the Council: we assume that households currently housed in Temporary Accommodation (TA) can move into the properties earlier than they would have otherwise We have assumed that for every 2 weeks of void time avoided there is a reduction of 1 week of TA cost. This is because of efficiency reasons – it takes time to arrange for families in TA to move into newly available properties – and also because families on the social housing register could also move in. It is not possible to quantify this latter benefit, but it is potentially significant, both for resident's wellbeing and for the relationship between the Council and local people





BENEFITS ARE MODEST AT A DISTRICT LEVEL, BUT SIGNIFICANT WHEN ROLLED UP TO A COUNTY COUNCIL AND UNITARY AUTHORITY FOOTPRINT

	District Council*	District Council 2*	Housing Association	London borough
Reduction in staff time from direct access to data (annual)	181 hours	85 hours	181 hours	181 hours
2. Total rent arrears avoided (annual)	£814	£7,085	£10,764	£21,528
3. Total reduction in weeks where properties are void (annual)	71 weeks	90 weeks	155 weeks	249 weeks
3. Total reduction in TA spend due to reduction in voids (annual)	£14,939	£11,079	£27,191	£43,571
Total service efficiency benefits	181 hours	85 hours	181 hours	181 hours
Total economic benefits	£15,753	£18,164	£37,955	£65,099





THE PROPOSED SOLUTION IS STRAIGHTFORWARD, SO THE ANTICIPATED DEVELOPMENT AND IMPLEMENTATION COSTS ARE RELATIVELY LOW

Development costs	Implementation costs	
 Development team Discovery project – 12 week discovery to understand user needs; £60k (completed) Alpha project – 10 weeks to develop the prototype report that GRO need to send to Housing services*; ~£80k (tbc) Beta project – conditional on results of the Alpha 	Development team none	
 Potential for contribution towards the cost of Alpha Partners in the Alpha (e.g. LAs, Housing teams) would contribute mainly staff time (e.g. tenancy officers) to test the usefulness of a new report and how to use it most effectively within the service GRO No financial cost GRO staff would need to participate in Alpha to develop a report and data journey that meets Councils needs 	 Council / Housing Association Very limited: Councils that already receive Tell Us Once would simply replace the TUO report with one direct from the GRO Housing Associations would need to create and implement a new process to receive and process data (c. 0.5 days per week admin and tenancy officer time for an organisation managing 5,000 properties) GRO GRO staff would need to create and send the new report to each authority that requests it. We need to test the time involved, but this is likely 1 hr per week per authority (though potential for automation over time) 	







BASED ON USER RESEARCH, WE PROPOSE TWO ALPHAS THAT TOGETHER WOULD UNLOCK THE POTENTIAL OF REGISTRATION DATA – BOTH ARE LOW DISRUPTION AND EASY TO IMPLEMENT

1

Housing services Alpha – develop the Minimum Viable Product (MVP) in terms of a registrations data report that would be sent from GRO to Council Housing services, and potentially Housing Associations, and the attending internal service and practice changes required to get most value from this data. This would be run with multiple authorities to ensure benefits can be realised by different authority types.

2

Standardisation / Digitisation of the Registration Data Sharing Application Process – The application for accessing registration data from the GRO is a key step in the process. We need to explore how to standardise what/how/how often registration information is provided; GRO may also benefit from streamlining the application process and considering how best they can provide reports of registrations data to Councils should more start to request it.





RECOMMENDATION

Based on feedback from the GRO application already submitted (based on Housing services data), work with GRO to develop an appropriate report to send to Housing services.

Trial this with a district Council in Worcestershire and ideally one or more other Councils and a Housing Association to understand how it can be used most effectively, and also to capture real data on benefits. Note that currently Housing Associations have no access to TUO data and therefore impact would be high.

HYPOTHESIS

Unlock the potential benefits of sharing registrations data within Housing services or different types.

TEAM REQUIREMENTS

Team skills: user research, delivery manager, business analyst (product manager / developer skills not required as Alpha would not involve developing a digital tool or other solution)

DEPENDENCIES

- The National Panel of the General Registry Office is interested to engage and willing to make changes to the data sharing template and process
- Active involvement of local registrar(s)
- Access to a Housing Association in Worcestershire and/or another Council area

OUTCOMES AND KPIs

- KPI GRO registrations report created and tested with services
- KPI 3 Housing services trialled the new report within services
- Outcome reductions in tenancy officer time spent on processing data and properties void following the trial

PROCESS AND DELIVERABLES

GRO report

 Template of the report that GRO will distribute to

GRO process

 GRO have optimised the process for receiving and processing an application for registrations data from a housing service, and providing this data on an ongoing (e.g. weekly) basis

Trial findings

 Report on the findings of trial with Councils and Housing Associations





2. STANDARDISATION / DIGITISATION OF THE REGISTRATION DATA APPLICATION PROCESS – ALPHA SPECIFICATION

RECOMMENDATION

To create a template for submitting a data sharing request to the GRO that makes it easy for local authorities to understand and specify (1) what data could be requested from the Registrar / Superintendent Registrar, (2) what formats that data could be provided in; (3) what frequency in which the data can be provided; and (3) the potential cost to accessing the data directly from RON.

HYPOTHESIS

By simplifying and streamlining the process around accessing Registration data from the GRO: (1) more local authorities will benefit from registration data and (2) their residents will receive better services.

TEAM REQUIREMENTS

Team skills: user research, delivery manager; experience using and understanding of registration data (this is a similar skillset to the Discovery project)

DEPENDENCIES

- The National Panel of the General Registry Office is interested to engage and willing to make changes to the data sharing template and process
- Active involvement of local registrar(s)
- Access to several services who would benefit from Registration data to ensure template is extensible

OUTCOMES AND KPIS

- KPI reduction in time to complete GRO application and create data sharing agreements
- KPI reduction in time for GRO to process applications
- Outcome increase in the number of applications to GRO and the using new legal gateway to access registrations data

PROCESS AND DELIVERABLES

Design "sprint"

 Design and test user prototype options to meet user needs of local authorities applying for registration data

Digital Registration Data Application

- Develop a minimum viable product (MVP) with Councils and the GRO through rapid iteration with key services
- Develop accessible guidance around MVP and Digital Economy Act 2017 for different types of local authority users inc. taking into account accessibility needs



