



In support of

## Fame Phase 3

### Workstream 1

1.2.1

#### Regional Data Survey

**Purpose:** To collate and interpret data about regional local authorities' positions within national programmes to give a picture of the current position of the region.

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*FAME Phase 3: a practical framework for working in Multi-agency environments.*

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# 1 Introduction

This document collates information about the North-East region relating to those government programmes that impact the FAME project. Information is selected from:

- Implementing Electronic Government – IEG5
- Comprehensive Performance Assessment
- Local Strategic Partnerships
- Local Area Agreements
- Association of Directors of Social Services – North East branch

This helps to build a picture of the state of progress of regional top-tier, local authorities and a context for further thinking about multi agency working. Discussions were held with a number of agencies in the region to triangulate conclusions:

- North East Regional Centre of Excellence
- North East Connects
- Government Office for the North East
- Association of Directors of Social Services – workshop run for the North-East branch.

Reference is also made to national policy documents to provide a context within which the regional information can be better interpreted. The document covers both the technological dimensions to the FAME context as well as the various partnership frameworks within which the governance dimension will have to evolve.

The overall picture emerging is one of constructive activity within local government and other agencies but a lack of commitment to the necessary infrastructure and governance to allow partnership working to evolve quickly enough. Whilst information sharing depends on prior trust the horizon is necessarily close-bye. It is a FAME aspiration to provide the means for extending that horizon through a trusted, reliable and secure infrastructure supported by appropriate governance processes. The governance frameworks of LSPs and LAAs maintain their stretched-target focus rather than ensuring that some of the necessary precursors for working across boundaries are actually in place.

Insufficient momentum has yet been built in the required transformation process within the region and steps need to be taken to develop leadership capacity powerful enough to reach a ‘tipping point’ to enable acceleration to take place.

## 2 Implementing Electronic Government

### Data from IEG Statements

ODPM's Public Service Agreement, part of Spending Review 2002, involved targets for improving delivery and value for money of local services including:

- Assisting local government to achieve 100% capability in electronic delivery of priority services by 2005, in ways that customers will use.
- By 2008, improving the effectiveness and efficiency of local government in leading and delivering services to all communities.

IEG returns plot progress against these targets using a traffic light system. The comments offered against statements give a clearer, more complete position than the traffic light colour. The IEG returns of those local authorities that have social services responsibilities and have therefore become Children's Services Authorities are selected. This sample would be expected to take a lead in FAME implementation. It provides a survey of progress against those 'statements' that reflect the FAME agenda for multi agency partnership infrastructure, for example, in relation to children's services and Government Connect. Second tier authorities would, of course, also participate in the FAME infrastructure and many of those are also making good progress.

The IEG returns emphasise the progress of the local authority itself and, in some cases, its partnerships, rather than communication between local authorities and partnerships at a local level. The statements selected, however, may be considered as proxies for the kind of position that might underpin the FAME programme. The data on each authority is reproduced in Annex 1. A summary of the responses follows.

### Priority Outcomes Self Assessment

#### **R4 Local authority and youth justice agencies to co-ordinate the secure online sending, sharing of and access to information in support of crime reduction initiatives in partnerships with the local community.**

The Criminal Justice secure e-mail system is in widespread use to support Youth Offending teams with some reference to the use of RYOGENS and secure extranet. The agencies involved may extend to primary care, police, youth offending services, education, social services and voluntary sector organisations.

#### **G12 Integrated ICT infrastructure and support to ensure the consistent delivery of services across all access channels (e.g. web, telephone, face to face) based on e-enabled back offices and smart card interfaces for the council library, sports and leisure services.**

Examples of infrastructure in use include secure wide area networks, networked telephone systems, SMS text messaging and CRM implementation with back offices increasingly e-enabled. No examples of cross boundary availability are quoted.

Smart cards or swipe cards are used in library and leisure services but there is substantial scepticism that a business case can be constructed for their integration

into one smartcard. Guidance is anticipated from NEC and NERSC on the business case for a regional smartcard that together with GC is seen as a potential way forward.

### **G16 Systems to support joined-up working on children at risk across multiple agencies.**

ICS implementation is generally seen as the solution for children at risk with the anticipation that CAF will also assist - despite the latter being more appropriate in early intervention, preventative cases. Guidance is awaited from DfES on ISA and the Child Index. No reference to cross boundary issues and it should be noted that the ICS implementations are from a range of different suppliers.

### **G17 Joint assessments of the needs of vulnerable people (children and adults), using mobile technology to support workers in the field.**

The emphasis is on SAP for older people, and to a lesser degree adult mental health and learning disability, with some mobile working that is proving technologically problematic. Little mention of integration between SAP and CfH or cross boundary working or e-CAF.

### **G19 Adoption of ISO 15489 methodology for Electronic Data Records**

**Management and identification of areas where current records management policies, procedures and systems need improvement to meet the requirements of FOI and DPA**

Authorities have responded enthusiastically to this requirement with each having plans for implementation or implementation complete.

## **Change Management Self Assessment**

### **Establishment of a policy for addressing social inclusion within corporate e-government strategy.**

This objective is seen mostly in terms of access with a wide range of channels and support being provided rather than the shaping of e-government to reduce social exclusion.

### **Establishment of Public Services Trust Charter re the use of personal information collected to deliver improved services, including data sharing protocol framework and designation of an Information Sharing Officer.**

This is an area of active working with information sharing officers being appointed or designated and thought given to or implementation of information sharing charters.

### **Use of Government Connect to support:**

- **Common XML schema and frameworks for performance management, LSPs and LAAs**
- **GC Register**
- **GC Exchange**

Authorities are waiting for the GC picture to be clarified. Having signed up to be early adopters, most are expecting substantial leadership from NEC.

## **Introduction and maintenance of an online directory for Children's Services for professionals working with children and young people and allowing public access where possible.**

There is a wide variety of approaches to the provision of a service directory for children. Some authorities offer help through their website others have purpose designed facilities such as Solution Finder or through Opportunity Links software that provides support to Children's Information Services. There is little sign of consistency or cross boundary working.

### **Data from Local e-Government Partnerships**

ODPM funded 101 local e-Government partnerships to deliver more effective, more efficient and more joined up local government services. The Partnerships Programme that began in late 2002 operated alongside the e-Government national projects and the IEG process to deliver the National Strategy for Local e-Government. Partnerships were developed to tackle the impact of fragmented delivery, the risk of falling through the cracks between areas of responsibility, confusion and frustration on the part of service users addressing:

- Improving front-line customer service e.g. by working together to give a single public face for public services in a locality.
- Joining up front-line service delivery e.g. through the co-ordination of several different organisations particularly critical for vulnerable service users.
- Improving corporate services e.g. pooling resources and sharing service provision

Nation wide, half the partnerships were between local authorities and half were multi-agency partnerships. Short synopses of the North-East partnerships are given in Annex 2. There were a number of shared CRM projects and health and social care multi agency partnerships. The North East Regional Smartcard Consortium was a major project dedicated to developing real infrastructure. It has since become the Trusted Services Infrastructure recently winning a contract to roll out the Opportunity Card – envisaged in the green paper – Youth Matters. The North-East projects represented real work towards the development of second generation infrastructure providing good experience on which to base further progress. As the report suggests in relation to national progress:

*Most tangibly there is now in place a whole set of technical infrastructure and offerings that were not there before. These include portals and other systems offering services direct to the citizen, joined up databases to enable public service providers to plan together to deliver more effective and efficient services, and networks and software that provide the mechanism for all sorts of information sharing.*

However, technology marches on and the Cabinet Office recently published a vision much more aligned with FAME.<sup>1</sup>

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<sup>1</sup> Transformational Government: enabled by technology Cabinet Office November 2005

## Transformational Government

During this time the government's own thinking has been developing to the stage where a much closer alignment between it and the FAME approach is emerging. The position is summarised as follows:

- Technology has a major part to play in the solutions to each of the three major challenges which globalisation is setting modern governments:
  - Economic productivity
  - Social justice
  - Public service reform
- Modern governments with serious transformational intent see technology as a strategic asset and not just a tactical tool. Technology alone does not transform government, but government cannot transform without it.
- The specific opportunities lie in improving:
  - Transactional services (e.g. tax and benefits)
  - Helping frontline public servants to be more effective (e.g. doctors, nurses, police and teachers)
  - Supporting effective policy outcomes (e.g. joined-up, multi-agency approaches to offender management and domestic violence)
  - Reforming the corporate services and infrastructure which government uses behind the scenes and in taking swifter advantage of the latest technologies developed for the wider market.
- Government relies on accurate and timely information about citizens, businesses, animals and assets both in policy making and service delivery. Information sharing, management of identity and of geographical information and information assurance are critical.
- Many existing systems increasingly fail to meet the needs of modern government and the rising expectations of customers:
  - Many systems are structured around the 'product' or the underlying legislation rather than the customer. Often the customer experience is not joined up, especially when it crosses organisational boundaries.
  - Many systems were designed as islands, with their own data, infrastructure and security and identity procedures. This means that it is difficult to work with other parts of government or the voluntary and community sector to leverage each other's capabilities and delivery channels.
- Until recently, most technology investment has been on transactional or back office functions and not on systems to support front-line staff.
- The number, scale and sheer difficulty of public sector projects means that public and private sector capacity to deliver this portfolio is constantly stretched. Public confidence in government's ability to deliver technology projects reached a low point in the late 1990's.

