



In support of

FAME
Workstream 1
1.2.2 Regional exploration, agreement and embedding of infrastructure vehicles
Purpose: To propose the vehicles required to take FAME forward both regionally and nationally
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FAME Phase 3: a practical framework for working in Multi-agency environments.

1: Introduction

A scoping meeting was held to explore regional vehicles for the implementation of the FAME programme. This included as Annex 1 to this report. A number of questions were posed in that report and this report sets out to provide answers. A number of general principles have emerged from the work in phase 3.

Firstly, the aim must be to achieve legitimation by appropriate national bodies for the widest possible use of the FAME framework and its three major products:

- The Readiness Assessment Tool for multi-agency partnership development.
- The FAME Generic Framework.
- The FAME Demonstrator.

These three, inter-related products have an over riding aspiration of helping multi-agency partnerships that particularly depend on information sharing to provide a language that can build a bridge between three partnership tasks:

- The development of multi-agency practice and particularly multi-agency information sharing practice.
- The development of federable services oriented ICT infrastructures that support the needs of developing policy and practice.
- The governance of multi-agency partnerships where the use of such ICT is embedded in practice, and particularly information governance.

Secondly, the project has recognised that in the present evolution of the public sector the rate of change demands the flexibility that comes from harnessing service oriented architectures rather than attempting the wide scale integration of applications. This implies that ICT and practice are embedded in each other and that governance must be fit for this purpose.

The Readiness Assessment Tool and the Generic Framework are already freely available on the web or in print format. A similar dissemination of the FAME Demonstrator is required. It is important to understand that the Demonstrator is not in itself an application software product but a way of using the emerging discussions and conclusions from the first two products to:

- Envision and represent emerging ideas for the partnership's ICT infrastructure.
- Specifying the infrastructural components to be acquired, or infrastructure service to be provided from a trusted third party.
- Configuring newly acquired infrastructure, existing applications and infrastructure.

The FAME Demonstrator can be made available at three levels:

- Models representing specific partnership contexts, organisations and proposed systems and infrastructure.
- A platform on which new models can be built.
- The software components that make up the platform in order to improve its functionality. This may be of particular interest where a partnership wants to drive the Demonstrator from the logs of live systems and will require the purchase of RunRev studio product to extend¹

A parallel lies in the transfer and use of Linux based products under the GNU General Purpose Licence a copy of which is attached as Annex 2. This proposal recognises that it is unlikely that there will ever be the funding to undertake the maintenance and development of the software platform within one organisation. Instead it is proposed that a FAME Practice Community is developed whose members can freely share experience and developments as a part of their membership of the community. This would seem to be more in keeping with the public sector ethos than trying to monopolise these activities within a corporate body.

There is already a clear demand among academic research projects within Newcastle University to make use of the platform and to extend its functionality. Until a suitable alternative is identified, the University will remain the issuing authority for second and third types of distribution mentioned above and will maintain a register of users who have agreed to the conditions of use.

This means that any IPR in the FAME products is held for the public good. There will need to be dissemination activities and a FAME Practice Community to help local partnerships apply FAME.

2: Which body should own the FAME products after the completion of phase 3?

The IPR in the FAME products could be held pro-tem by the phase 3 partnership or indeed by a body such as North East Connect on the basis that they are freely licenced, warranty free, to organisations that are working with the public sector. The imperative is a widescale adoption of the products without any liability arising for the body that manages the IPR. After a transition period it may be that 'ownership' should move to a national FAME National Partnership Board.

- For the widest possible use of FAME there needs to be a process of legitimation so that its methodology (the FAME approach to multi-agency partnerships and the planning of infrastructure) is applied to support future strategy affecting:

¹ <http://www.runrev.com/>

- Local Area Agreement implementation
- Local Strategic Partnerships
- Children's Trusts and Children and Young People's Strategic Partnerships
- Multi-agency services for adults, older people i.e. health and social care including mental health.
- Single Non-Emergency Number Partnerships
- Youth Services
- Partnerships between county and district councils e.g. for benefits services
- Crime and Disorder Reduction Partnerships

In all these cases, the voluntary and community sector participation and, where appropriate, private sector participation in public services must be facilitated. Although local authorities have a particular locus in partnership formation non-statutory bodies are an essential part of those partnerships presenting important challenges for infrastructure connection.

