

Provisioning Strategy Project: engagement and consultation strategy (2023/2024)

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Background

East Lothian Health and Social Care Partnership (ELHSCP) has been engaging on provision for older people since 2017. This was driven by the understanding that the older population in East Lothian was growing rapidly and would continue to expand well into the 2030s. At the same time, some of the East Lothian Council provided care homes and NHS Lothian provided community hospitals were no longer fit for purpose due to updated national care standards and were costly and difficult to maintain due to age and fabric of the buildings in which the services were provided 2017-2020

ELHSCP set up three 'Reprovisioning forums', one each in Dunbar, Musselburgh and North Berwick which met monthly over a period of three months to look at the issues affecting older people in these areas and what kind of provision they would need in later life. This was followed by a six month period of engagement¹ with local groups, staff, the third sector, providers and the general public on what the three communities wanted to see for their old age in their area. Engagement methods included forums, surveys, town hall meetings, attending a range of existing community meetings and pop-up engagements on high streets and at community events.

The key themes from this engagement informed the development of a paper on provision for older people to the East Lothian IJB in December 2018². There were further large-scale community meetings, one held at Queen Margaret University in 2019³ and the other at East Lothian Community Hospital in 2020, which focused on the setting up of working groups. This work was postponed in March 2020 due to the pandemic (Covid 19). Upon resumption in early 2021, as a direct result of the pandemic, it was necessary to review our priorities in light of the new challenges now faced relating to funding, recruitment and retention of health and social care staff and a greater emphasis on infection prevention and control. As well as a continued drive for alternative preventative services that are supported and in many cases delivered by local communities.

2021-2023

In early 2021, the Planning for an Ageing Population engagement programme was developed to support the work of the Community Hospitals and Care Homes Change Board⁴. At that time, it was decided to look at provision for older people across East Lothian, taking in to account the current and future needs of its people. The engagement programme was based on the work of the Change Board and took place between June and September 2022, with a range of groups representing communities (including rural communities), service users, carers and providers. These took place via Teams, in person and an online survey. This was further supplemented by feedback obtained during the IJB Strategic Plan engagement, which ran from January to July 2022.

¹ https://www.eastlothian.gov.uk/downloads/download/13076/growing_older_consultation

²

https://www.eastlothian.gov.uk/downloads/file/28462/reprovisioning_committee_paper_agreed_by_ijb_in_december_2018

³ https://www.eastlothian.gov.uk/downloads/file/28526/qmu_public_meeting_-_elhscp_presentation

⁴ <https://www.eastlothian.gov.uk/pfap>

The key themes from this second tranche of engagement are shown below:



Figure 1 - Planning for an ageing population emerging themes from summer engagement⁵

The summer engagement feedback informed the final report of the Community Hospitals and Care Home Provision Change Board, which was approved by the East Lothian IJB at their meeting on 23 February 2023⁶. The key messages within the report were:

- Inpatient community hospital beds – beds are being managed effectively and there is currently sufficient capacity in the system for the foreseeable future. There is unlikely to be a requirement for additional hospital beds in the medium to long term.
- Care home beds - Analysis identified that the development of capacity for care home beds in East Lothian is bounded at a maximum of 70 replacement beds and potentially 30 new beds. These figures will be influenced by external provision (private/independent), intermediate care, capital expenditure options (availability) and different models of care.
- Intermediate care – the intermediate care report highlighted the breadth and depth of those services being provided in East Lothian and the benefit they now provide from previous investment. Intermediate care to be a key priority for further investment.
- Finance and capital – the report acknowledged that to date the focus had been around inpatient community hospital beds and care homes. It recommended that further development and modelling of financial implications should be completed on the options.

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https://www.eastlothian.gov.uk/downloads/file/32759/planning_for_an_ageing_population_summer_engagement_feedback_report

⁶ https://www.eastlothian.gov.uk/meetings/meeting/16963/east_lothian_integration_joint_board

It was agreed that we would now need to examine the challenges faced in more detail at a community level and develop solutions through co-production.

