

Report of the Strategic Director, Health and Wellbeing to the meeting of Health and Social Care Overview and Scrutiny Committee to be held on 25th October 2018

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Subject: Report on ways to improve consultation with vulnerable groups

Summary statement:

This paper provides information on what the authority is doing to ensure that its consultation processes with vulnerable groups is conducted appropriately.

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Portfolio:

Healthy People and Places

**Overview & Scrutiny Area: Health and
Social Care**

1. SUMMARY

- 1.1. This paper provides a progress update on what the Local Authority is doing to ensure that its consultation processes with vulnerable groups is conducted appropriately.

2. BACKGROUND

- 2.1. Between February and August 2016, the Council conducted a consultation on the proposed Change to Bradford Council's Contributions Policy for non-residential services. Whilst the contributions policy itself has been agreed politically and is legally justified, the authority was subject to a Judicial Review on the way the council conducted the consultation
- 2.2. In September 2016- the Health and Social Care Overview and Scrutiny Committee received a report from Healthwatch and raised concerns about the consultation on changes to the Adult Social Care Contributions Policy. This was followed by consideration of a Judicial Review.
- 2.3. There were lessons to be learnt in the way that we conducted the consultation into the contributions policy. These can be summarised as follows:
- Lack of information in the budget consultation process which made it difficult to identify likely impact upon affected groups
 - Delay in deciding if more targeted consultation was needed (post budget decision)
 - Not following the Gunning Principles (which are best practice principles for ensuring a fair consultation) when deciding
 - what we are consulting on,
 - how best to engage and where to engage, and
 - when to consult which gives sufficient time for all involved.
 - Inaccessible consultation process which led to additional work and use of resources
- 2.4. This paper outlines what we have been are doing to ensure our consultation processes with vulnerable groups are appropriate and meaningful.

3. What the Council are doing to improve consultation with vulnerable groups

- 3.1. Over the last two years, the Council has carried out a number of changes in order to promote best practice in consultation. This includes:
- The implementation of the consultation framework devised in 2017; and;
 - our accessible information policy.
- 3.2. These initiatives will ensure that any mistakes from previous consultation exercises will not be repeated.

Consultation Framework

- 3.3. In 2017, Bradford Council developed and adopted a corporate approach to consultation, to ensure an agreed methodology, best practice sharing, and the opportunity to maximise consultations authority wide. This also provided an opportunity to ensure future consultations were robust and did not leave the Council inadvertently at risk of challenge due to poor practices. This process was reported to Corporate Overview and Scrutiny in April 2017 with the committee supportive of the work progressing.
- 3.4. The new framework was timed with the Local Government Association (LGA) launching its interactive '[New Conversation's Guide](#)'. Bradford Council worked closely with the Campaign Company, who had been commissioned by the LGA to create this toolkit. The Campaign Company consequently came to Bradford to launch the new toolkit across the region. Alongside this colleagues from across the Council took part in a training masterclass run in partnership between Bradford Council and the Campaign Company.

Bradford Council's Consultation Toolkit and Calendar

- 3.5. Bradford Council also created its own local Consultation Toolkit, which guides staff and members to key parts of the New Conversations Guide, and then provides local advice and direction on how best to approach consultation. A [consultation calendar](#) was also launched, where the public as well as staff and members can view what consultation is taking place, providing an opportunity to reduce duplication and consultation fatigue, and sharing the outcome of consultations. Officers are responsible for ensuring this calendar is

populated and updated.

3.6. Bradford Council's toolkit itself (available on the Council's intranet, [BradNet](#)) outlines what consultation is and when it should take place; who to involve; working with elected members; consultation evaluation; how to use the calendar; digital consultation; legislation overview and how to seek more help.

3.7. It follows the Gunning Principles which emphasise 'fairness' with the following courses of action:

- Consultation should take place when the proposal is still at an early stage.
- Sufficient reasons should be put forward for the proposal to allow for intelligent consideration and response.
- Adequate time must be given for consideration and response.
- The product of consultation must be conscientiously taken into account.

3.8. The intention of the toolkit is that as an organisation we will be better able to:

- Ensure there is a clear understanding of, and commitment to consultation and engagement by officers and elected members, and skills, tools and capacity to deliver among officers.
- Ensure consultation and engagement is inclusive, well co-ordinated, achieves value for money and meets good quality standards.
- Ensure the council's consultations comply with relevant statutory and legal requirements.
- Achieve continuous improvement by learning from the evaluation of all significant consultation and engagement activity.
- Ensure that the views of local people are used to help identify priorities, influence policy, service delivery and decision making.
- Provide clear and timely feedback following consultation.
- Ensure information on consultations is easily accessible.

3.3 Service consultation leads

3.9. As part of the launch of the toolkit and calendar within the Council, service consultation leads/champions were also identified across all areas of the authority. These leads and champions have been trained in order to ensure that all parts of the Council were aware of their responsibilities and had service specific support when needed.

3.4 Health and Wellbeing

3.10. Over the last two years, the Health and Wellbeing department's been built around taking a person centred approach in its dialogue with the people it supports. This means focusing on peoples' strengths, and enabling people to take properly understood, proportionate and positive risks in living their lives. This is reflected in our approach to consultation and engagement with people we support, their carers and advocates to sign post them to alternative options for support or ensure they are fully aware of any potential change in support provision or are provided with options for changes at the earliest opportunity possible. The approach taken by the department includes a mix of face to face conversations, focus group discussions, community surgeries and questionnaires - examples include:

- **Big Local Conversations:** Adult Services, Lancaster University and BTM are working together to have conversations with people with Learning Disabilities and on the Autistic spectrum to explore the idea of what a good life looks like.

The project is being steered by a group of independent disability led organisations including BTM, Bradford People First, Specialist Autism services, , Equality Together, and Keighley and Craven People First and HfT (Home Farm Trust) who have 750 people who will be moving from the block contract and the information we gather from this conversation will help inform this move with the intention to make changes which are person centred and asset based)

Stage 1 is the development of an accessible questionnaire based on the Health Inequalities Determinants framework so that we can form a base line. This is planned to be sent out this week.. Care workers and Social care workers will also be asked to complete the questionnaire to give us a comparator. The results of this will inform the BIG Conversations held later.