Legitimation may need to be achieved for the FAME products with:

- DfES
- DCLG
- HO
- DH
- Cabinet Office
- LGA
- SocITM

These organisations should nominate additional members of a FAME National Partnership Board. Close working relationships must also be developed with the ongoing work of eGovernment projects and Programmes that these organisations and departments are involved in:

- The eGovernment Lab
- Government Connect
- Connecting for Health
- The 101 network
- ect.

2: Which body should have responsibility for holding, sustaining and making available the FAME body of knowledge?

It is proposed to establish a FAME Practice Community a body consisting of both the subject multi-agency partnerships and suppliers of services. Value will only be added to the FAME products through their implementation. Local authorities, health trusts and their partnerships may wish to do this without external help. Others may wish to draw on the practice of FAME implementation and in this

case advisory services may be sought. These should be arranged by a practice that draws on the resources of:

- Multi-agency partnerships that have already implemented a FAME approach.
- Accredited consultancies and consultants who have gained their accreditation through attending a FAME CPD programme.
- Accredited software suppliers who offer products that provide the Service Oriented technical components for the FAME infrastructure.
- Local and regional agency expertise.

This practice should be governed by the FAME Community i.e. partnerships that have embedded FAME. In return for using the FAME products, Practitioners will try, wherever possible and with the consent of the clients/subjects of the models, to share information about the partnership arrangements and models they have implemented.

Advice would be provided on a commercial basis - as does SocITM. The FAME Practice Community would receive free licences to the FAME products and could charge a small membership fee.

Accredited members and consultancies of the FAME Practice would be responsible for their own business development and client relationships (providing the working capital) and registering these with the Practice. With the introduction of the CPD courses, a register of accredited practice members will be maintained to which prospective clients can be referred. A library of available models and content will also be associated with this register allowing members access and the means of sharing experience and mutual support.

The FAME Practice Community should have two further responsibilities:

- Arranging to provide CPD courses to local agencies. There is a significant need for capacity building at mid and senior management levels. This can be met by both short, intensive CPD programmes or by longer term work based academic qualifications. CPD should be provided on a self financing.
- R&D - relating to longitudinal evaluation of the FAME partnership building and sustainability process, the RAT and Generic Framework and to the development of the FAME approaches to Identity Management, Infrastructure, Messages, Events and Transaction and Federation. The FAME Practice may wish to seek funding for this activity.

3: Which body should co-ordinate the delivery of continuing professional development to support capacity building in the region?

Assistance with capacity building in local and voluntary organisations should be a prime objective of the FAME Practice Community. This needs to support the important role of sharing experience, expertise and mentoring. The FAME

Practice Community would offer CPD. Where universities or colleges wish to offer post experience or post graduate courses then these may be agreed with the FAME Practice Community.

4: Which body should have the responsibility for co-ordinating the delivery including programme risk management of FAME?

The effective development of multi-agency partnerships can be facilitated by advice and consultancy but success lies in the hands of the partnership members themselves. The Readiness Assessment Tool requires a self-assessment to be prepared by a small partnership development group. Advice should normally be offered on a warranty free basis and this would allow other public sector staff to act as mentors.

**5: Is there a need for a body to procure and run sub-regional and regional networks with financial and legal powers?
How can a vehicle be configured to achieve requisite economies of scale, and manage risk, in procurements from government and private sector suppliers?**

There seems at present no good case for setting up a new body for this purpose. However, there is a good case for incorporating the strategic planning of regional infrastructure within the responsibilities of Government Offices. If a corporate body is required, then the Regional Development Agencies would be candidates for this provision.

6: Should there be a body responsible for information governance on a regional scale and if so what should be its constitution?

There will be an increasing need for such bodies – not to take responsibility for Information Governance themselves but to ensure that the participating agencies do, and to mediate any differences of approach. The Barnsley model described within the Governance section of the generic framework is one approach.

ANNEX: 1 Scoping report

1 Introduction

A scoping meeting, attended by members of the four partners was held on 13th February. The purpose of the meeting was to explore the need for vehicles that might need to be created to enable the deployment of the FAME project in the region. These vehicles may be:

- One or more legal entities, corporate bodies with the powers to acquire and provide services or networks.
- Partnership vehicle(s) whose purpose is to provide advice and guidance, co-ordination and information governance.

These vehicles are likely to be a feature of the FAME Road Map providing sustainability for the project in the medium to long term.

