

<b>Report to :</b>	<b>EXECUTIVE CABINET</b>
<b>Date :</b>	25 September 2019
<b>Executive Member/ Reporting Officers:</b>	Cllr Brenda Warrington – Executive Leader Sarah Dobson – Assistant Director Policy, Performance and Communications
<b>Subject :</b>	<b>CO-OPERATIVE COUNCILS UPDATE</b>
<b>Report Summary :</b>	The report provides an update on the work to become a Co-operative Council and to achieve membership of the Co-operative Councils Innovation Network (CCIN).
<b>Recommendations :</b>	That Executive Cabinet be recommended to: <ul style="list-style-type: none"> <li>(i) Endorse the co-operative values developed by the International Co-operative Alliance and the values and principles of a Co-operative Council as outlined by the Co-operative Councils Innovation Network (CCIN) – attached at <b>Appendix 1</b>.</li> <li>(ii) Note the clear link between the Co-operative Council values and principles, the public service reform (PSR) ways of working outlined in the Corporate Plan and the STRIVE workforce values of the Council.</li> <li>(iii) Note the elements of the STAR procurement approach (e.g. social value) that the council is already signed up to which evidence the Council has adopted co-operative values in its approach to procurement and commissioning. Further supported by the Social Value Guidance agreed by the Strategic Commissioning Board in November 2018.</li> <li>(iv) Support the next steps in the process of becoming a Co-operative Council and a member of the Co-operative Council Innovation Network (CCIN).</li> </ul>
<b>Links to Corporate Plan:</b>	The Co-operative Councils model proposes ways of working which have an impact on the delivery of services in the borough. As a result the paper has links to all of the priorities within the Corporate Plan. There is a direct read across between the value and principles of a co-operative council and the public service reform (PSR) ways of working outlined in the Corporate Plan.
<b>Policy Implications :</b>	The Co-operative Councils initiative proposes a shift in the way in which public services are delivered. Adoption of the Co-operative Councils model of service delivery will have an impact on policy development across the borough. In parallel with the Greater Manchester public service reform (PSR) principles, the Tameside PACT and Tameside Council's ongoing work incorporating social value (e.g. through STAR procurement), this will increase public engagement in the design and delivery of our services across the borough.
<b>Financial Implications :</b> <b>(Authorised by the statutory Section 151 Officer &amp; Chief Finance Officer)</b>	The cost of joining the network is £7,900, which will need to be funded from existing budgets.  There may be future budget considerations dependant on the new proposed ways for working in line with the Co-operative

Councils Model.

**Legal Implications :**  
**(Authorised by the Borough Solicitor)**

In order to ensure legal compliance there should be no conflict with current Council standing orders, policies and procedures, which may need to be reviewed in the light of the same. Compliance with public procurement rules and the duty to ensure best value and protection of the public purse are also amongst key components of delivery of services, ensuring at all times they are in accordance with equality obligations and the duty to act reasonably, providing a clear rationale for such action at all times.

This approach should enhance rather than detract from our approach to service delivery.

**Risk Management :**

No direct risk implications as a result of this report or the objective of becoming a Co-operative Council and joining the Co-operative Councils Innovation Network (CCIN).

**Access to Information :**

The background papers relating to this report can be inspected by contacting Simon Brunet.