Stage 2 Development of film clips to support pre conversation meeting with disabled people who will where possible lead the actual conversations.

Stage 3 Five to six events across the district in appropriate locations where possible led by people with a Learning Disability or

on the Autism spectrum and will include a variety of means by which people can communicate their views – interactive sessions, filming opportunities, ‘What I think’ booth, group discussions etc.

- **Community Based Social Work:** supported through the National Development Team for Inclusion we are moving towards a model of community based social work practice which recognises people as experts of their own lives and builds on the strengths within their natural networks of support from community and family. This can be described as co-production. As part of this work we are developing Let’s Connect hubs across the district so that people can have a face to face chat with a social care worker. Co-production brings people and organisations together around a shared vision. There is a focus on communities and each will be different. Let’s Connect Keighley has hubs in Keighley Healthy Living Centre on Tuesdays and will soon be opening in the Market on Thursdays. Let’s Connect Bradford has a hub in the Bedale Centre on Buttershaw Estate.

This approach focusses on community and working in a person centred way with a focus on seeking alternatives to paid support and if support is needed not going straight to ‘traditional options’. The approach has helped us map the wide range of support services being provided by community services and this is being included in a community directory which is a part of our Connect to Support platform. This is website which provides information for adults with care and support needs. The focus is on empowering people to live happy, healthy lives, where they are in control.

- The department has worked with Bradford Talking Media to consult with focus groups on the development of our approach and policies around Independent Support Funds (ISF), Market Shaping, and Home First. The **focus groups** were asked to provide their thoughts on the policies and their feedback on content and presentation was reflected in the final published documents.
- As part of the process of how people are reviewed and assessed, the department is looking to embed the **Personal Outcomes Evaluation Tool (POET) survey**. The Survey has been developed with the Centre for Disability Research at Lancaster University, to measure the outcomes of personal budgets and personalised care

and support, and the impact they are having on people's lives. The implementation of the survey will allow us to more closely monitor and track outcomes for individuals and the service on an ongoing basis.

- On an annual basis the department undertakes the **Adult Social Care Survey (ASCS)**, which asks people who are over 18 and who use adult social care about their experiences. The questionnaire looks at how these services are helping people to live safely and independently in their own homes. The findings from the survey help to inform the department on areas where our approach can be strengthened to improve outcomes for individuals. The findings are reported as part of the Adult Social Care Outcomes Framework.
- As part of Public Health's Self Care and Prevention Programme, we have commissioned the VCC Alliance to engage with adults, children and young people, parents and families in Bradford District and Craven focusing on three key topic areas:
 - Choose Well (using 'Choose Well' and 'Is My Child Unwell' campaign resources)
 - Winter Wellness Campaign (promoting 'keep warm, keep well', flu vaccination campaigns, management of respiratory conditions and parents/guardians of 2-to-3 year olds)
 - Mental Wellbeing (using 'It's Okay not to be Okay, Five Steps to Wellbeing and 'Time to Talk' campaign resources).

The engagement campaign will include face to face sessions in schools, children centres and at other community settings and local events and the use of digital communications tools to raise awareness. The campaign started in September 2018 and will continue through to March 2019.

- The Engaging People consultancy undertook some engagement sessions earlier this year on behalf of the **Self Care Programme**. They delivered a range of sessions with over 18 different groups and spoke to 269 people on positive self care choices and how they as individuals can make improvements. The approach taken for these sessions included interactive activities and facilitated conversations.

- Public Health is working with Pharmacy students at the University of Bradford around engagement being offered as part of their curriculum. As part of this partnership arrangement students will provide 10 hours community engagement supporting the delivery of public health messages during Self Care Week (equates to approximately 1200hours of service provision). Students will also become public health champions and deliver council-led priority public health messages to staff and students at the University (linked to the Bradford Health Charter).

Case Study: Safeguarding Voice

- 3.11. The Safeguarding Voice Group has been running since 2011. It is our community reference group and is made up of older people, disabled people, carers, volunteers and the public. Any work the Safeguarding Adults Board does is taken to the Voice Group so that views of the group are heard.
- 3.12. The group aims to:
- listen to people's views and experiences of safeguarding adults
 - help us improve services and information so we can safeguard adults better in the district
 - help people speak up, have a voice and keep everyone safe.
- 3.13. Key achievements of Safeguarding Voice for 2017-18 include:
- Learning about door step crime
 - Feedback given on the proposed changes to the Safeguarding Adults Policy and Procedures
 - Information stalls held at the Easier Access Event and at the Broadway shopping centre
 - Delivered Safeguarding Bingo workshops
 - Delivered workshop on 'How to keep your organisation Safe' Toolkit
 - Led on delivering a session on Making Safeguarding Personal (MSP) to Adult Social Care staff
 - Led on running the Safeguarding Adults Public Conference 'Making it real'

- Produced a film on YouTube on 'Making it Real' Safeguarding Adults Public Conference
<https://www.youtube.com/watch?v=UcWI8-Fnego>
- Addressed issues around abuse and mistreatment of disabled people on public transport
- Involved in Local Government Association(LGA) and Association of Directors of Adult Social Services (ADASS), new resource Making Safeguarding Personal - Supporting increased involvement of service users
- Attended LGA's and ADASS's conferences in London in January and March 2018 to present how the SAB and Voice work together
- Reviewed Safeguarding Adults Boards (SAB) 2016-17 annual report and gave feedback on how to make the next annual report more accessible
- Officers from Leeds and Kirklees Safeguarding Adults Boards attended Safeguarding Voice to learn about the group and share ideas
- Working together with West Yorkshire Police on feeding back on their 'Know me to protect me' toolkit
- Learning about raising awareness through social media
- Started work on planning for SAB's public engagement event on its new three year plan.

"Being part of Safeguarding Voice gives us a chance to share ideas and stories with others. It is not just sharing because much of it is acted on in the groups work and by the Safeguarding Adults Board. It really is about making it personal; we are truly involved. The contacts there have helped us in our own work to make others aware of abuse".

Case Study: Integration Strategy

- 3.14. The Social Kinetic was commissioned by The Council to engage the 'communities of Bradford District' to identify strategies/ideas. The aim was to gather people's views and get to the heart of some of the most persistent integration challenges in the district and would build happier, stronger communities with more opportunity for everyone. More than 630 people were engaged over three events in Bradford, Shipley and Keighley. Many conversations lasted more than

an hour each. Each event had a mix of people from different ages, faith groups, ethnicities and gender.