- Achieving the vision will require three key transformations:
  - Services enabled by IT must be designed around the citizen or business.
  - Government must move to a shared services culture – in the front-office, in the back-office, in information and in infrastructure – and release efficiencies by standardisation, simplification and sharing.
  - There must be broadening and deepening of government's professionalism in terms of the planning, delivery, management, skills and governance of IT enabled change.

## **Local e-Gov Take-Up Campaign – Key services final research report<sup>2</sup>**

“The ODPM’s Take-Up Campaign is designed to promote greater awareness and use of Local Authority services online through the use of direct messages around key services. The Take-Up Campaign asked IT World to carry out a survey to gather objective data on the current status of Local Authority websites and their ability to deliver the online services under consideration by the Campaign. This analysis will be used by ODPM to decide which services to target for the Campaign.

The ODPM proposed a longlist of 36 service interactions that were under consideration by the campaign. A further five service interactions were added during the research process. IT World carried out a five-phase research project to help understand the quality of pages for these services.

The research was conducted for the 388 English councils, covering each of the 41 service interaction pages provided by Local Directgov. Of the 41 service interactions analysed 18 were recommended for shortlisting for specific targeting by the Campaign.

The results of the survey were very positive. Of the 18 shortlisted services analysed only one “Find out about school holiday schemes” was identified as needing substantial attention to be thoroughly suitable for use as part of the marketing in the Campaign. The other services were identified as being suitable for use, though some had specific areas that required attention to ensure a consistent service provision across all councils and regions.

## **Perceptions among local authority staff of the Local e-Government Programme<sup>3</sup>**

262 respondents of which 70% were at managerial level or above from 200 separate local authorities took part in the survey. This is a rather critical survey that nevertheless makes some interesting points that might inform the future of e-government implementation in the region. The survey is very critical of ODPM’s management of the programme and 65% of respondents believe that ODPM has a poor or very poor understanding of their organisation’s e-government priorities. The value of targets (PSTOs and the 2005 e-enablement targets) is questioned (who’s priorities?). The National Project programme collectively fared better but there was

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<sup>2</sup> ‘Local e-Gov Take-up Campaign Research and Analysis’, IT World Consultants, BuyIT Best Practice Group 2006

criticism of the lack of 'shrink wrapped' products and too many toolkits. The first phases of FAME shares the criticism.

However, there seems little doubt from the respondents that the programme has galvanised local authorities into action, brought service managers on board and made the point to Members that fundamental transformation of the organisation was required. At this stage of a major change process the criticisms may not be surprising but future action needs to take account of them if the programme is to thrive. The open question on the remaining barriers to implementing e-government in the future evinced important views:

- The lack of future funding – authorities unable to match ODPM funding. Projects may wither on the vine.
- Very generous self-assessment of IEG statements means that less has actually been achieved – (*a bye-product of over ambitious targets?*).
- Lack of internal ownership, strategy and thinking within local authorities along with the cultural change necessary for requisite business transformation. A lack of e-knowledge within local government
- Lack of buy-in and or understanding by customers, hence poor citizen take-up of the e-services as well as lack of customer access to new channels. The people who need local authority services (poor, disabled) are getting left out of e-government.
- Difficult or impossible to build a sound business case. Unless the benefits of an e-government programme are clearly articulated and owned strategically within the organisation many initiatives cannot be justified.
- Legal barriers in terms of data sharing within organisations and between organisations.
- The slow progress with Government Connect.
- The potential impact of local government re-organisation (*and PCTs?*).
- Lack of joined up working within central government e.g. conflicting DH and ODPM initiatives with a lack of understanding of regional and local authority issues in government.
- Suppliers not allowing their system to talk to other systems. If limited connectivity is provided it is very expensive.

The concentration in FAME on practice, ICT and governance seems well placed. The nine-building blocks pick up many of the criticisms except for the need for a powerful regional or sub-regional dimension to developing collective practice in the implementation of e-government. The need for effective mandated regional vehicles remains as vital as ever.

### **Inclusion through Innovation<sup>4</sup>**

In the provision of services to vulnerable citizens, the focus shifts from simply using the Internet as an access channel to considering the needs of service users more closely. The report rejects 'connecting everyone to the Internet'. Instead,

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<sup>3</sup> 'A Plague on all their Houses' Perceptions among local authorities of the ODPM's Local e-Government Programme: Survey by Public Sector Forums 2006

<sup>4</sup> Inclusion Through Innovation, tackling social exclusion through new technologies: Social Exclusion Unit, ODPM 2005

telephones, particularly mobile phones, community ICT access, advisers and intermediaries all form part of a ‘multi-channel’ approach which will deliver to these groups. For example text messaging is particularly popular among young people and is used in one initiative to help pupils report bullying, crime or anti-social behaviour in their school.

“ICT can be used to address social exclusion in three main ways:

- Through strategic planning and evaluating services we can target services and develop efficient tailored local plans to improve delivery.
- Joining up services around the needs of the person is of particular value to people who simultaneously are clients of several agencies.
- Personal development and active inclusion in employment, social groups and community participation can all be helped by technology.”

And

- Improving access to services:
  - Information: finding out what is on offer.
  - Transaction: doing business remotely.
  - Interaction: keeping in touch electronically.

Information sharing was not a major source of concern within any of the focus groups set up as part of the report. But, certain types of information were seen as requiring greater protection and privacy (e.g. medical and financial information). The vast majority was more concerned that the desired outcome of their dealings with the state (e.g. receiving benefit or pension money) was arrived at swiftly, than that their information was being shared between departments. The report lists actions to be taken by local authorities including in relation to information sharing. It lists the barriers in this area as poor partner resources and capacity to share information, technical issues such as differing data definitions or methodologies, partner resistance and uncertainty and lack of leadership and senior commitment to information sharing.

The report also attempts to pull together e-government initiatives from the perspective of social exclusion highlighting FAME, RYOGENS, NOTIFY (transient people moving across organisational boundaries) and CRM. In action 21 it:

*‘recommends that government develops a core communications strategy regarding personal information sharing for practitioners and the public to convey the message that information sharing is positive and should be encouraged.’*

Local partnership arrangements are recommended to share and act on information about excluded clients. The FAME generic framework is referenced as a means of building information-sharing protocols. Partnership is seen as becoming an operational necessity in tackling digital exclusion as well as social exclusion. It is anticipated that boundaries between public, private and voluntary bodies will continue to erode and become less visible to the users of public services. The government will *increasingly be positioned at the heart of an extended web of delivery agencies; public, private and third sector – with intermediaries taking on an ever more important role in delivering services on behalf of government*. The third sector has particular strengths in terms of delivering to disadvantaged groups.

These include high levels of trust, its flexibility in terms of delivery models and its broad perspective on defining outcomes and measuring success.

