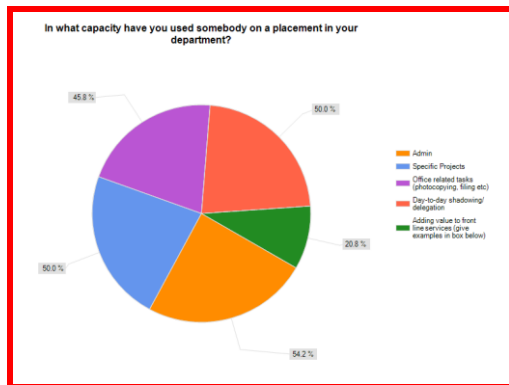# Programme Closure Report

People and Places Programme Board

Programme Name: People and Places Programme
Sponsor: Sally Ellis
Programme Manager: Nina Ruddle
Programme Closure: 9.3.12

My life, my way exchanges

Placement project: Research

Dignity in Care Training

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The Programme

Programme Description

Introduction

The People and Places Programme Board was established in October 2010 following a review designed to simplify the structures by which the council delivered its business. It was one of two Boards established at this time- the other being the Business Transformation Board.

The agreed purpose of the People and Places Board was to provide leadership and coordination of activity to:

> *"tackle the key strategic challenges to the well being and economic circumstance of the County's population and to build the relationship between the Council and the communities it serves. In particular to focus on those challenges which need cross-cutting action to resolve and to ensure delivery on relevant priorities and targets set out in the corporate plan"*

The following broad workstreams were agreed:

- realigning regeneration, anti-poverty and support programmes in Rhyl to ensure that future Council activity in the area is more corporately delivered and linked to mainstream service delivery
- developing the Town Plans so that they become the primary mechanism for delivering effective change in our communities in a way which reflects local needs and aspirations
- continuing to ensure delivery of the programme to achieve greater efficiency in services for older people including realignment of services corporately to meet the needs of Denbighshire's growing older population

Subsequently, it was agreed that the Board should also develop a further workstream relating to

- ensuring there is a compelling "offer" for young people and young families in Denbighshire

"Sustainability" was agreed in principle as a 5th Workstream but not developed further due to lack of capacity.

The Board originally comprised relevant lead members, representatives of each of the 4 Scrutiny Committees and from SLT, chaired by the Lead Member for Health and Wellbeing. Membership was adjusted following the review of Scrutiny and formal establishment of Member Area Groups in 2011.

Background

Programme Priorities
The People & Places Programme Board was established to specifically address two of the four corporate priorities as set out in the Corporate Plan (2009-12), namely;

- **Priority 2 Responding to demographic change and;**
- **Priority 3 Regeneration; and**

Improvement Objectives for 2011-2012
- **Adapting service delivery to address demographic changes**
- **Reducing deprivation, and growing Denbighshire's economy sustainably, by strategically targeting resources**

The main premise was to focus resource, develop clear strategic direction and to co ordinate the development and

delivery of projects and activities that achieve the desired vision for the People and Places Programme Board.

Programme Vision

Demographic Change Vision

That we shape our community to meet the needs of our growing population of older people as well as planning, over time, to achieve a population which is more balanced

Regeneration in Rhyl

- Recreate Rhyl as a place where people choose to live and stay
- Rediscover Rhyl as a place to visit

Context

The Programme structure and governance was developed in accordance with Programme Management Principles. The closure of the Programme is due to the changing future priorities that need to be addressed. The purpose of this document is to review the Programme and the achievements, ensure that all the projects have an exit strategy, identify residual risks or issues and learn lessons for future Programmes.

Programme Documentation
Following Programme Management principles a Programme Definition Document was developed to set out the governance structure, and an Outcomes document was developed that documented the outcomes, performance measure, indicators and priority projects.