- 3.15. The approach was to test a list of seven ideas and initiatives on behalf of the Stronger Communities Partnership and identify a shortlist which 'local communities' believe will work. The community research days were designed to ensure people felt welcome, relaxed and at ease to participate. Refreshments and food were provided. There were activities for children including a face painter. People could engage for five minutes or two hours. Social Kinetic worked with the Council's Stronger Communities team to;
- Engage as broad a group as possible both through qualitative and quantitative research
 - Ensure there was sufficient geographic spread
 - Engage with people informally and in more detail, in groups where people would feel comfortable to talk openly about their experiences, views and recommendations.
- 3.16. Differences in what people said by area, age and gender were recorded.

Case Study: Restructure of SEND (Special Educational Needs and Disabilities)

- 3.17. This was a major consultation on the revised proposals for the restructure of SEND Specialist Teaching Support Services for children and young people with SEND to improve their educational outcomes. The consultation took place between 2 May 2017 and 6 June 2017 when Children's Services undertook a period of engagement on proposals to remodel SEND services 0-25. This was then followed by a further consultation from 26 June 2017 to 31 August 2017.
- 3.18. consultation and engagement included:
- Parents and Carers Forum
 - Head teachers
 - SEND Strategic Partnership
 - Elected members
 - Managers and teams in Children's Services
 - Health and Well-Being Board
 - The Schools Forum
- The consultation was promoted in a number of ways: Through the Local Offer website, Bradford Schools Online (BSO), the Council's consultation website, the SEND summer conference 2017 and

attendance at events such as the Head teachers' briefings, Schools Forum, Partnership meetings such as the Integrated Early Years Strategy Group, the SEND Strategic Partnership, and the Bradford Primary Improvement Partnership (BPIP).

- 3.19. An online survey to schools was also undertaken in the 2017 summer term about the work of the specialist teaching support services. This generated 134 responses. EasyRead versions were produced and circulated to key groups.

Case Study: SDP Access to Information Group

- 3.20. The Access to Information Group is a well established group (formerly an action group of the Strategic Disability Partnership). The group works on projects to make sure information is accessible. Bradford Council along with its colleagues in the CCGs and the Police support this group so that it can be a critical friend to the Council. This group also acts as a "stakeholder" when the government consults on implementing the AIS standard.

Accessible Information Standard (AIS):

- 3.21. This standard requires all providers of health services and adult social care services make sure that disabled people:

- have access to information that they can understand and
- can access communication support that they might need.

- 3.22. There are five steps to the standard which are explained in Appendix 3. A policy is being developed to expand the good practice from the implementation of the AIS programme to all customer access points in the Council. Applying these standards will complement future engagement activities.

Review and next steps

- 3.23. The consultation process is continually under review and we will continue on-going activity to promote best practice across the authority. Given recent changes in senior management, we are planning to run a session on consultation for an upcoming Council senior leadership team meeting in November and will ensure that the consultation toolkit is promoted at the council's management conferences as part of the upcoming Budget process.

4. FINANCIAL & RESOURCE APPRAISAL

There are no financial issues arising

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

No significant risks arising out of the contents of this update.

6. LEGAL APPRAISAL

There are no direct legal consequences of this report.

7.0 OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

The issues within the report directly support one of the Council Equality objectives . Namely: Accessible Services. An Equality Impact Assessment may be required to inform the implementation of the Consultation Toolkit.

7.2 SUSTAINABILITY IMPLICATIONS

None

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

7.4 COMMUNITY SAFETY IMPLICATIONS

None identified

7.5 HUMAN RIGHTS ACT

Under the Human Rights Act 1998 it is unlawful for any public body to act in a way that is incompatible with an individual's human rights. Where an individual's human rights are endangered Local Authorities have a duty to balance those rights with the wider public interest and act lawfully and proportionately. The most relevant rights for the purposes of this report are:

- The right to respect for private and family life
- The right to freedom from inhumane and degrading treatment
- The right not to be discriminated against in respect of these

rights and freedoms

The obligations on public bodies under the Human Rights Act 1998 require vulnerable individuals their families, carers and relevant members of the public be involved in any consultation process and planning of changes and that planning of change is fair and proportionate.

7.6 TRADE UNION

There are no current Trade Union matters for consideration. However as the work progresses, should any Trade Union implications be identified which need to be considered, will be addressed through the usual consultation mechanisms.

7.7 WARD IMPLICATIONS

No specific ward implications are identified

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

Not relevant in this instance

7.9 IMPLICATIONS FOR CORPORATE PARENTING

None

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

Any engagement activity will need to follow the guidelines of the General Data Protection Regulations (GDPR)

8. NOT FOR PUBLICATION DOCUMENTS

None

9. RECOMMENDATIONS

That Members consider and comment on the details presented in this report and associated appendices and agree any specific matters that may require further scrutiny action.

10. APPENDICES

Appendix 1: Consultation Toolkit (separate document)

Appendix 2: Toolkit checklist (separate document)

Appendix 3: Accessible Information Standard for

12. BACKGROUND DOCUMENTS

- Corporate Overview and Scrutiny Committee report – Improving our approach to corporate consultation (April 2017)
<https://bradford.moderngov.co.uk/ieListDocuments.aspx?CId=139&MId=6413&Ver=4>
- Local Government Association New Conversations Guide
<https://www.local.gov.uk/new-conversations-lga-guide-engagement>



“The more you talk to people, the clearer things become and the easier it is to determine what you should be doing. Don’t wait until there is a problem to have a conversation.”

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INTRODUCTION

Bradford Council is committed to finding out what people think about the issues and services that affect them. The Council regularly consults residents and other stakeholders to seek their views on proposed changes to council services, plans, policies and other important issues. Our consultations have a specific start and end date and help to inform decisions that the council makes. As well as consulting on specific issues, we work in partnership to carry out longer term engagement. This involves working with communities to ensure they are empowered, supported and developed to be involved in decisions that affect their lives.

This toolkit has been developed to support Councillors and officers within the council to help better understand consultation and engagement. In the past consultation was undertaken by specialists within the council, now staff across the organisation with different levels of experience and expertise get involved in delivering consultations and engaging with service users. This guide has therefore been developed for the council to build stronger dialogue between residents and the council.