Provisioning Strategy Project Team

At the East Lothian IJB meeting in February 2023, members asked that the Chief Officer and Senior Management Team develop a range of capacity options including associated financial assessment. A Project Team was therefore established to take this forward and plan the associated engagement and consultation exercise as outlined within this strategy.

Scope and range of detail

Quantitative data

The Change Board carried out extensive needs analysis and data modelling over the course of five years to project the needs of the growing older population. This was provided by external consultants, including Hub South East, NHS Lothian's LIST analysts⁷, Public Health and data from East Lothian Council. Cap Gemini have also carried out detailed analysis of care at home provision, which will inform this work going forward.

Qualitative data

Old age is something that affects people across the whole of East Lothian and it is right to move away from the original model (2017-2020) of consulting with people in towns where there is existing provision and build on the more inclusive model, accessing people who will have future needs as well as those who we are unable to provide services to now. We will therefore be engaging with groups, communities and individuals across East Lothian to try to arrive at solutions that work well for as many people as possible, wherever they may live in East Lothian.

We will share quantitative data with the groups and individuals we are engaging with, together with the findings from the Provision Change Board work and ask how we can tackle:

- Develop and invest in intermediate care services in order to meet increasing demand, improve access and provide care closer to home.
- The shortage in Care at Home services, equitable access to those services and associated workforce challenges.
- The fact that East Lothian has a lower than Scottish average number of people who are supported to die at home or in a homely setting.
- The sustainability of hospital beds out with the East Lothian Community Hospital.
- Ensuring that we have affordable and accessible care home places available to all in East Lothian.
- Exploring whether or not there is a need for a Minor Injuries Unit in East Lothian.

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https://www.eastlothian.gov.uk/downloads/file/32648/east_lothian_joint_strategic_needs_assessment_report_2022

Identifying gaps and engaging with harder to reach groups

Much of the engagement to date has focused on working with older people and people who represent the views of older people: carers; staff working in older people's provision; communities through Health and Wellbeing Groups and Community Councils; and the Third and Independent Sectors. There is now a need to extend the engagement to a much wider audience.

Geographical

Towns

Some communities were much keener to engage than others in the engagement work done to date. We hope to address this by attending the groups in question pre-set Local Area Partnership and Community Council meetings to explain the engagement and encourage participation. This offer to attend their groups is good practice when engaging with groups. ELHSCP Strategy Officers already attend Health and Wellbeing Groups and can promote engagement there.

Rural areas

We did secure some engagement from rural areas last year but more work needs to be done to secure greater engagement across East Lothian. This will be achieved by asking to attend Community Council meetings to explain the scope of the engagement and its relevance to people in rural settings.

Protected characteristics

Age groups

Most people who have taken part in the engagement so far were aged 50+. We need to engage with more people in the 40-50 age group as the solutions arrived at will affect them both as potential carers of older relatives and as they themselves grow older. We will engage this age group via parent councils at schools and calls to action in school newsletters. It has been evidenced in previous engagement that Social media, especially Facebook, will also be very useful for attracting women in this demographic.

Disabilities

More work needs to be done to secure engagement from people with learning and physical disabilities, including those with sight and hearing impairments (including BSL users).

Learning disabilities

We will carry out engagements at resource centres and with partner providers for people with learning disabilities and ask them to help us to facilitate groups. It would also be useful to have engagements with carers of people with learning disabilities as they have particular concerns around their own ageing and what that will mean for the person they care for.

Physical disabilities

We will ensure that the voices of people with physical disabilities are heard by engaging directly with them through the formation and work of our Independent Community Panel.

Autism

More work needs to be done around the needs of adults with autism. This will be achieved by enlisting the support of PASDA⁸ and Branch Out Together⁹ (formerly the Lothian Autistic Society).

Sensory impairment

More work needs to be done to understand the needs of people experiencing sight loss and people in the Deaf Community who use British Sign Language. This can be achieved by enlisting the support of Sight Scotland and Deaf Action who ELHSCP commission to support people with these particular needs.