Regeneration In Rhyl
During 2010/11, and after the establishment of the People and Places Board was agreed, significant effort was devoted to clarifying the future of the Rhyl Regeneration Programme and key workstreams within it. This culminated in the production of the Strategic Regeneration Framework and the Delivery Plan document, which identified key projects within workstreams. The People and Places Board were consultees for these, especially the Delivery Plan for the "Neighbourhoods and Places" workstream.

During the life of the Programme Board, however, dedicated governance arrangements were gradually established for the Rhyl Regeneration Programme. These reflected the multi-agency nature of leadership and funding.

The role of the People and Places Board in relation to Rhyl Regeneration was refined by Cabinet in July 2011 and was agreed as:

- ensuring effective communications between Rhyl Regeneration and demographic change agendas
- ensuring the broad membership of the Council has a forum for commenting on major investment proposals in Rhyl, especially where match funding is required from Council resources and
- providing a forum for commenting on proposals that have implications for communities outside of Rhyl
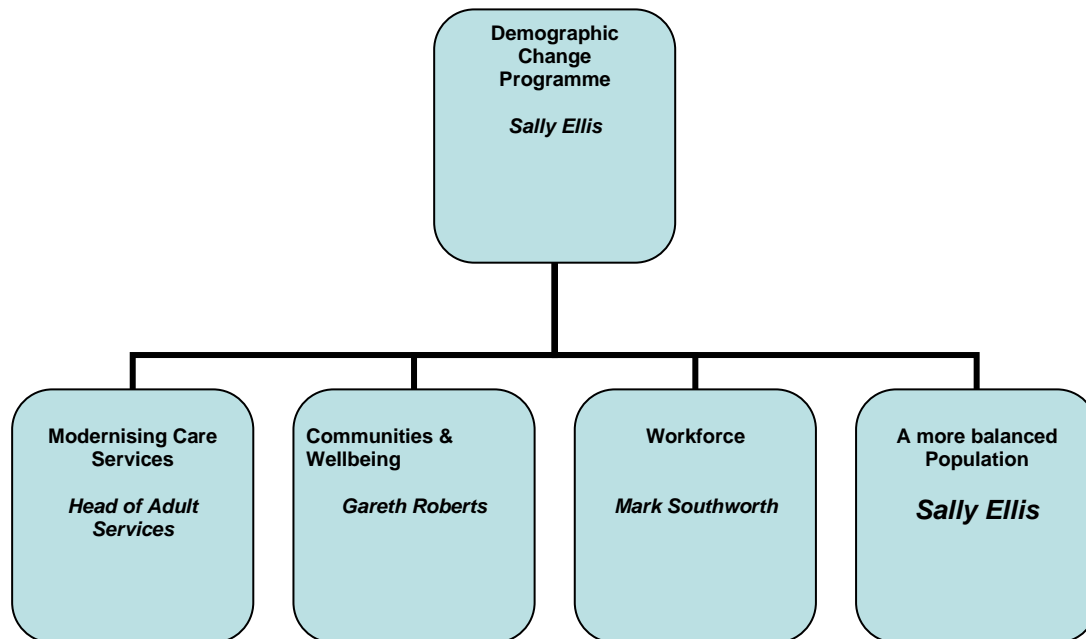
However, the dynamism of the Rhyl Regeneration programme and the web of governance arrangements relating both to the programme, and to individual high profile, high risk projects within it, made it challenging to fulfil the People and Places Board's agreed role.

Town Plans
Town Plans were developed on a rolling basis during 2011/12. Seen as part of the development of Regeneration Strategy and the Council's "closer to the community" programme, their development has seen intensive input from local groups,

Town and Community Councils, Communities Scrutiny Committee, senior officers and Member Area Groups. There has been no obvious "added value" role for the People and Places Board.

Due to this, the main focus of this report is the Demographic Change component.