The intention is that with this toolkit that Councillors and officers will be better able to:

- ensure there is a clear understanding of, and commitment to consultation and engagement by officers and elected members, and skills, tools and capacity to deliver among officers.
- ensure consultation and engagement is inclusive, well coordinated, achieves value for money and meets good quality standards.
- ensure the council's consultations comply with relevant statutory and legal requirements.
- achieve continuous improvement by learning from the evaluation of all significant consultation and engagement activity.
- ensure that the views of local people are used to help identify priorities, influence policy, service delivery and decision making.
- provide clear and timely feedback following consultation.
- ensure information on consultations is easily accessible.

It is vital services have active and on going engagement with their current and potential service users, to ensure those services continue to be effective and fit for purpose, and also to help support any changes services may need to make. In some cases more formal consultation then needs to take place, at which point particular 'rules' apply which everyone needs to be aware of. This toolkit provides advice on engagement with a special focus on consultation. It makes direct reference to the Local Government Association New Conversations guide, launched in early 2017 as good practice. Opportunities for further advice and support are also outlined, including how to better engage with 'communities of

interest', residents of the district's constituencies and wards and departmental consultation champions.

CONSULTATION GUIDANCE – LGA 'NEW CONVERSATIONS GUIDE'

In recognition that working with communities is more important than ever, in February 2017 the Local Government Association produced a consultation and engagement guide to support Local Authorities in this work. The guide helps Councillors and officers work towards building stronger dialogue between councils and residents. It covers all aspects of engagement running from formal consultations to more deliberative and informal listening exercises. It also supports improvements in statutory consultation practices to help avoid legal challenges and encourages engaging in more creative ways.

Bradford council's toolkit does not look to replicate the detailed advice from this guide, but adds a local flavour through identifying some of the support tools and processes available within the council, over and above the New Conversations Guide.

However, for ease of access, outlined in this section is a summary of some of the key elements of the guide, with references to the appropriate sections.

[LGA New Conversations guide](#)

1. ENGAGEMENT, CONSULTATION OR SOMETHING ELSE

(page 31 of New Conversations guide)

Engagement in effect means anything that creates a stronger two-way relationship between the council and communities. When thinking about engaging around a specific issue, you need to be clear on the difference between engagement and consultation. Other types of engagement include listening events, co-production, participation, information drives, but these are not consultation. From the outset you need to be clear that consultation is a specific and concrete term, and 'engagement' is a much broader and more varied one. Some of the differences are outlined here, with citizen power being the ultimate ambition.

- Information-giving: where residents are informed, but have no influence.
- Consultation: where residents can inform decisions, but don't have the final say.
- Co-production: where things are done jointly, acting together.
- Supporting citizen power: where residents lead and the council stands back.

The more sophisticated your approach to engagement, the less you'll need to rely solely on individual consultation exercises.

(1) Consultation Golden Rules

- Consultation must be at a time when proposals are still at a formative stage.
- You must give sufficient reasons for your proposals to allow consultees to understand them and respond to them properly.
- You must give sufficient time for responses to be made and considered.
- Responses must be conscientiously taken into account.

2. INVOLVING ELECTED MEMBERS

(page 88 of the New Conversations guide)

Councillors have a huge and vital role to play as decision-makers and at the front line of engagement. In local government there is the expectation that democracy is participatory, with Councillors bringing those they represent into conversations about the district and the services public bodies deliver. It is therefore vital that Councillors are involved in all engagement and consultation activity.

(2) Involving Elected Members Golden Rules

- Elected members are at the forefront of the Council's engagement activities and have a wealth local knowledge and expertise to help shape consultation.
- Portfolio Holders should be given the opportunity at the outset to be involved in the planning of major consultations.
- For more local consultations ward councillors should be made aware and given the opportunity to be involved.

3. WHO TO ENGAGE WITH AND HOW

(page 37 of the New Conversations guide)

You will need to use a variety of consultation methods to ensure that you are providing the best opportunity for people to take part. A key consideration when deciding which engagement and consultation methods to use is to select the method(s) which will get the best response from those you have decided to consult.

You should consider:

- What you need to know and what type of information you are seeking.
- Who you need to hear from; what the best way to contact/consult them is.
- How complex the issue is.
- How involved people are prepared to be, what your timescale and budget is.

To help this process a stakeholder mapping exercise can be undertaken, p44 of the LGA New Conversations guide will help you with how to do this.

(3) Speak to people, don't wait until there is a problem to have a conversation

It is important to speak to people including service users even when you don't have to, as this can help cultivate trust and understanding. If you wait until there is a problem or issue that requires formal consultation, then that trust will not be built. People are then less likely to get involved and will be less willing to be part of the problem solving.

4. FEEDBACK

(referenced throughout the New Conversations guide)

Feedback is an important part of consultation and demonstrates to people that you have listened to their views and that you have used them to inform decisions. They are then more likely to get involved in the future, and feel part of their community and decisions affecting them. Lack of feedback or poor quality feedback can lead to high levels of dissatisfaction and disengagement. You should provide feedback on consultations with an explanation of the difference it made.

5. EVALUATION

(page 72 of the New Conversations guide)

Good evaluation tells you what went well and what didn't. It highlights areas for improvement and how to achieve better value-for-money in future engagement work. It should happen throughout any process, but with special attention at the beginning and end of any consultation exercise. Evaluation includes reflecting on the work of others, not just your own, be that through benchmarking nationally, or considering what other parts of the Council have undertaken. (See Bradford's Consultation Calendar on page 7.)

6. LANGUAGE

(referenced throughout the New Conversations guide)

When designing your consultation materials you must make sure that the language and the terminology you use is clear, informative, and will not confuse those taking part. Ensure you use 'plain English' and present your materials in a clear and concise manner.

(6) Definition of plain English:

"A style of communication that uses easy to understand, plain language with an emphasis on clarity, brevity, and avoidance of overly complex vocabulary."

For further information on how to write in this style, refer to the Plain English Campaign guidance.