### **Our Health, Our Care, Our Say.**

The government is increasingly recognising that service users want much more choice and control in their access to services and its aspirations for change continue unabated. For example in the latest DH White Paper<sup>5</sup> the need for joining up is emphasised:

- Access to GP surgeries at weekends or use of walk in centres.
- Reduction in visits from social services asking the same questions.
- Ensuring that if a leisure centre has been designed for disabled access, transport to reach it is organised.
- Better links between health and social care.
- Combined information about local social care and health services.
- Information services for carers.
- Information sharing so that health, housing, benefits and other needs are considered together.

The underpinning research<sup>6</sup> involving over 40 000 respondents sets out the improvements people would like to see in the near future:

- Less variation between areas in both the specific services provided and the quality of services available.
- A more personalised service without having to fit in with the service and its professionals.
- Better information about both health and social care services to make it easier to navigate the system effectively.
- Improved communication both between service users and professionals and between services to ensure consistent, safe and effective care.

These lists provide a reminder of the scale of the transformation required and the importance of thinking about it from the service user's point of view, taking account of the combined agenda of practice, governance and ICT that lies at the heart of the FAME project.

### **ADSS North-East Workshop on Collaborating Across Boundaries**

This was a workshop for managers in the thick of trying to bring about change and is therefore eloquent in setting out the issues and problems. There is no doubt about the need for positive communication about information sharing and the role of the region is providing a push to encourage it. However, an important issue emerges. If information sharing only happens with practitioners who already trust each other then the information-sharing horizon is necessarily close by. If on the other hand a reliable and secure, trusted infrastructure can be built so that practitioners not known

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<sup>5</sup> Our Health, Our Care, Our Say: a new direction for community services, Department of Health 2006

<sup>6</sup> Your health, your care, your say: research report, Department of Health 2006

can be identified and conversations easily started then this horizon extends much further. This is an important aspiration of FAME

## **Discussion**

In summary, good progress is being made in many areas within the region's activity that would be impacted by FAME. However, there is a clear lack of a regional strategy towards the provision of infrastructure or governance to enable multi agency working. In this sense the provision of services is limited by what authorities can do individually at a time when the government is pushing hard on the agenda for partnership.

Much of the e-government agenda is centrally driven with evidence of some significant frustration on the part of local level managers carrying implementation responsibility. The Social Exclusion Unit report provides a useful counterweight highlighting the need for service co-ordination around the service user and the growing irrelevance to them of boundaries. This implies the secure governance of networks of agencies which themselves may be hierarchical in outlook. This poses a view of local governance that sees it as:

- Delivering national transactional services effectively.
- Delivering local authority services efficiently and effectively.
- Joining-up across boundaries in service networks to ensure the central focus of the service user in the provision of multi agency services.
- Enabling networks within localities.

### 3 Comprehensive Performance Assessment

Comprehensive Performance Assessments are carried out under s99 of LGA 2003. This section imposes a duty on the Audit Commission to report its findings in relation to the performance of local authorities in the exercise of their functions. The main elements of the assessment were:

- A self assessment completed by the council.
- The council's improvement plans.
- The Audit Commission's qualitative assessment of continuous improvement.
- Updated performance indicators.
- Inspection findings.
- The 2002 corporate assessment and supporting documentary evidence.

Selected data relating to first tier authorities are taken from the 2005 scorecards:

- The star rating and direction of travel are reached by looking at:
  - Service performance.
  - Use of resources.
  - How the council is run – council ability
- Service performance for children and young people is assessed by CSCI and Ofsted
- Service performance for adult social care is assessed by CSCI
- The use of resources judgement is derived from five individual scores provided by a council's auditor on financial reporting, management and standing, internal control and value for money.
- In assessing how the council is run, three questions are considered:
  - What is the council and its partners trying to achieve?
  - What is the capacity of the council and its partners to deliver this?
  - What has been achieved?

Council	Star Rating	Direction of travel	Children's Services	Adult Serv's Resources	Use of Resources	Council Ability
Durham Co.	4*	Improving well	3	3	3	3
Hartlepool	4*	Improving well	3	3	3	4
R'car&Clev'd	4*	Improving well	3	4	3	3
Stockton	4*	Improving well	3	3	3	4
Sunderland	4*	Improving well	3	3	3	4
Gateshead	3*	Improving well	4	3	2	4
Newcastle	3*	Improving well	2	4	2	3
North'land	3*	Improving well	3	3	2	3
S Tyneside	3*	Improving well	3	3	2	3
N Tyneside	2*	Improving well	3	3	2	2

The North-East region compares favourably with every region in England providing a good platform for further improvement. The inspection regime does not, however, explicitly recognise the need for infrastructures to be in place to enable cross boundary or partnership working. These both feature in the government's rhetoric. Inspection is one of the key drivers for service improvement and the proposed joining-up of inspectorates could be a powerful mechanism for further change. The government proposes to modernise and streamline public sector inspection reflecting the 'five principles' of strategic regulation:

- Focused on improvement of public services.
- As seen from the perspective of users.
- While providing value for money for taxpayers.
- Targeted and risk proportionate.
- Delivered in partnership.

The Audit Commission's 2006 Strategic Plan consultation<sup>7</sup> highlights the changes expected in the public sector inspection regime to merge eleven inspectorates in to four by 2008:

- A local services inspectorate
- An inspectorate for health services and adult social care
- An inspectorate for education, children's services and skills.
- An inspectorate for justice and community safety.

In the period up to 2008 the Audit Commission, anticipating becoming the local services inspectorate, expects to adapt its methodologies and develop new ones that can address area-based service delivery, partnership working and the mixed economy of service provision. This will involve making informed judgements about what is working well, what isn't, and what is improving taking a systems wide perspective in analysis and reporting. It will also give assurance about the accuracy of information provided by those commissioning and providing local public services. Its objectives, on which it is consulting, are:

- To promote value for money, better financial management and improved financial reporting.
- To drive improvement in public services that people value, by challenging providers and commissioners from the perspective of service users and diverse communities.
- To promote good governance, greater accountability, better decision making and the proper conduct of public business.
- To drive improvement in the use of performance information, data quality, data analysis, information management and the public accessibility of relevant information.

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<sup>7</sup> Strategic Plan 2006 Consultation: driving improvement and value for money, Audit Commission 2005

An LGA<sup>8</sup> commissioned study from the Tavistock Institute and Warwick Business school has identified key conditions for local government improvement include:

- Focused leadership
- Effective communications
- Meaningful engagement with partners, citizens, service users and staff
- Effective systems
- Robust people management, and
- How the performance of local public service is managed.

The LGA and the IDeA propose a rationalisation of the current regulatory regime encouraging a focus on citizens that reflects the diversity of communities' and individuals' needs in the 21<sup>st</sup> century and suggests four key ambitions:

- To provide citizens and stakeholders with an accurate picture of the quality and value for money of their local public services.
- To strengthen local people's ability to shape what local services are provided and how they are delivered.
- To encourage improvement, innovation and best use of public money in designing services and their delivery.
- To reduce the burden of inspection and regulation and release this resource to support the delivery of front-line services.

If these changes in the performance management framework are confirmed there will be a greater emphasis on locality based partnership service delivery. This leads to the need to measure the performance of partnerships of partnerships. In turn the governance of partnerships in reflecting these changes demands the FAME infrastructure enables multi agency information sharing and the consequent data on outcomes becomes a vital part of the preparation for inspection. As an example, the Joint Area Reviews of children's services focus on the extent to which success can be shown in meeting the needs of children from multi agency service provision. The collation of performance information from different agencies and services is becoming an important feature of outcomes assessment.

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<sup>8</sup> Driving Improvement: A new performance framework for localities, LGA and IDeA 2006

## 4 Local Strategic Partnerships

A Local Strategic Partnership<sup>9</sup> (LSP) is a body which

- Brings together at a local level the different parts of the public sector as well as the private, business, community and voluntary sectors so that different initiatives and services support each other and work together.
- Is a non-statutory, non-executive organisation.
- Operates at a level which enables strategic decisions to be taken yet is close enough to the grassroots to allow direct community engagement.

360 localities in England have an LSP. An LSP is a condition for Neighbourhood renewal Funding.

The evaluation was undertaken at a time when it was judged too early to assess the full impact of LSPs and is therefore formative. However, LSPs are a feature of the North-East region and the national lessons will form an important part of the developing infrastructure of the region. Two issues are highlighted – governance and delivery.