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                    │    Demographic      │
                    │      Change         │
                    │    Programme        │
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                    │    Sally Ellis      │
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Demographic Change Programme

Sally Ellis

Modernising Care Services	Communities & Wellbeing	Workforce	A more balanced Population
Head of Adult Services	*Gareth Roberts*	*Mark Southworth*	***Sally Ellis***

The Programme Outcomes- demographic change

Workstream Objectives and activities

Workstreams were developed from initial meetings (Nov 2010) with the Board and four main outcomes were set to co ordinate the project to meet the overarching vision for the Board. The activities identified and developed under each workstream are set out in the Project review table below.

Modernising Services for Older People

OUTCOME 1:
Services for older people will be responsive, timely, effective and facilitate more independent living

The main objectives for this workstream were that, with an ageing population, services need to be flexible and pro-active to prevent deterioration, delay dependency and support recovery. Based on preferences expressed by older people themselves, this can be achieved for many people through alternative housing options and reablement approaches. These delay or reduce the need for intervention and limit the demand on resources while providing greater choice and improved quality of life. This workstream was led by the Head of Service for Adult and Business Services, as it naturally aligned with the service delivery from the area.

Communities and Wellbeing
OUTCOME 2:
Older people live more independent and fulfilled lives within the community

The rationale for this workstream was that given future projections, all council services need to adjust to a changing demographic, helping make Denbighshire a good place to grow old. Providing a wide range of opportunities to engage older people and support them to live healthy, safe and happy lives in their local communities is a key way of delivering this outcome.

Workforce
OUTCOME 3:
An adequate supply of appropriately skilled and motivated individuals to provide for the needs of older people.

The main objectives for this workstream were for the Council to skill its employees generally to meet the needs of older people. It also has responsibilities as an employer of older workers and for its staff approaching retirement. In social care specifically, the Council, Independent Sector and 3rd Sector providers of services need the right staffing levels for the services they provide for older people. The individuals within those roles need the right knowledge, skills, qualifications, motivation and resources to undertake the job well. Where appropriate, staff need to fulfil their roles with allied disciplines e.g. health. Working across professional boundaries, supporting the integration of services and locality

working will be developed to get the greatest value for service users and provide an efficient service. The activities identified and developed in this workstream are set out in the Project review table below.

Achieving a more balanced population
OUTCOME 4:
More young people/families are retained in Denbighshire or attracted to the area. Older workers are supported to remain economically active and meet community needs.

The main objectives for this workstream were that a more balanced population would encourage a higher rate of economic activity, greater wealth, the potential to protect culture and heritage and meet future community needs. At the same time, the current demographic trends towards ageing are irreversible and we need to identify the opportunities that they present as well as the challenges.

Review of Outcomes
The Outcomes document was developed initially but more work was carried out to refine outcomes and measures part way through the Programme Board's life. This coincided with the Programme Definition Document being developed. Both of these documents provided the governance, structure and outcomes with measures to track the progress of projects within the Programme. For reporting to the board, a project status report and quarterly measures documents were also developed as tools for reporting.

Indicators and measures
The indicators and measures set out in the document have been updated to Q3 of 2011/12 . Given the long term nature of demographic change, most indicators and reporting rely on annual reporting. In addition, the Programme has been able to use data from Residents Surveys in 2009 and 2011 to identify some trend information.

Priority Projects

Priority projects, reflecting deliverable short/medium-term projects, were agreed to provide focus to the Board's work to adjust services to meet the challenge of demographic change. The views of older people and young people themselves were sought to inform prioritisation.

This report concentrates on progress with these priority projects.