CONSULTATION CHECKLIST

The LGA New Conversations guide provides the detail of how to undertake a consultation. A more detailed stand alone checklist is in development for Bradford and will follow in autumn 2017. However listed below are the key steps in the actual process of undertaking a consultation (as per the LGA guide), and can be used to provide officers with assurance that the principle areas of best practice are being covered.

- Agree why you need to consult and who needs to approve it
- Decide who you need to consult with (stakeholder mapping)
- Research previous and planned consultations (see Bradford's consultation calendar)
- Decide when and for how long you need to consult
- Decide what consultation method(s) to use, including resource identification
- Develop a consultation and communications plan
- Design your consultation and start to consult
- Analyse, interpret and report results (upload on to the consultation calendar)
- Provide feedback to participants
- Evaluate the success of your consultation

The gold standard of good consultation (as outlined by the Consultation Institute's Charter) must take into consideration:

1. Integrity: Intentions must be honest, and with a genuine willingness to listen and be influenced.
2. Visibility: There should be a real effort to make all of those who have a right to participate aware of what's going on.
3. Accessibility: There needs to be reasonable access, using appropriate methods and channels and catering for hard-to-reach groups.
4. Transparency: Things submitted need to be made public and data disclosed, unless there's a specific reason to make them exempt.
5. Disclosure: All relevant material and context should be disclosed by the council, and in return residents should disclose the full range of local opinion.
6. Fairness: Assessments and interpretations of consultations need to be objective. Decisions need to be representative of the spread of opinion.
7. Publication: Participants have a right to receive feedback on the final output, and on the eventual outcome of the process.

CONSULTATION CALENDAR

Consultation Calendar has been developed to help the public, officers and Elected Members know what consultations have previously taken place, are currently being run or are scheduled for the future. It also provides an opportunity to share feedback on those consultations that have already taken

place. It is important the information you seek to find out from a consultation does not already exist, the calendar will help with this. We must avoid duplication and the resulting consultation fatigue for participants. This will lead to better efficiency, improved coordination and engaged individuals and communities.

The calendar is hosted on a page that introduces consultation to the general public

<https://www.bradford.gov.uk/consultations/current-consultations/consultation-and-engagement/>

Details of all consultations are then provided in a [tabulated](#) and [calendar](#) format. These features are hosted on the <https://bradford.moderngov.co.uk> web pages where Committee Minute details are also held.

The calendar requires individual services to upload their consultation information including dates of the consultation, purpose of the consultation, methods of consultation (might be a workshop, event, focus group, survey etc) and contact details. Once closed, feedback to participants ('you said, we did') from consultation should be listed here as well.

For training on uploading information to the consultation calendar please put in a service request by telephoning 1234, or online through [BradNet \(IT Support\)](#). You can then make arrangements with the web content team to receive that support – for further information please contact Stephen Pickles, webcontent@bradford.gov.uk, 01274 435044.

CITIZEN'S E-PANEL

Bradford Council's Citizen Panel was launched in November 2016. The panel consists of approximately 1,800 Bradford citizens who fit the demographic profile of the district and therefore representative of the district. Panel members have agreed to complete up to 10 surveys a year that will be primarily distributed electronically through the Council's survey system (with some choosing a paper version).

The panel has been set up to help us to find out what people think about lots of different projects, changes, strategies and other things that we have planned. People will also have the chance to tell us about the area they live in, what they think of the services we provide and whether they think we are doing a good job.

The Panel is constantly being updated and any one who would like to join the panel can apply by completing a form available on the council website or contacting the panel administration officer. Should they meet the right profile they will be signed up as soon as a place becomes available. We encourage all survey designers to promote the opportunity of joining the Panel to the people

they are engaging with. This broadens opportunities, and ensures the Panel remains well supported and meaningful.

For further information please contact the Office of the Chief Executive – Yeron Meah, 01274 437261, yeron.meah@bradford.gov.uk.

SURVEYS, DIGITAL CONSULTATION AND PROMOTION

ELECTRONIC SURVEYS

Surveys are a great means of reaching a wide audience in an efficient and effective way. They can be easily and quickly circulated, provide consistent questions and a comprehensive means of analysis and reporting. Web users can also access the information 'on the go' and is a straight forward means for many people to interact with the Council.

However it is also acknowledged online surveys should not be the only means for engagement or consultation, as there can be restrictions to accessibility, and other people simply prefer not to complete surveys in any format.

Bradford Council has an agreed product for undertaking online surveys, through a system called SNAP. This is a secure, reliable and robust system that supports survey design, build, comprehensive analysis and reporting. It is available via the internet and does not require dedicated software. The surveys can be designed for access online through desktop devices or hand held mobile devices (smartphones and tablets), as well as produced on paper.

Colleagues across the council are trained to use the system and are available to support others in its use. A user group is also in place to ensure system updates and capabilities are widely shared. Further training can also be accessed from SNAP or colleagues on request.

For further information on surveys, to discuss training needs or find out who your survey (SNAP) champion is please contact the Office of the Chief Executive – Karen Gent on 01274 432846, k.gent@bradford.gov.uk.

FACEBOOK

The main Bradford Council Facebook page can be a way of engaging local people in consultations. Local people on Facebook care strongly about certain issues. As of May 2017 there were approximately 7,800 people who had 'liked' the Council Facebook page. If we share a consultation here that captures people's interest, it is likely to get a lot of responses, but items with only niche interest are unlikely to get a lot of responses.

As well as people clicking links to a consultation from Facebook, people will often discuss and comment directly on Facebook. In these instances it may be

necessary to manually gather these comments and feed them into the consultation process.

In addition, there are a number of other service Facebook pages across the council which might be used for consultation or to share other consultations. Also, beyond council owned Facebook pages, there are a number of local Facebook Groups in which relevant consultations can be shared. Consultations in these groups would need to be done by individual officers, rather than being done by the corporate Council Facebook page.

For further information please contact the Office of the Chief Executive – Albert Freeman, 01274 437374, albert.freeman@bradford.gov.uk.

TWITTER

The main Bradford Council twitter account is another way of engaging local people in consultations. As of May 2017 there were approximately 15,600 followers of @bradfordmdc. We post more frequently on Twitter than we do on Facebook, but often get a lower engagement rate.

In addition to the main Council twitter account, there are a number of service specific Twitter accounts which could be used to share relevant consultations. There are also a number of council officers who use Twitter themselves, and this can be another effective way of sharing a consultation, though any responses to these messages would need to be monitored by the officer the.