### **Governance**

“There are considerable differences in the extent to which LSPs can yet be said to have established robust and sustainable governance arrangements”. Issues are:

- The strategic capacity (including effective leadership) of the board made all the more important by the roll-out of local Area Agreements (LAAs).
- Little progress has been made on the rationalisation of overlapping local partnerships.
- Although there has been more progress on rationalising processes and plans this is taking time to work out in practice.
- Accountability needs strengthening – LSP to partners, partners to LSP, LSP to the public.
- Performance management is not yet well established.
- The capacity of LSPs – how far structures and processes make it possible to take hard decisions.
- The engagement of partners and stakeholders varies greatly.
- There is little good practice anywhere in mapping partners’ spending plans.
- Public sector partners are contributing strongly but other partners less so.
- There need to be stronger ties between LSPs’ agendas and regional and sub-regional economic strategies.

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<sup>9</sup> National Evaluation of Local Strategic Partnerships: Formative evaluation and action research programme 2002-05 ODPM, European Institute for Urban Affairs, Office of Public Management, University of Warwick, University of the West of England, Bristol, 2006

## **Delivery**

Issues are:

- The primary drivers of activity by LSPs are national policies rather than the Well Being Powers (of local authorities under LGA 2000).
- Does the LSP have the capacity to engage in the process of preparation and delivery of the LAA?
- Major progress is claimed in developing a collective vision and co-ordinated strategy and some progress on service improvement.

The interaction between a local authority and the LSP is ‘contextually crucial’. In the first generation of Local Public Service Agreements there was no explicit requirement to involve partners and this changed in the second wave of LPSAs which will provide the reward element of LAAs.

Stockton-on –Tees signed an LPSA with central government covering 12 target areas in return for a pump-priming grant:

- Improving recycling, road safety, the care of vulnerable adults, educational attainment at key stage 3, the number of vulnerable young people in education, employment or training, adult literacy and numeracy.
- Reducing dwelling burglaries, youth re-offending
- Supporting people on incapacity benefit into work.
- Healthier communities through sport and physical activity, increasing smoking cessation.

The linkage with the LAA is established as key priorities for the area stretching performance above and beyond the improved outcomes set as part of the LAA process. (See Stockton’s LAA below).

A consultation<sup>10</sup> on the future of LSPs has recently begun. Their role in developing and implementing LAAs is confirmed. In addition, amongst others aims the government wants LSPs:

“To be the partnership of partnerships in an area, providing strategic co-ordination within the area and linking with other plans and bodies established at the regional, sub-regional and local level.”

As LSPs move from advisory bodies to commissioning bodies the Audit Commission commends “a formal partnership agreement between partners to cover the nature of governance covering role, membership, responsibilities and accountability between partners.

The basic LSP governance structure is envisaged as

- LSP Executive
  - Crime and Disorder Reduction Partnership
  - Children’s Trust
  - Health Partnership

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<sup>10</sup> Local Strategic Partnerships: shaping their future, a consultation paper. ODPM 2005

- Economic Partnership
- Other local partnerships e.g. culture or environment

Consideration is given to a legislative foundation for LSPs including a 'duty to co-operate' (e.g. in the production of a Sustainable Community Strategy and LAA) imposed on key public service agencies with the local authority. However, no further legal entity is envisaged by the government:

"Creating a statutory LSP would in effect create a new layer of local bureaucracy and therefore a rival bureaucracy to the democratically elected local authority. As such it is not a model we would wish to pursue."

What is envisaged is an agreement or protocol between neighbouring LSPs and the relevant regional/sub-regional organisations. If these relationships move from merely strategic to co-ordinating multi-agency service delivery then they provide the context within which FAME governance issues must be considered. They would also have a role in the FAME infrastructure provision.

## 5 Local Area Agreements

“The expectation is that Local Area Agreements will provide a mechanism to join up the delivery of local public services under one umbrella. They are designed to tackle the problems caused by a myriad of separate pots of funding from various Whitehall departments being channeled to different public bodies serving the same local populations. Councils will take the lead in setting up Agreements, and work in partnership with other public bodies in the area to join up spending and services in a flexible way that meets local needs, rather than Whitehall-led requirements.

The Agreements will be structured around three key themes: children and young people; safer and stronger communities; and health and older people (*a fourth theme ‘Economic Development and Enterprise’ has been added for the second wave of LAAs*). Councils and their partners will negotiate clear targets and outcomes for these areas with central government, but will have the freedom to decide how best to achieve them.

Whilst the Agreements initially will cover only a small proportion of spending, the ambition is to show that delivery of public services will be more efficient and responsive if it is joined up under one local democratically accountable banner, with the flexibility to spend public money in a way that suits local need.”<sup>11</sup>

A toolkit for forming LAAs has been issued.<sup>12</sup> Three local area agreements have been accessed. Gateshead and Stockton-on-Tees were wave 1 LAAs and South Tyneside is a wave 2 LAA. Analysing them as contexts for FAME reveals:

### Gateshead Local Area Agreement

“The LAA gives us the opportunity to change and challenge our current arrangements in relation to delivering services. Through the LAA we are looking to devise ambitious targets delivered in innovative ways between the respective agencies and delivering what people want.” The joint document by members of the LSP is a sign-up to exploring the potential for improving the delivery of services. Key priorities for Gateshead from its Community Strategy are embedded in the LAA relating to health, children and young people, community safety and employment and economy. Gateshead LSP aims to make a difference in Gateshead through the LAA by:

- Joint planning between agencies.
- Agreeing with government the mix between local and national targets that will most effectively enable tackling deprivation.
- Developing services across the whole of the LAA areas giving a greater emphasis to preventative measures.
- Continuing to develop partnership working with a particular focus on developing capacity to deliver better outcomes for local people creating a partnership with the flexibility to redirect resources to ensure priorities are delivered.

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<sup>11</sup> Local Area Agreement Prospectus ODPB

<sup>12</sup> The local area agreement toolkit ODPM/IDeA 2005

## **Stockton-on-Tees local Area Agreement**

The Stockton LSP owns both the Community Strategy and the LAA. The LAA has themes relating to children and young people, health, community safety, economic regeneration and transport, environment, housing and civic renewal. There are four overall objectives:

- To help further improve central/local relationships and find new ways of working in partnership to deliver shared aims and improved outcomes for local people.
- To provide a focus on a range of agreed outcomes that are shared by all the delivery partners nationally and locally and which all agree to work towards achieving. Almost as much as agreement is the opportunity to hold an annual conference on the central/local priorities for the authority.
- To simplify the number of funding streams from central government going into the area, and to avoid the bureaucracy which is often associated with controlling and monitoring the funding streams. The Gershon efficiencies which should be realised at both central and local level should help provide more and better outcomes.
- A focus on 'what matters' and the rationalisation of funding streams should also help to join-up public services more effectively and allow greater flexibility for local solutions which again should deliver improved outcomes.

Stockton aims to use the LAA initiative alongside their plans for a Public Sector Board to help focus on delivery and removing obstacles to delivery. This would also better harmonise performance frameworks and strategic planning requirements (using the capacity of the 3 aggregated fund blocks alongside greater pooling of budgets to better target resources).

## **South Tyneside Local Area Agreement**

South Tyneside is in the process of submitting its LAA for final approval by GONE. There will be four blocks relating to children and young people, healthier communities and older people, safer and stronger communities and economic development. South Tyneside intends to use strategic alignment as a 'golden thread' through area plans, neighbourhood plans and individual entitlements around the things that enhance the lives of people in communities. Cross cutting themes on sustainability, culture and a sense of place are envisaged. Amongst the flexibilities requested from government under the children and young people's block is:

- In sharing information between agencies under agreed protocols. To increase effectiveness by enabling agencies to respond quickly to needs and in assisting service planning and organisation.

## **Discussion**

There is a growing drive for collaboration under the LSP and LAA agendas. Partnerships are envisaged, cross cutting themes introduced and joining-up promoted. Whilst this activity is at the strategic level information can easily be shared. However, once activity moves to the delivery of citizen services then the FAME model is needed embedded in the governance framework. The LAA provides the context for FAME infrastructure to be demanded.