Ethnic minority and minority ethnic groups

More work needs to be done on hearing from people in ethnic minority and minority ethnic groups. There is no race equality network in East Lothian. However, we have contacted:

- Health in Mind – they have agreed to support us engage with Polish and Ukrainian people in East Lothian
- East Lothian Council English for Speakers of Other Languages (ESOL) – they have offered us the opportunity to engage with people in the Polish, Ukrainian, Syrian and African communities in East Lothian through Conversation cafes
- Milan – Milan has agreed to sit on the Independent Community Panel to represent the views of the South Asian Community in East Lothian
- MECCOP¹⁰ – we have contacted their local community health workers to find out how we can engage with the Gypsy Traveller Community in East Lothian.

Faith Groups

We have committed to ask Faith Groups to participate to ensure that they can play an active role and help us to reach out to the communities they serve. This has been through local churches and other places of worship.

Substance use

There should be more involvement of people in recovery about supports they might need in later life. This will be achieved by enlisting the support of MELDAP.

LGBT+

We will engage with our contacts in LGBT Health to help us to reach out to this community.

Fairer Scotland Duty

We did manage to secure engagement from people on lower incomes but more work needs to be done here. We will build more engagement with people in this group by enlisting the support of:

- Volunteer Centre East Lothian

⁸ <https://www.pasda.org.uk/>

⁹ <https://www.branchouttogether.org/>

¹⁰ <https://www.mecopp.org.uk/>

- East Lothian Council Poverty Officer
- Fa'side and Port Seton and Gosford (PSG) Area Partnership
- East Lothian Tenants and Residents Association
- The PSG Lived Experience Group

Veterans

We will enlist the support of the Lothian Veterans Centre to find out more from this group.

Accessibility

It is important to understand that different audiences will have very different requirements for accessing information about engagement and for participating. Therefore, we will use a range of engagement approaches:

- Face-to-face workshops
- Face-to-face focus groups for groups who need communication support or with particular needs / lived experience groups with issues that may be traumatic
- Attending community groups' meetings to engage
- Working with partners to engage with groups they support
- Briefing sessions for IJB and Elected Members
- Online meetings via Teams or Zoom (depending on participants' preference)
- Online surveys
- Social media information and polls
- Community updates / newsletters
- Website

Venues must be accessible by public transport and Disability Discrimination Act (1995) compliant. Venues with induction loops will be sought.

Information about the engagement can be produced in a range of formats on request, for example, Polish, South Asian languages, British Sign Language video, Easy Read and Dyslexia-friendly formats. Simple explainer videos with voice-over will be considered for people with low levels of literacy.

Where there is a need for Braille or audio files is identified, suitable customised information will be produced (that is, all text, no graphics). Information for older people with dementia will be produced in accordance with the Dementia Engagement and Empowerment Project (DEEP) guidelines.