Local Authorities have legal powers for an increasingly wide range of activities that promote the economic and social well being of their citizens. They can engage in partnerships, joint committees, companies and strategic service partnerships. Arising from the Children Act 2004 Children's Services Authorities (combining education services and children's social services) have through their Director of Children's Services, the power and duty to bring about co-operation amongst specified statutory agencies including health. This kind of power may become a feature of Local Strategic partnerships. Various powers exist to engage in pooled budgets, for example through s31 Health Act agreements.

There may, however, be a requirement for a lead accountable body – a local authority - through which monies flow and audit is undertaken. If there were a requirement to procure and sustain a large ICT network, the model of a lead body may not be appropriate to support a region wide infrastructure and other models should be explored.

Public agencies remain responsible for the statutory services they must provide and whereas they can delegate the management of services they can not delegate the responsibility for services. A number of regional partnerships exist e.g. North East Connects, the North East Centre of Excellence and the Strategic Improvement Partnership but these can not have legal powers as non-corporate bodies. Beyond extending the model of a duty to require co-operation held by a lead body it seems clear that the government has no intention at present to legislate any new kind of regional or sub-regional body with legal powers. It is important to analyse the specific requirements of the FAME programme to decide what kind of vehicle is appropriate for sustainability.

This document poses the scope of the task to be undertaken as a number of questions. These are not answered here but are explored in the final report.

2 Advice, Guidance and Co-ordination

A body is needed to take on the FAME activities following the present phase. Newcastle City Council is the lead body and has taken ownership of FAME intellectual property. It has argued that it may be inappropriate for a single local authority to continue to have responsibility for products that make sense in a sub-regional, regional or national context. This gives rise to the first question:

- **Which body should own the FAME products after the completion of phase 3?**

One of the longer-term roles that will need to be fulfilled will be the collation and dissemination of practice surrounding the implementation of FAME. This will include the experiences of working within and between local authority multi agency partnerships, regional partnerships such as the Single Non-Emergency Number and national agencies such as health, the child index etc.

There will be minimum standards of compliance required. These may be practice based, as in the Common Assessment Framework, governance based, as in information governance or technical, as in minimum web services standards. A body of knowledge will emerge as problems are solved and practice that can assist the further roll out or development of FAME. It will need to inform senior strategists in the region about opportunities and resources as well as practitioners and ICT technicians who will have the task of implementing FAME solutions.

Another responsibility will be co-ordinating the delivery of continuing professional development. This should draw on the FAME framework and established practice to support capacity building so that a positive context is created within which FAME can continue to evolve. This should include academic programmes as well as training.

- **Which body should have responsibility for holding, sustaining and making available the FAME body of Knowledge?**
- **Which body should co-ordinate the delivery of continuing professional development to support capacity building in the region?**

Programme management will be a vital component of the roadmap to ensure that with a regional mandate, FAME is deployed quickly and economically. Whilst each involved partnership will have project management responsibilities, the absence of a programme management layer could jeopardise coherence and consistency and waste resource – scarce in itself. Making sense of national drivers relating to joined-up services on the one hand and emerging e-government on the other will be a continuing activity. The management of risk in the deployment of FAME practice and governance across the region will be an important activity.

- **Which body should have the responsibility for co-ordinating the delivery including programme risk management of FAME?**

3 Vehicles for Delivering Infrastructure

The emerging shape of government inspired ICT is that it is a series of potential monoliths such as Connecting for Health, Government Connect, the National Child Index and so on. At one level the task will be to achieve some local connectivity, real or virtual between a set of national 'spokes'.

In the case of Government Connect, there will be issues of the connection and authentication of practitioners who do not belong to statutory agencies like local authorities. Because Government Connect is shaped so that individual local authorities procure connectivity (and communication between agencies would appear to be through a 'central' hub) it does not seem as though there will be a need to procure a regional hardware network. Instead there would be the need to configure the connectivity between multi agency partners virtually and that could be steered through the vehicles for advice, guidance and co-ordination above. There will similarly be the need to review connectivity to health and criminal justice infrastructures and also to voluntary sector agencies. Further exploration is needed to establish the way forward.

- **Is there a need for a body to procure and run sub-regional and regional networks with financial and legal powers?**

At first sight this may be avoided but if not, the configuration of such a vehicle will be challenging requiring an incremental approach to membership, finance and procurement.