## **Annex 1: Regional IEG 5 Return - Comments against selected statements.**

### **Priority Outcomes Self Assessment**

**R4 Local authority and youth justice agencies to co-ordinate the secure online sending, sharing of and access to information in support of crime reduction initiatives in partnerships with the local community.**

**Darlington:** Darlington operates a multi agency Youth Offending Team that includes Social Services, Police, Education, Health, Probation and other agencies. All of the participants have access to a common IT system 'CareWorks' and can both enter and retrieve information. In addition they have implemented secure e-mail using the CJIT (Criminal Justice Board) system. The XHIBIT system has also been implemented that allows access to Crown Court information and also facilitates requests for information. We are aware of the RYOGENS project and will be monitoring this for its suitability. In addition to the above, the Youth Offending Service can also obtain electronic information/data from a number of other sources, these are: Education database, Police National Computer (PNC), Probation database (OASYS) and Social Services database (CareFirst).

**Durham Co:** The County Durham Observatory collects and supplies GIS data to local Crime Reduction Partnerships and to NERISS that gives partners secure access to information supporting crime reduction. There is an ISP for CRPs already established and the DCC Youth Engagement Service has secure links to the Criminal Justice Board, as well as secure access to the Social Care and Health Information System.

**Gateshead:** Confirmation has been received from IDeA on behalf of ODPM that the Criminal Justice secure e-mail will satisfy this requirement. This was implemented in September 2004.

**Hartlepool:** The safer Hartlepool website contains information on crime reduction initiatives. The Hartlepool Partnership has also purchased Cluster Direct – a secure extranet – which is available for partners to use for the secure sharing of information.

**Newcastle:** The YOT is now connected to all the relevant local and national criminal justice agencies via secure e-mail and is involved in the roll-out of the secure portal for the Crown Court.

**North Tyneside:** The secure e-mail system (Criminal Justice System) is being used by the council's Youth Team for information sharing and consultation. Information sharing systems have been developed as part of the Community Safety programme to improve monitoring and decision-making around crime reduction initiatives.

**Redcar & Cleveland:** The authority has implemented the RYOGENS national project as a phase 3 implementer.

**Northumberland:** Co-ordination and information sharing is well established.

**South Tyneside:** A secure e-mail service to the Youth Justice Board has now been implemented.

**Stockton:** Business readiness evaluation completed. Go live October 2005.

**Sunderland:** A successful pilot is running in the north Washington district. It is a comprehensive pilot including the police, youth offending services, primary health care, education, social services and voluntary organisations. The protocols for information sharing have been developed following the SWIFT roll out.

**G12 Integrated ICT infrastructure and support to ensure the consistent delivery of services across all access channels (e.g. web, telephone, face to face) based on e-enabled back offices and smart card interfaces for the council library, sports and leisure services.**

**Darlington:** The Council has a secure Wide Area Network (WAN) linking its establishments. This, together with a networked telephone system, is supported by a central ICT Division. The level of e-enablement of back office systems varies but will improve when the CRM system is implemented. Converged technologies will be considered as part of the Contact Centre, CTI and other capability will be introduced into the Contact Centre and back office integration is also part of this project. The use of SMS text messaging is currently being piloted in our Youth Service area. The position with regard to smart cards needs to be further considered. A number of swipe card schemes are presently used for leisure, libraries, etc. The Council will consider whether or not there is a case for these being consolidated into a single smart card.

**Durham Co:** DCC has a comprehensive network with all facilities connected. DCC LEA with Derwentside District Council has a smartcard pilot where pupils get points that can be redeemed at leisure centres. The recently introduced Park and Ride scheme uses smartcard technology. However, the council has not yet been able to identify a business case to replace its barcode tickets with smartcards – due to the high cost - and acknowledges that the only way of achieving this PSO is at a partnership and regional level. NEC supported by NERSC has facilitated a workshop to offer advice. The council will work with the rest of the region to establish requirements, to confirm our individual position with back office strategy for library and leisure services and to identify opportunities before making plans for smartcard interfaces. In doing so, the council will support NEC with its plans to provide the capability for issuing smartcards online, at regional level.

**Gateshead:** Discussions with the relevant system suppliers have confirmed that only one is planning to introduce this type of functionality. However, discussions will continue and the council will also be exploring the options to achieve this target via NEC and NERSC.

**Hartlepool:** NEC, in conjunction with NERSC, is to assimilate the plans and intentions of each local authority in the region in terms of responding to this PSO. The objective is to aggregate the overall requirement in a consistent fashion, to determine a regional position and to develop a regional business model across library, leisure and/or cultural services. Hartlepool intends to explore the delivery of targets set at a regional level and is supporting NEC in this process. We currently have swipe cards in use for sports facilities.

**Newcastle:** NEC, supported by NERSC, offers guidance to specifically address the requirements of Sports & Leisure and Library Services within the regional smartcard strategy. The implementation of smartcards for libraries and leisure is aligned with

this regional strategy to ensure that NCC supports NEC with its plans to provide the capability for smartcard issuance online at a regional level.

**North Tyneside:** The implementation of CRM and integrated information systems is fundamental to the council's service delivery plan, enabling multi-channel access to services and based on integrated back-office systems, using messaging and data integration. The council's EASE card (swipe card) has been implemented for leisure services and will be developed to include library services. The council has reviewed its position relating to the use of cards for access to services and has concluded that there is no business case for a council smart card at present. The council expects that the drive for smartcard will come from projects within GC (i.e. Registration) and will participate in regional initiatives.

**Northumberland:** Whilst integrated delivery across access channels and an integrated back office are all being pursued there is no compelling business case for the implementation of a smartcard system for library services. We continue to contribute to the work of NERSC and will monitor developments in the event that an affordable and sustainable solution presents itself. In the meantime we will regard this outcome as delivered when access channel and back office integration is complete.

**Redcar & Cleveland:** Use of RDF based smartcard technology has now been established within a number of schools. The authority has registered for GC and will progress this work further using mechanisms available within this programme, and regionally as developed. Consideration will also be given to the development of small scale low cost pilots within the authority's libraries and leisure centres.

**South Tyneside:** South Tyneside Council intends to explore the delivery of these targets at a regional level and is supporting NEC in this process.

**Stockton:** Smartcard pilot complete. Options to develop multi application cards being examined. NEC in conjunction with NERSC is to assimilate the plans and intentions of each local authority in the region in terms of responding to G12 PSOs. The objective being to aggregate the overall requirement in a consistent fashion, to determine a regional position and to develop a regional business model across library, leisure and/or culture services. Stockton intends to explore the delivery of targets set in G12 at a regional level and is supporting NEC in this process.

**Sunderland:** This has been implemented but full roll out will take some time, the smart card interfaces will be subject to the successful rollout of the regional smartcards project in conjunction with NEC and NERSC.

#### **G16 Systems to support joined-up working on children at risk across multiple agencies.**

**Darlington:** Awaiting more information from Government on the Information Sharing Index. In the meantime a number of improvements are being implemented for ICS and SAP which will support joined up working for children at risk.

**Durham Co:** Locally ICS will be accessible from January 2006. In addition, a project is being developed to provide electronic access to the Child Protection Register for NHS staff. The project should be implemented in early 2006.

**Gateshead:** The online service directory is now operational. Further progress has been made with the ICS. The CAF is being progressed with partners at a national level. The ODPM has been asked to confirm whether this progress meets the requirements of the revised PSO document.

**Hartlepool:** Information sharing is being implemented with high level protocols and more detailed agreements, and MAPPE. Appropriate education and health staff have direct CareFirst access. ISA is ongoing, whilst awaiting learning from national pilots. Common assessment frameworks are in place, and business systems will be developed for ICS, youth justice etc. We are in the process of implementing the ChIS provided by opportunity Links, which will provide an online children's services directory, the go-live date is early March 2006.

**Newcastle:** Systems in place or being developed include FAME, ISA, ICS and CAF.

**North Tyneside:** A project is underway for the procurement of an ICS system. Tenders are due for return in January 2006. Implementation will start in mid-year 2006, with target date of January 2007. CAF will be incorporated within the ICS project. Protocols have been agreed. North Tyneside is part of the regional group which is considering development of FAME – NCC has taken ownership of the National Project.

**Northumberland:** The online service directory is well established and progress towards implementing the ICS continues to be made, with progress being co-ordinated and monitored through the ICS project group. We are fully on track to deliver the relevant requirements within agreed timescales and in the circumstances we regard this PO as being delivered.