Stakeholders

Matrix of interest

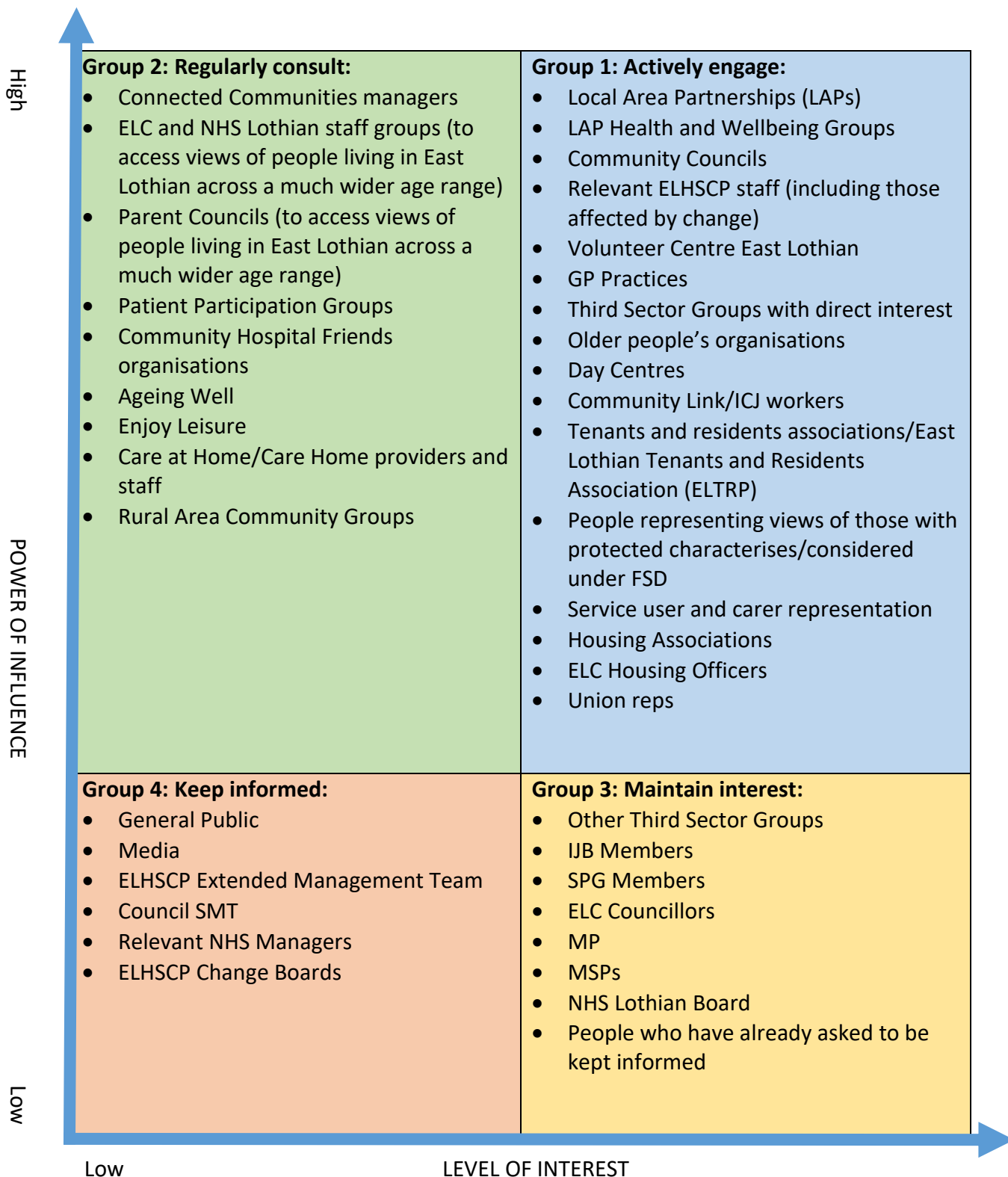


Figure 2 - Stakeholder power interest matrix

How stakeholders were identified

The Equalities and Engagement Officer contacted the following to try to get the best overview of all groups currently active in East Lothian:

- Volunteer Centre East Lothian, who supplied their community database
- East Lothian Council Housing, who supplied their stakeholder list and ELTRP contact list
- East Lothian Council Policy and Performance, who do not hold a stakeholder list
- East Lothian Council Libraries, who shared their Community Mapping document
- NHS Lothian East Lothian Health Inequalities team who shared their Community Mapping document
- East Lothian Council website for updating LAP and Community Council contacts.

This has enabled us to draw up a new master stakeholder list for this project.

How interest groups were prioritised

The matrix of interest above sets out how we want to engage with different groups.

- Group 1 (Blue) sets out the group we would like to directly engage in workshops and meetings that will help us develop a long list of potential solutions that communities would like to see for older people in East Lothian.
- Group 2 (Green) sets out groups of people whose views we would like to hear – this could be via surveys on options they would like to see or workshops relating to particular themes arising from feedback. It includes people in younger age groups, to try to encourage them in thinking more deeply about what they would want for themselves and their families as they age. People in this group may move to activities in Group 1 if they wish.
- Group 3 (Yellow) sets out people who should be kept aware of how the engagement is developing (this may be by newsletters or briefings) and they are welcome to comment and contribute options and may move to Group 1 if they wish.
- Group 4 (Orange) sets out people who we need to be aware that the engagement is underway and what the emergent themes are – they are welcome to comment/contribute options and to move to more active groups if they wish.

Feedback from all these sources will be recorded and included in the long listing process. We hope that by engaging with such a wide range of groups, organisations and individuals, we will be able to elicit a wide range of options, representing a wide range of experience, knowledge and need.