As well as people clicking links to a consultation from Twitter, people will often discuss and comment directly on Twitter. In these instances it may be necessary to manually gather these comments and feed them into the consultation process.

For further information please contact the Office of the Chief Executive – Albert Freeman, 01274 437374, albert.freeman@bradford.gov.uk.

PRESS RELEASES

Press releases in themselves are not a form of consultation. However they can be used to promote more widely available consultations or engagement activity. They are a means of conveying a message to the public, disseminated through a range of local media contacts such as local news papers, radio and TV stations as well as online publications. Press releases can also be communicated via social media channels such as Facebook and Twitter. The release can be attached as a link. The press release can outline why and how a consultation is taking place and advertise any future events which people can attend. More information is available on [BradNet](#).

For further information please contact the Office of the Chief Executive – Jane Lewis, 01274 434665 jane.lewis@bradford.gov.uk and Sue Butterfield, 01272 434876 sue.butterfield@bradford.gov.uk.

STAY CONNECTED (Council's email subscription)

Stay Connected is the Council's email subscription service. There are over 50 public topics that people can subscribe to.

One of these topics is specifically for consultations, and any new consultation that is added to the Council's ModernGov system is automatically sent by email to subscribers of that topic. As of May 2017 there were approximately 1,300 subscribers to the consultations topic. In addition, consultations relating to specific services can be manually sent to subscribers of other topics where appropriate.

An advantage of Stay Connected over social media is that people receive the information directly into their inboxes, rather than just in their social media newsfeeds. Consequently, you are more likely to get a higher level of engagement through Stay Connected than through social media.

People can subscribe to Stay Connected:

<https://www.bradford.gov.uk/stayconnected>

For further information please contact the Office of the Chief Executive – Albert Freeman, 01274 437374, albert.freeman@bradford.gov.uk and Clare Bussingham, 01274 437780 clare.bussingham@bradford.gov.uk.

THE BRADFORD APP

Bradford Council has an app which people can download to their mobile devices. Important consultations can be advertised on the app using the app banner. This can be arranged through the Council's Design Studio and has been used for consultations such as on the Council's budget. Consultations can also be added to the News and Events section of the app.

For further information and to discuss the use of the app for your consultation please contact ICT services, Helen Valentine – 01274 434891, helen.valentine@bradford.gov.uk, or Office of the Chief Executive – Jane Lewis, 01274 434665, jane.lewis@bradford.gov.uk.

LEGISLATION OVERVIEW

Engagement and consultation is a key part of any public body's work, to help us continue to develop and deliver the right services to right people in the right way. This approach is backed up and supported by some key pieces of legislation that all those involved in engagement and consultation should be aware of.

There are some duties imposed by legislation on a public authority to consult before taking a particular decision or undertaking a particular function. There

are also some 'common law' practices that Bradford Council would be expected to adhere to.

COMMON LAW CONSULTATION

As a consequence of past judicial reviews a series of recommendations are also in place which are now seen as 'common law'. In effect courts recognise consultees' rights to expect fair consultation processes, and as such Bradford Council commits to undertaking a consultation in the following circumstances:

- when there has been a clear promise of consultation
- where official guidance or policies imply a promise to act in a particular way
- where there is a withdrawal of a benefit with significant impacts to be considered
- where the nature of the relationship would create unfairness if there were to be inadequate consultation.

Where people have come to legitimately expect a process of consultation, for example, with local authority budget cuts or healthcare changes, there are grounds for a judicial review should a public consultation not take place. Similarly, a consultation must be conducted properly should the choice be taken to embark on one (whether a legal requirement exists for it or not). This is part of ensuring that the consultation process remains a fair one.

STATUTORY CONSULTATION

(see page 35 of the New Conversations guide)

Your service manager will be able to advise whether your service is subject to statutory consultation.

Best Value Duty Statutory Guidance

The Best Value Duty applies to how "authorities should work with voluntary and community groups and small businesses when facing difficult funding decisions." It states that authorities are to "consider overall value, including economic, environmental and social value, when reviewing service provision." To reach this balance, prior to choosing how to achieve the Best Value Duty, authorities remain 'under a duty to consult representatives of a wide range of local persons.' This duty to consult is not optional. Section 3(2) of the Local Government Act 1999 provides details on those who should be engaged in such consultations.

OTHER APPLICABLE LEGISLATION

Equality Act 2010 and Public Sector Equality Duty

As part of any decision making process equality assessments (as evidenced in Bradford through Equality Impact Assessments) must be carried out to demonstrate that decision makers are fully aware of the impact that changes

may have on stakeholders – this is known as giving ‘due regard’. It requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out our work.

In order to inform these assessments services must know more about their customers, and therefore equality monitoring is required to be undertaken on a regular basis.

Guidance on Bradford Council's [equality assessing](#) processes and [equality monitoring](#) can be found on BradNet.

For further information please contact the Office of the Chief Executive – Kathryn Jones, 01274 433664 k.jones@bradford.gov.uk

Bradford District Compact – Council and VCS

It is also worth bearing in mind that Bradford Council has a [Compact](#) with the district's Voluntary and Community Sector (VCS). The Compact is a set of guiding principles to enable an effective relationship between the Council and the VCS. Our consultation commitments with the VCS are outline in the document (see page 4.)

Confidentiality and Data Protection

There is also legislation in relation to confidentiality and data protection. The following points should be considered when undertaking engagement and consultation activities.

- Consultation responses must be kept confidential and secure and nothing should be published or reported that would breach any promises of anonymity or disclose personal/sensitive information.
- You should only be asking for personal information where there is a clear reason for doing so.
- You need to make sure personal information is stored and transferred securely and never passed on to a third party without prior consent from respondents. This means that all personal information you collect should be stored in a password protected file, and should only be stored for the length of time that you need to use the data. It should be securely destroyed after this.
- You should let people know when consulting how information collected will be used and stored, in accordance with the Data Protection Act 1998.

KEY CONTACTS – STAKEHOLDERS GUIDE

Bradford Council actively supports engagement with the district's diverse communities. You are encouraged to connect with these networks to maximise your consultation activities.

Area engagement

Area (constituency) and ward engagement takes place through our neighbourhood management functions overseen by the Area Co-ordinator offices and Ward Co-ordinator officers in particular.