Project Review and Post programme tasks

MODERNISING SERVICES FOR OLDER PEOPLE				
Priority project	**Achievements**	**Next Steps**	**Residual risks**	**Who? When?**
New Locality Teams Evaluation-New integrated approaches to service delivery involving at least 1 external partner - health, 3rd sector, independent sector Leadership Teams	Locality Teams, and Locality Leadership Teams, established in North and South Denbighshire. Intermediate Care and Localities Board developed reporting to LSB. "Key deliverables" and outcome measures agreed. Closer working with 3rd sector . Development of self management programmes. Training and deployment of generic health and social care workers completed. Co-location at Hafan Lles and multi-disciplinary satellite office established at Cysgod y Gaer.	Pilot on a Single Point of Access with BCU. Extend co-location. Rollout ECS to South of County. Integrated service delivery – Llangollen. Carer support in localities. Report to Partnership Scrutiny March 2012.	Critical mass- some services Complex governance and service landscape Capital and estate issues for co-location £ and resources Staff capacity/skills	Phil Gilroy forms part of the Business as usual/Modernising Social Services, with reporting via Intermediate Care and Localities Board
Extra Care Housing Scheme-Ruthin	Llys Awelon opened to 1st tenants on 31 October 2012. Official opening 1/3/12 All apartments allocated ahead of time. Ruthin ECH was completed in Oct 2011: The scheme is now fully allocated which is ahead of schedule. In addition an Intern has been appointed to undertake an evaluation of the scheme which is also ahead of schedule.	Safe pedestrian access to be completed publish evaluation	Health & Safety of pedestrians.	Phil Gilroy/Tai Clwyd Business as usual

Extra Care Housing Scheme Denbigh	Presented to the Board in September 2011. Soft market testing completed Plas Brondyffryn not suitable. Preferred option Middle Lane.	Consultation completed. Next steps to review feedback and move forward with sale of site with preferred bidder. Issues with charities commission to be resolved.	Consultation results, planning, legal and finance issues	Phil Gilroy/Peter McHugh Business as usual
Day Care Service Review External review completed October 2011	External review completed October 2011. Survey undertaken with existing users. Public meetings held to outline process	Stakeholder group will reconvene mid 2012. Researching sites of good practice for potential stakeholder visits	Negative publicity	Helena Thomas, forms part of Business as usual
Roll out of Reablement	Reablement Team established within Intake and covering County-wide. OT Lead established within Hospital Team.	Finalise Performance Framework. Evaluation of Phase 3 and independent sectors	Existing care management culture	Helena Thomas and Gwynfor Griffiths forms part of Business as usual

COMMUNITIES AND WELLBEING				
Priority project	**Achievements**	**Next Steps**	**Residual risks**	**Who? When?**
Community Information Points (CIP)	Project brief and Business case completed Pilot project approved to go forward	Carry out pilot induction for T&CC March Aug 2012 and evaluate, report back to Sally Ellis	Outlined in SJ's paper with mitigations	Sandra C Jones to continue with pilot (March-Aug 2012)and report to Getting Closer to the Community Board (or Intermediate Care and Localities Board) or

	4 T&CC Volunteers to take part in pilot Links established between all information points, referral process in First contact to include referrals from CIP	and Getting Closer to the Communities Board		Communities Scrutiny
Gofal and telebuddies project	Big Lottery funding bid was successful. Funding used to create a dedicated room for telephone support and provide voluntary opportunities for disabled persons.	on going monitoring and evaluation of service, Reablement opportunities are being created	None identified at present	Dave Worral, British Red Cross, business as usual, partly funded by DCC
My Life, My Way Exchanges extension throughout the County	Launch in Llangollen in Summer for South of County , awarded £750 for equipment to develop project	Progress groups in North of County, to be self sustaining,	Poor take up and response in South of County	Sandra C Jones, continue as Business as Usual
Transport- Review of the councils approach to transport for older people and co ordination of small projects	Funding secured in principle which will fund the review of rural and community transport	Advertise, interview then appoint an officer to review rural and community transport	Funding has been secured from Cadwyn Clwyd in principle but this has not yet been confirmed in writing. Current workload capacity within the team has delayed the recruitment process	Peter Daniels, will form part of Business as usual