**Redcar & Cleveland:** the authority has implemented RYOGENS as part of the solution to meet this outcome. The authority also has an online directory of services, and is progressing work towards implementing CAF and ICS.

**South Tyneside:** The delivery of this outcome is being addressed via the development of two separate but related projects – ICS and IRT.

**Stockton:** Guidance is awaited from DfES re the development of a local children's index. Children's Trust will determine the future direction and progress.

**Sunderland:** A successful pilot is running in the north Washington district. It is a comprehensive pilot including the police, youth offending services, primary health care, education, social services and voluntary organisations. The protocols for information sharing have been developed following the SWIFT roll out.

### **G17 Joint assessments of the needs of vulnerable people (children and adults), using mobile technology to support workers in the field.**

**Darlington:** We are undertaking joint assessments for Single Assessment Process Older People; Learning Disability and Mental Health clients which are being entered into CareFirst. Faults in the CareAssess application have delayed the simplification of this process and hence the implementation of a suitable mobile working strategy. OLM have committed to resolve the issue as soon as possible. Until the above is installed completely a mobile technology solution would be possible using the existing system and infrastructure, but it is not considered to be the best way forward. Work is also being progressed in-house to improve the network

infrastructure to further support mobile working, with a number of pilots underway and the installation of Active Directory under investigation. It is then intended to pilot a mobile solution in a small area of business in January/February 2006 dependent upon CareAssess working satisfactorily.

**Durham Co:** Within Older People's services a number of integrated community teams have been established involving social workers, housing staff and nurses. All teams operate an electronic SAP to improve the sharing and access to patient information. Within the Adult Mental Health and Learning Disability Team, Durham has developed integrated community teams with the relevant NHS Trusts and introduced a single assessment framework (care co-ordination) to assess patients and undertake care planning. The integrated teams have been in place for 4 years and all use a single electronic system to support information sharing and patient care. An overarching County Durham Information Sharing Agreement has been developed and agreed across agencies, and all integrated teams have information flows in place to ensure appropriate access to information. Mobile working has been explored in various formats within County Durham. However, there are some limitations (e.g. 3G availability in Durham). A new 'offline' solution using tablet PC forms and pen technology will be implemented in February 2006 to enable mobile assessments to be completed.

**Gateshead:** The council is working with the supplier of the social care system to meet this requirement.

**Hartlepool:** Future development will depend on the outcome of the current Revenues and Benefits mobile working initiative. Wireless, web-based and offline mobile solutions are being piloted across the council which, if successful, are likely to be rolled out to cover areas such as this. Currently using the SAP that is e-mailed to all agencies to be updated. SAP joint assessments for older people are attached to CareFirst records and we plan to replicate this for children (ICS). The intention is to introduce fully electronic records and mobile working in due course.

**Newcastle:** Mobile working solution under G15 may be implemented to realise efficiencies through cross Directorate assessment of customers. Mobile access to information systems by care workers is currently in the early stages of implementation.

**North Tyneside:** Joint Assessments are taking place using paper forms at the moment and an e-form will be developed which with laptop or tablet PC will enable assessments to be made by mobile support workers. This is now scheduled for initiation in September 2006, to be implemented in 2007.

**Northumberland:** We employ a variety of joint assessment processes and an integrated care management service which we regard as meeting the first of the three requirements. Electronic recording of assessments is currently available as Word templates and these are widely used, though they are not mandatory. They facilitate the sharing of information by email, but are not linked to a database. We are also piloting the SAP product provided through CfH. This is more ambitious in scope, since the intention is that the same assessment information is accessible across all NHS settings, as well as in social care. The information is held on a database, though this is not currently linked in any very useful way to other NHS or social care systems. We do not currently use mobile technology to record assessments. We purchased a small number of tablet PCs in 2004 in the

expectation that we would be able to use them within CfH SAP pilot. However, the CfH supplier has not yet made available the software facilities needed for synchronisation of assessments between a tablet and the database – indeed the supplier has recently indicated that it would withdraw from its commitment to do so, though the outcome of this is currently unclear since it has been made clear from the NHS client side that the functionality is still required. Mobile working remains dependent on offline solutions.

**Redcar & Cleveland:** A project is underway within the Social Services department to implement assessment software. This will provide the basis for joint assessment.

**South Tyneside:** Piloting SAP between the social Care Team, Horseley Hill Housing, 2 GP surgeries, 3 wards and A&E at South Tyneside Hospital.

**Stockton:** Mobile technology pilot to take place. The development of an electronic social care record is being examined.

**Sunderland:** Dependent on the ICS/SAP project roll out.

#### **G19 Adoption of ISO 15489 methodology for Electronic Data Records Management and identification of areas where current records management policies, procedures and systems need improvement to meet the requirements of FOI and DPA**

**Darlington:** The ISO 15489 standard forms part of the Council's Record Management Policy. An audit of record systems has been undertaken and a Corporate Information Governance Group created that is responsible for producing an action plan for Records Management in particular with relation to the Data Protection, FOI and Environmental Information Regulations.

**Durham Co:** DCC is committed to the standard and is preparing an Information/Knowledge Management Strategy to address this outcome. We have participated in the Knowledge Management national project and will be using this experience to inform our strategy. Work will begin shortly on the FOI/DPA audit of current systems. This project will include the development of an information audit toolkit, an action plan and business process maps of information storage and retrieval processes within the organisation. An authority-wide training needs analysis and programme will be implemented including target groupings requiring education – from awareness to specialist levels.

**Gateshead:** each group within the council has a designated Information Champion who is responsible for managing FOI requests and ensuring that records management procedures and systems meet appropriate standards. The Information rights office maintains a central database of electronic files.

**Hartlepool:** We are in process of implementing an EDRM system from Hummingbird. This product is fully ISO 15489 compliant, as part of this project we have identified areas where improvement is needed and have established a working group to take this forward.

**Newcastle:** NCC is in process of developing an Information Management Strategy and roadmap that incorporates the adoption of ISO 15489. These will also identify areas that require improvement or change such that we remain compliant with the FOI Act and DPA. A Corporate Governance role for Information management is

being created at NCC, responsible for ensuring compliance with all information related legislation and standards. We are currently seeking corporate agreement to the Information management strategy and intend to commence implementation in early 2006.

**North Tyneside:** The council has a designated Research and Information Officer who is responsible for the FOI project, as well as a records Manager. The procurement of a corporate document management system (to ISO 15489) is underway with the target date of March 2006 for the first phase.

**Northumberland:** A proposal to adopt ISO 15489 is currently going through the approval process. We have now identified and documented areas where procedures and systems need improvement to meet the requirements of FOI and DPA.

**Redcar & Cleveland:** A data Management Strategy has been developed and is in the process of being implemented. Consideration of adoption of ISO 15489 will be included as part of the implementation.

**South Tyneside:** Currently in the investigation phase of EDRMS. An in-house system was implemented in December 2004 for the submission and recording of FOI/DPA/EIR requests. We now have a records management policy and procedures are being investigated.

**Stockton:** Draft records management plan produced along with a project plan for implementation.

**Sunderland:** Mainly completed under FOI publication scheme 2000, need to implement ISO15489.

## Change Management Self Assessment

**Establishment of a policy for addressing social inclusion within corporate e-government strategy.**

**Darlington:** Draft Social Inclusion Strategy has been produced, RNIB 'see it right' accessibility standard achieved.

**Durham Co:** Access to services consultation with residents indicated that 50% of the Durham County population have never used the Internet. Both the Council's Customer Services Strategy and the CDeGP Countywide Access to Services Strategy address social inclusion issues and are committed to providing access to services regardless of means, locality and circumstances. The Council recognises that services have to be made available to customers, in the way that is appropriate for them, and all DCC projects are requested to carry out an impact assessment for equality and diversity. All libraries provide free Internet access through Public Access PCs. The DCC website provides the facility to download information in a variety of languages. DurhamNet is also helping to address this issue as part of the establishment of the Broadband Network.

**Gateshead:** The council's Social Inclusion Strategy ensures that this issue is incorporated into all policies, projects and developments.