Adding additional interested parties.

Additional interested individuals or groups who come forward during the process, can be added to the stakeholder list. They will be considered by the Project Team based on criteria detailed above as to relevance of involvement with the process.

Engagement

Independent Community Panel

The planning and delivery of the engagement programme will be overseen by an Independent Community Panel, which will act as a 'critical friend'. The panel will include key stakeholder representatives (including those representing the views and experiences of groups with particular protected characteristics). Their remit will include:

- Maintain an overview of engagement materials and methods to ensure appropriateness and inclusivity
- Review progress of the engagement programme
- Review feedback and evaluation from events
- Propose changes to the engagement programme, methods and materials they feel to be necessary
- Participate in the Options Appraisal process
- Contribute to the final evaluation of the engagement programme.

Full details of the proposed Independent Community Panel members and Terms of Reference / remit can be seen in the Appendices to this document. The Independent Community Panel will meet 6-8 weekly throughout the engagement programme.

Attracting wider community engagement

Learning from previous engagements shows that community groups often prefer for the engagement to come to them in the first place rather than being asked to attend engagement events. With that in mind, we will be contacting Local Area Partnerships, Community Councils and East Lothian Tenants and Residents Association (ELTRP) to ask if Provision Project staff from ELHSCP can attend their meetings in late August and early September to:

- talk to them about the project
- ask them to start thinking about potential solutions
- share information about the project (including a link to a survey) and ask them to share it through their networks
- ask them to be involved in community meetings in October and November

As part of this, we will ask when and where it is best to meet with the groups in question.

A similar approach will be taken with Health and Wellbeing sub groups and these sessions may be undertaken by senior managers or by the Strategy Officers who already support these groups.

Survey

A survey will be developed early in the engagement process and its feedback used to inform the initial potential solutions longlist. The survey will be promoted to:

- The public
- ELHSCP, East Lothian Council (ELC) and NHS Lothian (NHSL) staff living or working in East Lothian
- Independent care at home and care home staff
- Community Groups on the Volunteer Centre East Lothian (VCEL) network
- Third Sector organisations
- The Independent sector including private providers of social care support.
- Parent councils
- Local Area Partnerships, Community Councils and ELTRP.

We hope by targeting ELHSCP, ELC, NHSL and independent Sector staff and groups like Parent Councils, we will be able to reach a slightly younger audience with a wide range of knowledge and experience. This is important as although the changes will be taking place in the next few years, we would expect people in middle-years age groups to be impacted by them as workers and carers, and later as potential service-users.

Particular efforts will be made to engage with Community Councils representing rural and coastal areas, to encourage participation and ensure that their experiences and the solutions that they want to see are represented on the longlist.

Elected Member briefing sessions

We will set up Elected Member (Councillor) briefing sessions. The purposes of these sessions are to:

- Introduce Councillors to the project and provide them with background information to give context
- Enable them to become engaged in upcoming activities if they so wish
- Ask them to use their networks to encourage participants to engage with the survey and the planned community sessions

Initial Workshop sessions

We propose to hold stakeholder engagement sessions for:

- ELHSCP staff and managers working with older people's, carers', learning disability, physical disability, mental health and substance recovery services
- ELC staff and managers working with tenants, supported housing, sheltered housing and housing strategy
- GP's and practice staff
- Volunteer Centre East Lothian
- Third Sector Groups with direct interest
- Older people's organisations
- Day Centre managers and staff
- Community Link/ICJ workers
- Tenants and residents associations/East Lothian Tenants and Residents Association (ELTRP)
- People representing views of those with protected characteristics/considered under Fairer Scotland Duty
- Service user and carer representation
- Housing Associations working in East Lothian.

The workshops will be well publicised and invitations will be opened up to anyone who contacts us to say they wish to attend. We have chosen to offer workshops so that people have more options in relation to work commitments, enabling more people to attend.

The sessions will explore the current issues for older people's services and will ask people to explore potential solutions they would like to see on the options longlist. The main focus of the sessions will be for attendees to have in depth discussions and agree the options that they want to contribute. Each group will have an information pack about current pressures, challenges, the rapid growth of the older population and it will also contain clear explanations about what is in scope when it comes to options, and what will not be possible to deliver. We want to encourage people to be as creative as possible but it is important that as far as possible the options being presented at the end of the workshops should be attainable.