There will still be a need to achieve real economies of scale in acquisition of hardware and software from both the private sector as well as from national projects such as Government Connect. This will be an on-going procurement issue as network traffic grows over time and network capacity needs to expand. There needs to be a focus for suppliers who will otherwise be forced into selling what they can to who they can. The management of risk in the acquisition could legitimately be a regional activity.

- **How can a vehicle be configured to achieve requisite economies of scale, and manage risk, in procurements from government and private sector suppliers?**

A further issue relates to information governance. Governance of information within a local authority partnership is properly the responsibility of that partnership – with the authority acting in a lead body role as it has the appropriate powers. However, there is the question of how individual partnerships relate to each other, the NHS or to a Trusted Services Infrastructure or the Child Index in terms of information governance.

- **Should there be a body responsible for information governance on a regional scale and if so what should be its constitution?**

4 Existing Regional Initiatives

Two initiatives are under way that may support/influence/enable the work in FAME through an additional context of current work in the region.

Regional Centre of Excellence Project “Understanding Governance and Service Delivery Models”

Basic Overview:

- To enable authorities to better understand the choice of models of governance arrangements applicable to shared services so as to be able to answer the question "which governance arrangement will enable collaboration rather than disable it?"
- To recommend the most appropriate options for the 4 shared services projects in the region, namely Printing Partnership, Northumberland and Durham Partnership, Darlington and Stockton and Newcastle and North Tyneside.

Objectives:

To provide valued and used generic information, in a menu and checklist format, around governance and service delivery options that is available to be used by all authorities to avoid duplication of effort.

To further the knowledge within authorities of the attributes of the models available when considering the implementation of shared services, to support and inform their decision making process.

Deliverables:

"Menu" of governance and service delivery models applicable to shared services available to all NE authorities covering the following topics for each model

- Pros and cons,
- Entry and exit strategies, for existing participants and potential new partners
- Major risks associated with implementation
- Selling points to different stakeholder groups (to assist in dealing with resistance)
- Attributes - what generic features does it have
- Boundaries
- Ability to establish commercial arrangements
- Impact on supply chains

- Checklist for implementation, such as policies, systems, culture, etc.

Recommendation and explanation of the most appropriate model(s) for the partnerships being implemented in the NE.

Expected Benefits and Success Criteria:

- Information is obtained and paid for once and shared with and used by many authorities, who value it and use it.
- Collaborative working arrangements are fit for purpose both now and in the anticipated future. Their governance arrangements are robust.
- Expansion and or contractions of shared working is achievable.
- Improved knowledge of governance and service delivery models within authorities within the region.

Working Together for Improvement, efficiency and e-Government in North East Local Authorities

The three regional partnerships:

- Improvement partnership for North East local government,
- Centre of excellence, North East,
- North East Connects,

have a shared agenda for supporting improvement in local government. The Association of North East Councils (the regional membership body for all 25 councils) provides the umbrella for each organisation.

Local government faces the challenge of reinvigorating local democracy and leading public service partners in building sustainable communities. All local authorities are responding to the additional drivers of CPA, Gershon and the search for technological solutions to improve services. Local government now faces the possibility of further large-scale change and upheaval in the next few years.

These three organisations aim to help authorities prepare for and manage change by addressing the systems, culture and tools required to develop the institutional; capacity and individual skills that are necessary to shape and deliver modern effective and efficient local government. Each organisation is supported or sponsored by the Office of the Deputy Prime Minister (ODPM). Whilst each organisation has unique functions their agendas are also complementary, particularly around:

- Supporting service improvement.
- Promoting inter-authority partnership and collaboration.
- Securing transformation and efficiencies.

- Building individual and institutional capacity.

North East Centre of Excellence:

The Centre acts as a catalyst, to support collaborative working within the public sector and to support the public sector to achieve efficiencies and effective procurement.

- Provision of funding for collaborative projects
- Knowledge and best practice sharing, facilitation of networking and identifying opportunities for collaboration.
- Support for a number of work streams based around priority areas e.g. Corporate and Transactional Services, e-Procurement, Environment and Waste Management, Construction and Social Care.
- Provision of regional seminars and workshops and other training and capacity building events.
- Weekly e-news bulletins and website to keep authorities informed of opportunities and of NECE activity.

North East Connects:

NEC assists authorities to enable strong, sustainable and high performing local government within the North East. It offers support in service transformation, delivery through partnership and developing people.