**Hartlepool:** The council's access strategy sets out its approach to ensuring that all members of the community can gain access to the council's services. This is

achieved by developing an appropriate range of access channels. For example, free access is offered through community facilities and libraries and there is a good range of access points throughout the town. Children especially make good use of the library facilities after school and at weekends. As part of the wider partnership working, the council is working with the college on a number of initiatives to address this issue. These include a Web Academy that trains local people in using the Internet generally but also the Community Portal specifically.

**Newcastle:** Policy in place. Examples of implementation include 1. Community based customer service centres. 2. Council services available on line 3. 3. Website accessibility standards. 4. People's network in libraries. 5. Community access to ICT facilities in schools. 6. On-street kiosks. 7. Digital TV.

**North Tyneside:** Electronic access to services has been made available through a number of projects which create diverse ways to communicate with service providers such as iDTV, Kiosk, computers in libraries and community centres. Freephones are available in customer service centres (one-stop-shops) for direct contact to customer services, environment services and housing operators. Under the new Transformation Project a Customer Access Strategy has been developed which describes how social inclusion will continue to be addressed.

**Northumberland:** Establishment of a 'People's network' of public access PCs with 'Community Access Learning Assistants' to support first-time and novice users. Policy review being planned to ensure social and digital inclusion beyond initial e-Government implementation.

**Redcar & Cleveland:** The authority has produced an e-Government Strategy which has been approved by Members.

**South Tyneside:**

**Stockton:** The authority has established a community ICT strategy, which includes the innovative Stockton-on-line project that provides access from 17 community centres across the borough.

**Sunderland:** There is an established policy on social inclusion and there is a proactive program to ensure inclusion in the most deprived areas of the city. The council was awarded Beacon Status Social Inclusion through ICT 03/04

**Establishment of Public Services Trust Charter re the use of personal information collected to deliver improved services, including data sharing protocol framework and designation of an Information Sharing Officer.**

**Darlington:**

**Durham Co:** There is a Joint Protocol for Information Exchange for County Durham and Darlington Statutory Agencies. This overarching protocol provides a framework on which DCC and CDeGP can build and develop interagency procedures relating to the sharing of information and safeguarding of confidentiality. DCC Social Care and Health have achieved a code of connectivity with NHS net to enable them to have joint teams to provide integrated care for adults.

**Gateshead:** A significant amount of work has been undertaken in this area and this will be used to inform the development of policies for the sharing and use of personal information within the council.

**Hartlepool:** A great deal of work is currently being done by the council in relation to information security, freedom of information and data protection. The intention is to introduce a formal Public Services Charter by the end of 2005.

**Newcastle:** The creation of the Corporate Information Governance Officer within NCC will ensure an awareness of information sharing needs and a co-ordinated approach to information governance across the Council. The priority challenge for the appointed post holder will be developing and implementing information and records management systems, document repositories, corporate information sharing protocol (incorporating an e-Trust charter) and policies and procedures to guarantee the council's compliance with information governance requirements. We have a number of data sharing protocols in place in various areas of the council -,because of the complexities of information held by NCC and the wide range of organisations with whom we share data (for a wide range of purposes) it may not be possible to have a single protocol for the organisation. Work has started on this in Q4 2005. The role of Information Sharing Officer is in the process of being assigned.

**North Tyneside:** The messaging/data sharing project is bringing personal information together to deliver improved services, within protocols set out in the council's information sharing charter. An Information Sharing Officer has been designated.

**Northumberland:** In scope for records management and FOI Working Group and within the scope of the Records Manager.

**Redcar & Cleveland:** A Data Sharing Protocol was developed as part of the LGOL partnership project for Social Care. This has now been rolled out across the Tees Valley and wider distribution. The authority has signed up to and implemented this protocol.

#### **South Tyneside:**

**Stockton:** The remit of the Information Governance group also includes the establishment of data sharing protocols in readiness for the introduction of corporate CRM. This includes Protection and interpretation of the latest DCA guidance the introduction.

**Sunderland:** A Framework has been developed for data sharing for Children's Services as part of the IRT/ISA pilot in North Washington which will form the basis. LSP Datashare project has a framework in place for cross agency dissemination of data. A trust charter will be implemented.

#### **Use of Government Connect to support:**

- **Common XML schema and frameworks for performance management, LSPs and LAAs**
- **GC Register**
- **GC Exchange**

**Darlington:** The council is an early adopter for the Government Connect programme awaiting further guidance. The council and LSP use a performance management software system called Performance Plus and this will also be used for Local Area Agreements.

**Durham Co:** Common XML schema are to be delivered via GC once connectivity has been established. The Council through CdeGP has expressed interest in being an early adopter via the GC website. The Council signed up to GC Register and GC Exchange in Mar 2005 through CDeGP.

**Gateshead:** We are working in partnership with the NEC regional pilots to provide/use GC products.

**Hartlepool:** We have applied to be early adopters of GC either as an individual authority or on a regional basis.

**Newcastle:** regionally for the 'trusted Services Infrastructure (TSI), designed and developed by the consortium formerly known as NERSC, governance has been transferred to North East Connect (NEC). In addition, NCC is the lead authority on the FAME Phase 3 national Project that is in partnership with NEC. FAME Phase 3 aims to provide a 'Regional Partnership Architecture Demonstrator' which will provide guidance on the link between FAME, the TSI and Government Connect. All Government Connect standards are being monitored through the FAME project by this method.

**North Tyneside:** The council has signed up to GC. The council will review the use of common XML schema and frameworks for performance management, LSPs and LAAs at regional level, as and when information is released. The council will be considering GC Register to complement council systems in particular with reference to CRM, and will be using GC Exchange to complement council systems.

**Northumberland:** Currently investigating XML schema options in partnership with Northumberland OnLine partners. We have also been working with the Adapters Club to develop simplified and standard approaches to integration and the development of standard adapters for a broad range of transactions both between Front and back Office and between agencies.

**Redcar & Cleveland:** The authority has registered with GC and is monitoring the programme together with pilot implementations. The authority will adjust its implementation plans based on the outcome of these pilots, work to investigate possible regional solutions and the progress of the national programme appropriately.

**South Tyneside:** The Council subscribes to the concept of single sign-on for government services. We expect to use GC to achieve this and have signed up to the service to demonstrate that intent and to be kept informed. We are, however, an active member of the regional partnership that has nominated a number of early adopters to represent the region. The Council currently has its own registration and authentication routines and will need to ensure that the progress that has been made in registering over 5000 users isn't lost.

**Stockton:**

**Sunderland:** The authority has registered with GC and is monitoring the programme together with pilot implementations. The authority will adjust its implementation plans based on the outcomes of these pilots, work to investigate possible regional solutions and the progress of the national programme appropriately.

**Introduction and maintenance of an online directory for Children's Services for professionals working with children and young people and allowing public access where possible.**

**Darlington:** Requirements have been defined and work to develop directory for website use is underway.

**Durham Co:** Durham is well advanced in developing an electronic service directory for staff, children and families. The development builds on the strong tradition within County Durham of providing electronic information about voluntary, community and support groups through Community information on-line. A new front end is being developed to ensure that children's information is clearly identified and easy to access. The Directory will be available from December 2005.

**Gateshead:** This has been delivered as part of the multi-agency ISA project.

**Hartlepool:** Work is progressing using Opportunity Links that will provide an online directory of Children's Services.

**Newcastle:** NCC are partners with Gateshead on the ISA National Trailblazer Project in the North East. This has resulted in a Child Index that is available to practitioners from both local authorities, health professionals and the voluntary sector.

**North Tyneside:** ISA service directory in place.

**Northumberland:** FACT website acts as an online directory for service professionals and service users; development work planned to integrate service directory with LGCL.

**Redcar & Cleveland:** Information can be located on the authority's website under Children's Information Services and in the 'Info4u' section.

**South Tyneside:**

**Stockton:**

**Sunderland:** Part of the new service directory application which will feed targeted services to young people and to social services.

## **Annex 2: Local e-Government Partnerships**

ODPM funded local e-Government Partnerships across the country. This programme operated alongside the IEG process to deliver the National Strategy for Local e-Government. The following are reports of progress within the region.