Focus groups

We will hold smaller focus groups with service users and carers, including people:

- In recovery
- With mental health issues

- With learning disabilities
- With physical disabilities
- With dementia
- With experience of the Justice system
- With Autism Spectrum Disorder.

We will also seek to hold focus groups for:

- LGBT people
- Veterans (through the Lothian Veterans Centre)
- British Sign Language users (with Deaf Action) (with BSL interpreter(s) and BSL video introducing topic)
- South Asian carers (with translated materials) – facilitated by Milan worker
- Polish carers (with translated materials) – facilitated by Polish worker
- The Gypsy Traveller Community (if MECCOP can provide assistance)
- Lived experience of poverty (VCEL).

These will be small group sessions, developed and facilitated by the Equalities and Engagement Officer with the organisations and teams that support people in these groups.

Community workshops to review short list of options

Timeline

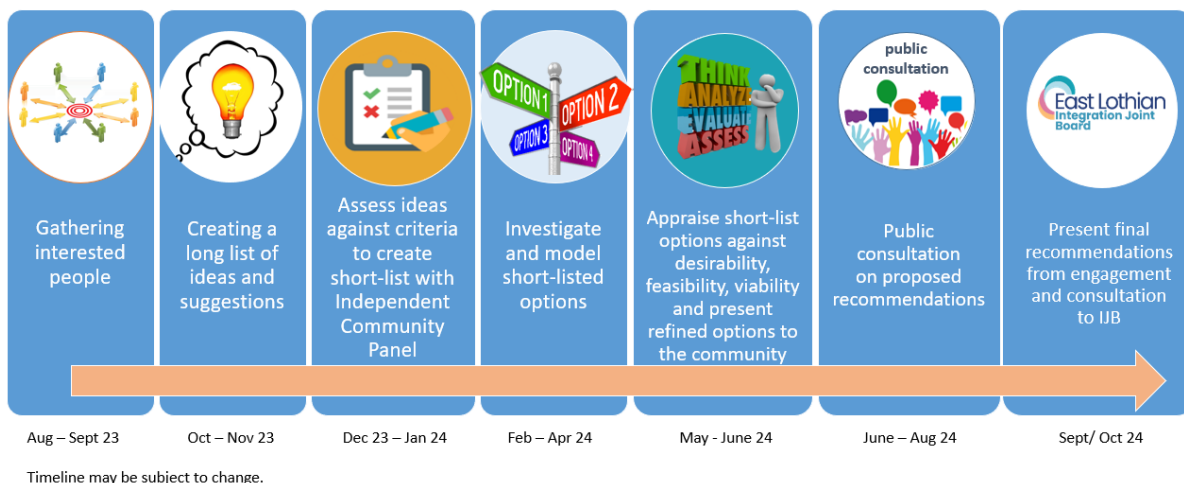


Figure 3 - Engagement and consultation process graphic

Following the initial round of engagement a long list of options will be developed. These options will then be tested against our pre-determined hurdle criteria¹¹ prior to being expanded and modelled further. A short list of options will then be prepared and an options analysis exercise undertaken by the Project Team and Independent Community Panel.

Further information on our hurdle criteria, options development and analysis methodology can be found within the [Provisioning Strategy Project – Options Development](#).

The short list of options that are proposed to proceed to the public consultation exercise will thereafter be put to local communities and key stakeholders as part of a series of community workshops designed to seek feedback and test our findings in the spirit of co-production.

It is less likely that people from ethnic minority, LGBT and other protected characteristic groups will attend these events, so we will try to elicit their views through the focus groups

These sessions will be open to people from all areas as we want people to consider options for older people in East Lothian as a whole, not just local options. Having a series of workshops will also enable greater flexibility for people to attend.

Engagement Packs

We will create an engagement pack to be used by the lead facilitators at engagement events. These will contain all of the necessary background data, briefing documentation, presentation materials and evaluation papers. Should the circumstance arise, this pack can also be used as a ‘train-the-trainer’ pack, so someone can step in and deliver the workshop at short notice.