- The Customers First Network brings the latest on front line services and lets influence the future shape of service design and delivery through training, showcases, research and peer networking.
- Special interest groups such as resilience, Government Connect and e-service Take Up provide regional forums, networking and strategic regional decision making.
- Funded projects such as e-democracy, FAME and the Trusted service Infrastructure deliver practical solutions for transformational local government.
- Information and updates”.

Improvement Partnership:

SIP aims to build the capacity of elected Members and officers to respond to the agenda for change and improvement in local government by helping to develop the skills, attitudes and behaviours that support service improvement and culture change.

- Free skills development and training including in leadership, project management, change management, media and communications, performance management and others.
- Funded opportunities to network on improvement issues.
- Support for essential development needs.
- Free places at high quality ‘challenge and inspire’ events, seminars and conferences.
- The opportunity to influence the content of the programme.
- Information and updates, bulletins, updates and newsletters

In looking at possible vehicles with the requisite powers, the role of regional development agencies needs to be included.

Regional Development Agency – One North East and Government Office Review

Regional development agencies (RDAs) were brought into being by the Regional Development Agencies Act 1998, one agency for each region. RDAs are ‘bodies corporate’ and have the following purposes:

- To further the economic development and the regeneration of its area
- To promote business efficiency, investment and competitiveness in its area
- To promote employment in its area
- To enhance the development and application of skills relevant to employment in its area
- To contribute to the achievement of sustainable development in the UK where it is relevant to its area to do so.

Subject to the consent of the secretary of State an RDA may do anything which it considers expedient for its purposes, or for purposes incidental thereto including giving financial assistance, forming or acquiring an interest in a body corporate. An RDA formulates, keeps under review (and has regard to in exercising its functions) a strategy in relation to its purposes.

The current review of Government Offices² sees the potential for a ‘strong role in supporting local and regional delivery and promoting flexibility within the devolved decision making framework. Within this framework RDAs, regional Assemblies and local authorities all play important roles in both setting out

² Review of Government Offices: HM Treasury, Office of the Deputy Prime Minister March 2006

regional strategies and delivering against them'. The review proposes a new set of strategic objectives for the Government Offices including:

- Transforming the way central government focuses on places by working with local and regional partners to understand priorities and stretch performance e.g. GO role in negotiating LAAs, promoting Every Child Matters.
- Helping departments translate policies into operational delivery.
- Supporting and challenging regional strategies to improve their quality and consistency.

ONE north east is consulting on its regional economic strategy which amongst other issues highlights the importance of social inclusion, partnership working and pan regional collaboration. It remains to be established whether it sees itself playing a part in potential FAME vehicles.

ANNEX: 2

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END OF TERMS AND CONDITIONS

Appendix: How to Apply These Terms to Your New Programs

If you develop a new program, and you want it to be of the greatest possible use to the public, the best way to achieve this is to make it free software which everyone can redistribute and change under these terms.

To do so, attach the following notices to the program. It is safest to attach them to the start of each source file to most effectively convey the exclusion of warranty; and each file should have at least the "copyright" line and a pointer to where the full notice is found.

<one line to give the program's name and a brief idea of what it does.> Copyright (C)
19yy <name of author>

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You should have received a copy of the GNU General Public License along with this program; if not, write to the Free Software Foundation, Inc., 675 Mass Ave, Cambridge, MA 02139, USA.

Also add information on how to contact you by electronic and paper mail.

If the program is interactive, make it output a short notice like this when it starts in an interactive mode:

Gnomovision version 69, Copyright (C) 19yy name of author Gnomovision comes with ABSOLUTELY NO WARRANTY; for details type `show w'. This is free software, and you are welcome to redistribute it under certain conditions; type `show c' for details.

The hypothetical commands `show w' and `show c' should show the appropriate parts of the General Public License. Of course, the commands you use may be called something other than `show w' and `show c'; they could even be mouse-clicks or menu items-- whatever suits your program.

You should also get your employer (if you work as a programmer) or your school, if any, to sign a "copyright disclaimer" for the program, if necessary. Here is a sample; alter the names:

Yoyodyne, Inc., hereby disclaims all copyright interest in the program `Gnomovision' (which makes passes at compilers) written by James Hacker.

<signature of Ty Coon>, 1 April 1989
Ty Coon, President of Vice

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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