### **Alnwick District/castle Morpeth Borough Councils' ICT Partnership**

This partnership jointly procured a single CRM system, sharing hardware, software platforms and core codes to reduce costs. They also jointly procured and installed a network of self-service kiosks providing tourism and travel information to citizens.

### **County Durham e-Government Partnership**

County Durham is working to implement a single CRM system for all local authorities tiers in the area enabling county and district authorities to take calls for each other. They tested the concept in Environmental Services before rolling out CRM across all services in all partner authorities.

### **Hartlepool Partnership**

This local multi-agency partnership includes Hartlepool Borough Council and 13 other organisations, mostly working in the field of health and social care. It developed a shared platform for health and social care on the Hartlepool BC website, allowing citizens to use the website to search for information on services for children and young people. The portal includes interactive e-forms that enable citizens to make on-line applications for health and social care services.

By working together to join up their information at one single point of access, the partners have further strengthened their foundation for future partnership working. They also have greatly increased their confidence in their ability to use technology to share information effectively to provide a better service to citizens.

### **North East Regional Smartcard Consortium**

26 local authorities as well as the local business community are involved in this large partnership, whose work is based on developing smartcards for the area. It is based around a Trusted Services Infrastructure including a back office system controlling the issue, authentication, transactions and settlements involved in running smartcards. The regional smartcard and TSI are still under development. North East Connects has taken TSI over.

### **North East Regional Purchasing Organisation**

This partnership includes 11 local authorities and a large number of business community partners. Its aim is to achieve successful and cost effective procurement. A single shared e-procurement portal means that suppliers have a single entry point for dealing with North east authorities and partners can benefit from lower prices achieved through joint procurement. Partners have also made their procurement

processes more efficient by creating an e-procurement solution integrated with a financial management system, enabling electronic procurement and transactions, saving money and time over paper based trading.

### **North Tyneside e-Society partnership**

This partnership of one local authority and four other partners underpins the work of the North Tyneside Strategic Partnership. Its projects have addressed both online services and improved access to those on the wrong side of the digital divide. It has implemented e-forms allowing online application for core Council Services including benefits. The benefits form can be accessed online by applicants, completed either independently or with Council staff support or from an intermediary like CAB. Maintained broadband computer access is provided at schools and libraries.

### **Northumberland online Partnership**

This two tier partnership of seven local authorities has been working to improve processes to make them more internally efficient and communicate in a way that makes sense to their customers. The CRM implementation for the seven authorities was acquired centrally but adapted to suit the needs of the different members of the partnership. CRM in the area was thus joined up to provide citizens with a better experience when contacting any local authority in the area. As well as the technical implementation, the partnership focussed on business re-engineering and staff training with the new system to ensure all potential benefits could be realised.

### **Tees Valley health and Social Care Partnership**

The partnership comprises 15 partners including 5 local authorities and a number of health providers including PCTs and hospitals. It has developed an integrated and coherent approach towards tackling the issues around ISA. The protocols developed for ISA and the documents scoping required data connectivity in the CfH environment are of high value to other local authorities.

### **Wansbeck – Blyth Valley Shared Services Partnership**

This partnership has resulted in a common, shared approach to CRM being adopted. Re-engineering business processes and updating the telephony systems in the partner authorities is the first step on the road to opening up access channels and obtaining one-stop-shop capability – easy for unitaries but less so for smaller districts. The CRM system enables customers to access a range of district services and information through a single point of contact. Channeling all service requests from citizens through the CRM system will save the districts time and money. It will also enable them to obtain better data about their customers, which can be used to inform management decisions.

## **Annex 3: ADSS North-East Workshop: Collaborating Across Boundaries 1<sup>st</sup> February 2006**

This FAME workshop was held with five representatives nominated through ADSS North-East to discuss the issues relating to cross boundary working.

### **Issues for participants in cross agency working (authorities not identified)**

- Practitioners do share information on an informal basis – they will say ‘I will share with so-and-so because I know her’.
- A lot is based on practitioners knowing and trusting other practitioners – and they can see IT systems as threatening to their trust.
- There was a case in one authority of a primary school that wanted to reach out by sharing information and arranged a meeting for other practitioners who worked with children at the school. They all said ‘no’ to information sharing. Then while they were in the building they held informal ‘case conferences’ talking to each other about several of the children!
- Agencies won’t share locally although we have ISPs, guidance and pilots – they do not perceive benefits.
- We have Joint Area Reviews – but Health can walk away.
- We need to negotiate with schools – we can’t tell them what to do.
- Health visitors and midwives only have paper records - they don’t have access to IT.
- Schools have IT but [in one authority] they don’t like the (outsourced) IT provider so they ‘go their own way’.
- PCTs are fully focussed on their own re-organisation and will not give attention to the information sharing agenda.
- How can we move Health thinking? Health can only think about adults because from their perspective children are not a problem. Children are not *explicitly* part of their performance targets (they don’t usually need services long-term, they don’t block beds etc.)
- A survey of children and young people was done in one authority - they said they don’t mind information sharing in fact they assume it is done.
- Working across boundaries does not move forward when left to local negotiations – there is a need for a central directive – making it compulsory is ‘the only thing that works’.
- A recent neglect case occurred in Sheffield that was an ISA trailblazer. This encourages cynicism.

### **Examples of success**

- In Sedgefield SAP is a ‘rip-roaring success’. It was supported at a high level on all sides.

- In Durham with CAF we realised a widespread sweep would not work so went for a 'coalition of the willing'. We are looking at working with one of our health trusts on information sharing.
- In the case of South Tyneside looked after children, the PCT has a dedicated nurse and doctor who have been given access to SWIFT (local authority case management system). It is successful because it is very focused - there are benefits for all.
- In Hartlepool the work of the Children's Fund has brought together a whole raft of services. The steering group has worked as a real partnership, including the voluntary and community sector. It has worked at least partly because there have been no resource problems – but they are struggling with transfer to the mainstream.

### **Key points**

- The Climbie was five years ago yet participants believe that little has changed.
- The information sharing agenda is in competition with a lot of other change – especially for Health partners.
- Practitioners do communicate across boundaries but usually ad hoc with others they already trust.
- More direction is needed – there is an important role for Directors of Children's Services.
- It is necessary to build on the incremental notion and not attempt a big bang. Finding partners who are willing to share is the only way forward.
- It is important to include the voluntary and community sector but very difficult because of its diversity.
- In some services lack of IT resource is a serious barrier.
- Partners are wary when local authorities have outsourced IT.
- Success occurs only when benefits are perceived by all participants

## Annex: Glossary

ADSS	Association of Directors of Social Services
CAF	Common Assessment Framework
CDeGP	County Durham e-Government Partnership
CfH	Connecting for Health
ChIS	Children's Information Service
CRM	Customer Relationship Management
CRP	Crime Reduction Partnership
CSCI	Commission for Social Care Inspection
DCA	Department Of Constitutional Affairs
DCC	Durham County Council
DPA	Data Protection Act
EDRM	Electronic Data Records Management
FACT	Family and Children's Trust (Northumberland)
FOI	Freedom of Information Act
FAME	Framework for Multi Agency Environments
GC	Government Connect
GIS	Geographical Information System
ICS	Integrated Children's System
IDeA	Innovation and Development Association
iDTV	Interactive Digital television
IRT	Identification Referral and Tracking (now ISA)
ISA	Information Sharing and Assessment
ISO	International Standards Organisation
ISP	Information Sharing Protocol
LAA	Local Area Agreement
LEA	Local Education Authority
LGA	Local Government Association
LPSA	Local Public Service Agreement
NCC	Newcastle City Council
NERISS	North East Regional Information Sharing System
NERSC	North East regional Smartcard Consortium
NHS	National Health Service
ODPM	Office of the Deputy Prime Minister

Ofsted	Office for standards in education
PNC	Police national Computer
PSO	Priority Service Outcome
PSTO	Priority Service and Transitional Outcome
SAP	Single Assessment Process (for older people)
SIP	Strategic Improvement partnership
XML	Extensible Markup Language

## FAME Phase 3: Partnership

Partnership working in the North East under North East Connects includes:



North East Connects: Andrew De'Ath



North East Centre of Excellence: David Wright & Julie Brown



Newcastle City Council: Ray Ward & Carol Wade



Newcastle University: Rob Wilson, Mike Martin & Roger Vaughan