The pack will contain:

- Background information pack (including what is in scope and what is deliverable)
- Engagement presentation and hand-outs
- Guidelines for delivery of session
- Facilitator’s notes
- Recording sheet for outputs from engagement, including options being put forward
- How to feed back

Opportunist engagement at community events

Wherever a suitable community event with suitable footfall is taking place, we should contact the organisers to take stalls / tables and do pop-up engagements with members of the public.

¹¹ Hurdle criteria – an obstacle or condition that needs to be overcome / met in order to progress to the next stage. Should an option not meet most or all of the criteria, the option will drop out of the appraisal process.

Public Consultation Planning

East Lothian Integration Joint Board and Health and Social Care Partnership are committed to developing options and planning the future of older people's services through extensive engagement, co-production and consultation. All of the engagement findings and a short-list of potential options will be compiled in to a draft final report to be subjected to a 12 week public consultation process. The feedback from the consultation will then be incorporated in to the final report prior to presentation to the East Lothian Integration Joint Board.

The 12 week consultation will adhere to the UK Government guidance on consultation practices as detailed [Consultations in the Scottish Government: guidance - gov.scot \(www.gov.scot\)](https://www.gov.scot/resources/documents/2018/04/Consultations_in_the_Scottish_Government_guidance_-_gov.scot.pdf)

Our overall approach to engagement and consultation is detailed within the [Provisioning Project Communications Plan](#).

Integrated Impact Assessments (IIAs)

Integrated Impact Assessments will be carried out in August before the engagement programme begins and in advance of the final IJB report to ensure that we can demonstrate that we have worked with groups and communities with protected characteristics or identified under Fairer Scotland Duty to assess the scope of the engagement and the potential impact of the chosen option on equalities and Fairer Scotland groups. The IIA also assesses for any potential Human Rights impacts. The February IIA will also enable us to see if the chosen options require any further action under the Climate Change Act or for sustainability issues.

Engagement standards

It is now accepted that public services that involve their users are likely to be of higher quality and more relevant to the communities they serve. The Scottish Government has built the principle of community engagement into policy and guidance to public services. This is most notable for Community Planning through which the Local Government Scotland Act requires all public services to work together. The guidance on the act states:

'Community planning is essentially a process to secure greater engagement from communities in the planning and delivery of services'.

Our engagements will adhere to the [National Standards for Community Engagement](#) and be informed and supported by:

- [Planning with people](#) (Scottish Government)
- [The Scottish Approach to Service Design](#) (Scottish Government)
- [HIS Engage Toolkit](#) (Health Improvement Scotland)

- [Quality Framework for Community Engagement and Participation](#) (Health Improvement Scotland)
- [Public Engagement A New Framework](#) (NHS Lothian)
- [Certificate of Consultation Readiness](#) (Consultation Institute)

National Standards for Community Engagement

- **Inclusion** – We will identify and involve the people and organisations that are affected by the focus of the engagement
- **Support** – we will identify and overcome any barriers to participation
- **Planning** – there is a clear purpose for the engagement which is based on a shared understanding of community needs and ambitions
- **Working together** – we will work effectively together to achieve the aims or the engagement
- **Methods** – we will use methods of engagement that are fit for purpose
- **Communication** – we will communicate clearly and regularly with people, organisations and communities affected by the consultation



Figure 4 - National Standards for Community Engagement

Defining community engagement

- **Community** refers to a group of people who share a common place, a common interest, or a common identity. There are also individuals and groups with common needs. It is important to recognise that communities are diverse and that people can belong to several at one time.
- **Engagement** covers a range of activities that encourage and enable people to be involved in decisions that affect them. This can range from encouraging communities to share their views on how their needs are best met and influence how services should be delivered, to giving communities the power to inform decisions and even provide services.
- **Co-production** is key to successful community engagement. It has been described as the process of active dialogue and engagement between people who use services, and those who provide them.