Area	Officer (Area Co-ordinator)	Tel	Email
Bradford West	Bhulla Singh	01274 434854	bhulla.singh@bradford.gov.uk
Bradford East	Louise Williams	01274 431066	louise.williams@bradford.gov.uk
Bradford South	Mick Charlton	01274 437656	mick.charlton@bradford.gov.uk
Shipley	Damian Fisher	01274 437146	damian.fisher@bradford.gov.uk
Keighley	Jonathan Hayes	01535 438008	jonathan.hayes@bradford.gov.uk

Communities of interest

Neighbourhood and Customer Services (in the Department of Place) also supports a community engagement function with different groups across the district. This includes

- Lesbian Gay Bisexual and Transgender
- Black Minority Ethnic groups
- Gypsy and travellers (including Roma)
- Eastern European Migrants

For more information on connecting with these groups please contact the Stronger Communities Co-ordinator – Amria Khatun, 01274 437467, amria.khatun@bradford.gov.uk

Further work is also undertaken through the Health and Wellbeing Department connecting with others groups.

- Disability – including learning disability and autism
- Older people
- Refugee and asylum seekers

Most of these groups and wards currently produce annual action plans outlining their areas of focus. These are developed in co-ordination with communities themselves and reflect their aspirations. The plans can be found on the [Council's web site](#).

Voluntary and Community Sector

Bradford Council also works very closely with the Voluntary and Community Sector (VCS). The VCS is directly engaged with the work and partnerships listed above. The sector is however, represented by a network called the Bradford District Assembly that is made up of a steering group and a number of thematic Forums. Their work is supported and co-ordinated by CNet. If you need to get in touch with the Bradford District Assembly directly please contact Janet Ford, janet@cnet.org.uk.

Parish and Town Councils (Local Councils)

There are 19 [Local Councils](#) in the Bradford District, made up of democratically elected representatives and supported by a paid Clerk. If you are doing work in an area with a parish or town council it is advised that you engage as early as possible in your process with that Local Council. The Council manages its relationship with the Local Councils through regular liaison meetings, agreed working relations outlined in the Charter, and on a day to day basis through the Council's neighbourhood management function (see Area Engagement on previous page).

For more information on Local Councils and Bradford Council's liaison work with them please contact the Office of the Chief Executive, Kathryn Jones, 01274 433664, k.jones@bradford.gov.uk

If you need any further guidance on which communities to connect with, please contact the Office of the Chief Executive – Elaine Ayris, elaine.ayris@bradford.gov.uk, 01274 431330.

WHERE TO GET MORE HELP

If you need more help on consultation the following information and people are available to support you.

DEPARTMENTAL CONSULTATION LEADS

Each department of the Council has a nominated individual to champion consultation activity across their teams. They provide a point of contact for officers who need advice and information relation to consultation.

The champions meet regularly as the Departmental Consultation Leads Group to support continuing improvement to the way the council consults with service users and residents, sharing good practice and solution finding.

Department	Service	Name	Tel	Email
Corporate	Revenues and Benefits	Andrew Illingworth	01274 432533	andrew.illingworth@bradford.gov.uk
Place	Neighbourhoods & Customer Services	Bhulla Singh	01274 434854	bhulla.singh@bradford.gov.uk
Place	Economy & Development Services	Claire Marshall-Swales	01274 439207	Claire.Marshall-Swales@bradford.gov.uk
Place	Economy & Development Services	Nina Mewse	01274 439346	nina.mewse@bradford.gov.uk
Place	Highways	Richard Gelder	01274 437603	richard.gelder@bradford.gov.uk
Place	Planning	Jenny Seaman	01274 434195	jenny.seaman@bradford.gov.uk
Health & Wellbeing	Corporate	Imran Rathore	01274 431730	imran.rathore@bradford.gov.uk
Health & Wellbeing	Public Health	Sarah Possingham	01274 431319	sarah.possingham@bradford.gov.uk
Health & Wellbeing	Environmental Health	Ruth Lees	01274 431349	ruth.lees@bradford.gov.uk
Office of the Chief Executive	<i>Consultation lead</i>	Elaine Ayris	01274 431330	Elaine.ayris@bradford.gov.uk
Office of the Chief Executive	<i>Online surveys</i>	Karen Gent	01274 432846	k.gent@bradford.gov.uk

LEARNING OPPORTUNITIES

There are some e-learning packages in development which will provide you with more support on undertaking effective engagement and consultation. This includes a specific consultation package and a report writing package.

Equalities – the Council's Evolve system currently provides e-learning on various equality related themes. This includes:

- Cultural Awareness
- Lesbian, Gay, Bisexual and Transgender
- Equality Assessing

USING MOSAIC DATA TO INFORM ENGAGEMENT

Mosaic is Experian's system for geographically classifying UK households through consumer household and individual data collated from a number of governmental and commercial sources.

It segments the UK adult population into a number of different 'like minded' groups; informs decisions about how best to tailor and deliver messages to them; and codes every postcode and residential address to help with targeting.

If you intend on running a consultation on a particular 'lifestyle characteristic' (such as alcohol consumption) you could use this data to help target particular areas of the district where that lifestyle is more or less prevalent (based on the data Experian has collated). Other data available cover issues such as crime, hospital episodes, indices of multiple deprivation, qualifications.

[Mosaic Explorer](#)

Please ensure you open this link in Google Chrome, not Internet Explorer.

For further information on Mosaic data please contact the Office of the Chief Executive – Yeron Meah, 01274 437261, yeron.meah@bradford.gov.uk.

USEFUL WEB PAGES

- www.consultationinstitute.org
- www.involve.org.uk
- <http://participationcompass.org>
- www.DIYtoolkit.org

CONSULTATION CHECKLIST

1. Be clear that it is consultation that is needed and not another form of engagement

Remember the Gunning Principles for what constitutes a consultation – if you cannot follow these principles then do not advertise the activity as consultation. It might for example just need to be an information giving exercise.

- Consultation must be at a time when proposals are still at a formative stage.
- You must give sufficient reasons for your proposals to allow consultees to understand them and respond to them properly.
- You must give sufficient time for responses to be made and considered.
- Responses must be conscientiously taken into account.