WORKFORCE				
Priority project	**Achievements**	**Next Steps**	**Residual risks**	**Who? When?**
Frontline staff training Working with older people-awareness training programme for front line Council staff- options	Pilot project planned and approved, carried out in Feb/March 2012. Very positive outcomes with participation from staff of assisted collections services, libraries, leisure services. customer services plus elected members	Board recommendation to continue running twice yearly. Evaluation report to SLT after pilot course delivered	Costs associated and benefits as well as poor attendance	Mark Southworth to report to SLT to see next steps
Care Ambassadors Marketing campaign for social services as a career		Recruitment campaign being planned for Denbighshire Care Ambassadors	last campaign attracted no applicants from DCC	Clare Hughes Business as usual
Extend the Train the Trainer – Older Volunteers trained to deliver Dignity in Care training	Use of Dignity in Care trainers in increasing number of settings – including Front Line staff training	New volunteers to be identified to support the existing volunteers 2nd Train the Trainer Course to be provided by Coleg Llandrillo for new recruits	Over use of existing volunteers	Sandra Jones/ Joanna Driver Business as usual
Delivery of Social Care Workforce Development Plan	National training targets exceeded for staff in regulated settings	12/13 Plans being written based on wholesector TNA's. 11/12 plans being evaluated by May 12	None	Mark Southworth Business as usual

ACHIEVING A MORE BALANCED POPULATION				
Priority project	**Achievements to date**	**Next Steps**	**Residual risks**	**Who? When?**
'Placements' project- an overview project to review the corporate approach to Internships, work experience and placements, apprenticeships and volunteering	Questionnaire carried out, and report presented to Board in Sept, 1.5 Graduate posts appointed to take project concept forward.	Arrange and co – ordinate the take up of the positions: On 2/4/12 and 13/3/12 Make links with DVSC and with Matt Hilliker (Leisure Services) to ensure coherent development of volunteering strategy across council	Short term contract	Linda Atkin on going for the duration of the posts Business as Usual. Embed with potential new Council priorities for Community & Economic Development
Internships Programme- Project placements offered to graduates and undergraduates for 12 week periods	Handbook for managers developed. 4 placements over Summer 2011, 1 graduate gained the 2 year Graduate post in the authority.	Sustain and develop the Programme through the 1.5 post appointed to project above.	Lack of resources to deliver the programme and a missed opportunity for the authority (linked to above)	Linda Atkin, Business as usual. Embed with potential new Council priorities for Community & Economic Development
Living and Working in Denbighshire' Feasibility project looking at barriers to young people's choices for living and working in Denbighshire, what the restrictions are and how the authority can tackle/alleviate some of the barriers- linked to Llwyddo'n Lleol.	Questionnaire and focus groups carried out with young people (14-19), in Sept results presented to Board in Sept . Graduate has appointed to the Graduate traineeship post. Follow up questionnaire with (19-30) group completed	Questionnaire results be reported and take forward by Sally Ellis and disseminated to relevant officer	Work has been carried out and the information is not used to inform the policies and decision making in the future.	Sally Ellis/ Linda Atkin to ensure that the information is used to inform future decisions. Embed with potential new Council priorities for Community & Economic Development
Llwyddo'n Lleol project (succeeding locally)- ESF Funded project in partnership with Anglesey, Gwynedd Conwy and Denbighshire for 11-19 year olds, to foster a	Launched project in Oct 2011, sector specific event (for hospitality and tourism), Young enterprise project at	Project Officer in post for to take collaborative project forward and continue with action plan.	Time limited project	Jenni Edwards Business as usual project that will be monitored by European Social Fund (ESF) for the duration of

culture of enterprise amongst young people through raising aspirations and participation in learning.	Denbigh High, Project at Ysgol Tir Morfa Initiated.			the project

In addition to the Priority Projects above, policy development activities were promoted to ensure services considered their alignment with demographic change.

These included
Findings and responses to Residents Survey
LAPA delivery – promoting physical activity opportunities for older people
Customer Services Review – opportunities for channel migration and review of potential impact on older people
Review of DCC's pre-retirement offer
Clarification of snow clearing policy- what neighbours can/can't do!

Programme Review Evaluation and Lessons Learnt

This section has been completed following the closure meeting and an open discussion of the key lessons from the programme and along with interviews with the Workstream leads. It was agreed that this report should go to CET and Cabinet so that the key learning points from this programme can be disseminated.