Co-production

The recent IJB Strategic Plan engagement shows that there is an appetite for co-production and collaborative working – from communities, from the Third Sector and from staff. It was acknowledged that to place greater emphasis on the role of community resources in helping people to maintain their health and wellbeing and prevent social isolation. Communities are rich in resources, creativity and commitment and we recognise the worth of approaches that focus on working together to get the best out of local resources and developing new resources that ensure equality of access and which communities value and meet local needs.

We commit to being transparent and sharing clear and comprehensive information about health and social care services with communities so that we can work together to improve and develop community-based approaches that support early intervention and prevention, tackle social isolation and promote better health and wellbeing for all. Co-production is at the heart of this and we are committed to placing much more emphasis on co-production during the life of this plan – a move away from ‘doing to’ to one of ‘doing with’.

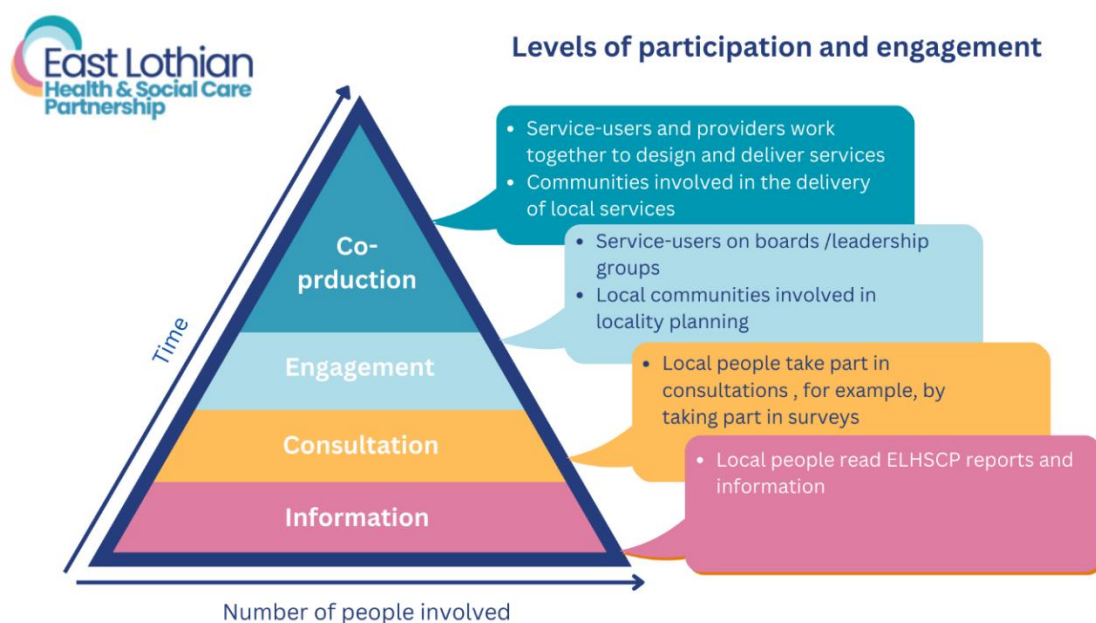


Figure 5 - ELHSCP Levels of participation and engagement

Feedback

We are committed to collating and feeding back regularly throughout the process. The diagram below demonstrates our intention.

The feedback cycle



Figure 6 - The feedback cycle

We will provide feedback newsletters at regular intervals throughout the engagement programme to:

- Maintain and grow interest for participants and potential participants
- Re-iterate the thinking behind the Older People’s Provisioning Project (including demography, needs analysis, Community Hospitals and Care Homes report, financial pressures, and the importance for people to take part as the decisions taken now will have a direct impact on them as they grow older)
- Report on sessions that have taken place and provide emerging feedback themes
- Highlight upcoming events and remind people of the engagement timeline and the range of options for taking part.

We will also use our website, social media and local media to keep people updated with progress including emerging themes, publicise events and stimulate as much participation as possible.

Evaluation

We will ask participants to evaluate participation events they have attended throughout the programme, and findings will be shared with the Independent Community Panel, who will help us to refine approaches wherever necessary. The evaluation will collect information about:

- The accessibility of the presentation
- The format of the session
- Their experiences in workshops/focus groups
- The accessibility of the premises
- What we could have done better
- Whether they felt that they were valued and listened to during the session.