2. Agree why you need to consult – it could be one of the following reasons

- Inform a policy, plan or scheme
- Fulfil a statutory requirement
- Identify issues or priorities
- Measure satisfaction
- Prioritise future spending
- Get opinions on proposals
- Shape how the service is delivered

3. Who needs to approve your consultation

Check with relevant the Portfolio Holder or if a local consultation then ward members. To help you decide who needs to approve the consultation, you should consider:

- The significance and importance of your consultation to the council and residents
- Whether your consultation is statutory
- What the outcome of your consultation might be and whether it could have an impact on funding, policies, strategies or strategic plans.

4. Decide who you need to consult with (stakeholder mapping)

- You may need to undertake different activities for different 'client groups'.
- The Council has existing relationships and engagement mechanisms you should consider connecting with.
- Give considerations to the following:
 - Who is directly and indirectly affected by the decision?
 - Who is potentially affected by the decision?
 - Whose help is needed to make the decision work?
 - Who knows about the subject?
 - Who will have an interest in your consultation?
 - Who has been involved in any previous consultations?
- As well as service users and citizens, you should also consider interested groups and organisations, including the Voluntary and Community Sector and the Private Sector (especially locally based small businesses).

5. Research previous and planned consultations

- Check Bradford's consultation calendar
- Check your own service's history
- Refer to previous budget consultation for comments that might have been made (contact your Strategic Director and/or Office of the Chief Executive)



- Contact other public sector agencies to seek opportunities for shared consultation – they may already have something planned, or may wish to use your work as an opportunity. This will help minimise consultation fatigue.

6. Decide when and for how long you need to consult

- Upload your intention to consult on Bradford's consultation calendar
- If your consultation is not statutory then the length of time you consult should be determined by the nature and complexity of the consultation as well as the method used. It should be proportionate and realistic so that there is sufficient time to get involved.
- Other considerations will be how long it will take to plan your consultation - preparing materials, booking rooms; how long it will take to analyse your results; the deadlines you have to meet e.g. to submit a funding application or seek Exec approval.

7. Decide what consultation method(s) to use, including resource identification

- Examples include: focus groups, surveys, online discussions, road shows, interactive events/workshops.

8. Develop a consultation and communications plan

- Engage your portfolio holder throughout
- Notify all Elected Members whose wards this consultation impacts on
- If this is a high profile consultation notify all Political Group Leaders of your intentions.
- Social media
- Press release – contact the press team for advice
- Notification on Council app

9. Design your consultation and start to consult

10. As appropriate ensure you include equality monitoring in your consultation

11. Be mindful of data protection and confidentiality when undertaking your consultation

- Don't publish in public reports any information that could identify an individual, even if this means amending the feedback given so it can be anonymised.

12. Analyse, interpret and report results

When preparing to analyse your responses think about why you consulted in the first place, what it was that you wanted to understand, what you want to feedback both internally and externally.

- Upload on to the consultation calendar
- Include in any required Committee reports

13. Provide feedback to participants

When providing feedback you should set out why, when and how you consulted, outline the key findings and explain what steps will be taken as a result of the consultation.

14. Evaluate the success of your consultation

- Identify any lessons learnt that could apply to yours or others consultations in the future.
- Some of your considerations might be whether the responses received were helpful in reaching your aims and objectives, whether the best methods of consultation were used, and if the consultation came in on budget.

Appendix 3

NHS England Accessible Information Standard

This standard requires all health services and adult social care services to make sure that disabled people have access to information that they can understand and any communication support that they might need.

The standard tells organisations how to make information accessible to the following people:

- ☐ Patients
- ☐ Service users
- ☐ Their carers and parents

This includes making sure that people get information in different formats if they need it.

The Accessible Information Standard also tells organisations how to support people's communication needs, for example by offering support from a British Sign Language (BSL) interpreter, deafblind manual interpreter or an advocate.

The standard requires all providers of health services and adult social care services make sure that disabled people:

- have access to information that they can understand and
- can access communication support that they might need.

The Accessible Information Standard says that organisations must support people's communication needs, for example by offering support from a British Sign Language (BSL) interpreter, a deaf-blind manual interpreter or an advocate, giving people more time.

(Please note **The Accessible information standard** doesn't apply to other languages apart from BSL)

The Steps to making our services accessible

By law we have to do 5 things to meet the accessible Information standard:

1. **Ask:** identify if an individual has any communication / information needs relating to a disability or sensory loss and if so what they are.

Bradford Council will do this by checking we have the right information about peoples accessible information and support needs when we access their records and talk to them directly.

2. **Record:** record information or communication support needs in a clear way in electronic and /or paper based record /administrative systems / documents.

Bradford Council will do this by changing our data management systems to capture this information.

3. **Flag:** ensure that recorded needs are “highly visible” whenever the individual’s record is accessed. If in an electronic format it will provide a prompt for action.

Bradford Council will do this by making sure the persons information or communication support needs will be clearly visible when anyone looks at a person records on line.

4. **Share:** include information about individuals’ information / communication needs as part of existing data sharing processes (and in line with existing information governance frameworks and the [Data Protection Act 1998](#)).

Bradford Council will do this by agreeing sharing protocols with our partners. We will ask for the consent of the individual.

5. **Act:** take steps to ensure that individuals receive information which they can access and understand, and receive communication support if they need it.

Bradford Council will make information available in alternative formats, arrange professional communication support as needed to

enable effective conversations and set up a monitoring process to ensure the Standard is being met. It will take any other necessary steps to needed to provide support (e.g. extra time).

The Policy for the Department of Health and Well Being has been agreed in principle at the Departments Strategic Leaders Team.

Furthermore one of the Councils Equality Objectives focuses on making the information it produces more accessible:

The Council will focus on making the information it produces more accessible to help people understand which services to use and when:

This will be done by:

- 1.Meeting our legal obligations through the implementation of the new Accessible Information Standard within health and social care.

- 2.Expanding the good practice from the implementation of the AIS programme to all customer access points in the Council. This would further support the council's commitment made in year 2000 to the five principles for producing better information for disabled people."

A Corporate Communication and Accessible Information Policy is being developed. As part of this Departments are identifying their Communication and Accessible Information champions to participate in the AIS training programme which will be rolled out to staff in the Department of Health and Wellbeing in November 2018.