Purpose of Programme- What happened?	Action for future- what are the key lessons?
The initial cross cutting themes and focus for the Board were very broad and made it difficult to distil down and develop the key projects to deliver the vision. Though the purpose of the People and Places Board was to streamline structures, others grew up during the Board's life and the aggregate impact of these was to duplicate some functions and re-introduce complexity	Be more simple and specific and identify clear, measurable outcomes as quickly as possible. Agree these jointly across elected members and officers Beware of "structure creep". Review corporate structures regularly to make sure they remain fit for purpose.
The principles of Programme Management were applied to the Board, and the discipline provided a structure and foundation to the delivery of projects. However, Board members sometimes found the expectations of programme management frustrating. New tools were developed for reporting and if the Programme had been further developed, would have been clear and concise. These worked well and had positive feedback from the Board. Board members valued the opportunity to explore and develop ideas in an informal setting and felt opportunities to do this were	Ensure Board members are aware of the purpose, process and principles of Programme Management. Simplify the presentation of progress Ensure Board members have opportunities to think creatively and to shape and develop new areas of policy and practice as well as managing the programme. Recognise and value the

rare	fact that MAGs are playing some part in developing this role too
Some of the workstreams that developed were cross cutting and did not align directly to a Head of Service to deliver. The lack of focus and weight of a senior manager responsible for delivering, and a budget holder to allocate resources, led to capacity gaps, however, and a 'make do' approach was taken. This led to some creative approaches (eg use of interns) but also to some unsatisfactory approaches to project management and this limited the impact of what the Programme could achieve.	Ensure that before a Programme is initiated that Workstream leads and Project Managers have enough time and capacity to carry out their role, otherwise the risk of failure is far greater.
Board Membership- What happened?	**Action for future- what are the key lessons?**
There were 12 councillors, (Lead Members, Older People's Champion and MAG reps), and 2 SLT members on the board. Attendance was inconsistent.	This is an issue not just for Programme Boards- it is affecting Scrutiny too. Consider focusing on councillors' interest or experience/expertise in a particular subject rather than political or geographical balance. Attendance requirements in the Constitution will help with formal Council meetings. The principle could be developed further?
Outcomes and benefits- What happened?	**Action for future- what are the key lessons?**
The Outcomes document developed was very comprehensive, but was too detailed. While progress against priority projects and service outcomes could be tracked reasonably well, (though still not completely), measuring population level outcomes was more difficult. The nature of demographic change is such that it could take a long time to see any improvement or change to indicators, far longer than the life of the Programme.	Provide focused simple, realistically achievable time bound outcomes that also are linked to the external forces on the Programme (eg changing political scene every 4 years), but also ensure that the Board understand that they may change if the nature of the project changes. The Residents' Survey can produce useful population level outcomes information

Resources-What happened?	Action for future- what are the key lessons?
There were key resource gaps eg in capacity for effective workstream leadership (see above) and in resources to develop key projects (eg transport in rural areas).	Realism about resource requirements and clarity about what resources can be accessed and how, particularly for cross cutting projects which do not fit within a service budget, nor are a priority for any one service
Outstanding/ Other issues- What happened?	**Action for future- what are the key lessons?**
The meetings were described as 'enjoyable' and engaging. There is a broad base of interest and commitment in how individuals, communities and staff respond to a growing population of older people.	There are cross cutting initiatives that need to continue to develop- especially those relating to the "Communities and Wellbeing" workstream. Based on initial options, suitable governance mechanisms need to be agreed to enable this to happen properly so that the focus is not lost.

PROJECT CLOSURE REPORT APPROVALS

☐ I certify that all the information in this report is accurate at the time of production

---Nina Ruddle

---Project Role

---Post and Service Area in DCC

---Date

☐ I accept the report and will ensure the dissemination of key lessons across the organisation

---Sally Ellis

---Project Role

---Post and Service Area in DCC

---Date