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## **1.0 INTRODUCTION**

- 1.1 The report provides the Executive Cabinet with an update on the work to become a Co-operative Council and to achieve membership of the Co-operative Councils Innovation Network (CCIN).
- 1.2 At the meeting of Full Council on 21 May 2019 the Executive Leader outlined an ambition for Tameside Council to become a Co-operative Council and join the Co-operative Councils Innovation Network (CCIN) in the 2019/20 municipal year. A report was then presented to Executive Cabinet on 26 June 2019 for agreement to commence the process of becoming a Co-operative Council.
- 1.3 It is important to note that the Co-operative Councils Innovation Network (CCIN) is non-party political and by its nature encourages consensus across all parties represented on the council to work towards co-operative values and principles. It should also be noted that becoming a Co-operative Council is not about enforcing the conversion of all services into co-operatives or any other type ownership transfers. Nor is it about replacing skilled professionals with volunteers. Being a Co-operative Councils is to follow a set of principles in the way services are developed and delivered in partnership with service users and the community.
- 1.4 By joining the Co-operative Councils Innovation Network (CCIN) Tameside Council will become part of a growing and influential network of councils committed to developing a new relationship with citizens. There is a growing interest in how to share power and responsibility with citizens, support the development of community and civic life and find more cost effective ways to create successful and resilient communities. By becoming part of the network Tameside Council will:
- access the latest ideas and thinking about putting co-operative values and principles into practice
  - be part of regional and national networks positioning Tameside Council as a national innovator helping to influence policy thinking at the national level
  - share examples of projects and initiatives and learn from others about what works
  - co-produce tools and techniques to support the development of co-operative approaches
  - be invited to Co-operative Conferences around the country to meet and work with peers
  - join an officer network who are leading the development of new approaches
  - have access to a cadre of public sector and local government leaders who are trying to bring change to their communities
  - access a growing body of resources on the Co-operative Councils Innovation Network (CCIN) website
  - profile Tameside Council's best practice and achievements nationally.

## **2.0 CO-OPERATIVE COUNCILS INNOVATION NETWORK (CCIN)**

- 2.1 To become a member of the Co-operative Councils Innovation Network (CCIN) a number of tasks need to be completed, or have a clear intent to do so. In summary, an application to join the Co-operative Councils Innovation Network (CCIN) needs to show Tameside Council has:
- Discussed the cooperative council approach with other parties
  - Taken an Executive Cabinet decision to endorse cooperative values
  - Endorsed the values and principles of the Co-operative Councils Innovation Network (CCIN)

- Engaged with strategic partners, community partners and residents to discuss the co-operative approach
- Carried out internal corporate communication and public campaigns that demonstrate co-operative values and principles
- Adopted co-operative values in the approach to commissioning and procurement
- Discussed the co-operative council approach at Full Council
- Changed or have plans to change the council constitution to reflect co-operative values
- Evidenced examples of co-operative values and principles currently in use in service delivery

The following sections of this report show the work done to date, and the next steps, to discharge the tasks listed above.

- 2.2 The process of becoming a member of the Co-operative Councils Innovation Network (CCIN) is not a strictly linear or consecutive route. Rather it is an iterative process where elements are developed concurrently or in parallel. Similarly not all elements need to have been completed in full at the point an application is submitted, as long as it is clear there are plans in place for them to be developed and implemented over a reasonable period of time.
- 2.3 The fee for membership of the Co-operative Councils Innovation Network (CCIN) is £7,900 per annum.
- 2.4 Tameside Council's application for membership of the Co-operative Councils Innovation Network (CCIN) was submitted earlier in September 2019. The application will be reviewed, and decided upon, by the Executive Oversight Committee of the Co-operative Councils Innovation Network (CCIN) on 2 October 2019 at their Annual Conference "Developing Co-operative Councils – Building Co-operative Places" being held in Rochdale.

### 3.0 VALUES AND PRINCIPLES OF A CO-OPERATIVE COUNCIL

- 3.1 To become a member of the Co-operative Councils Innovation Network (CCIN) it is necessary for Tameside Council to endorse co-operative values generally, and the values and principles of the Co-operative Council Innovation Network (CCIN) specifically. Attached at **Appendix 1** are the co-operative values developed by the International Co-operative Alliance, and the values and principles of the Co-operative Council Innovation Network (CCIN). The latter were developed out of the former to provide a set of values and principles fit for purpose in the context of local government and councils (which in themselves are not, and cannot be, co-operatives).
- 3.2 The Executive Cabinet are recommended to endorse corporately the International Co-operative Alliance's co-operative values and the associated values and principles of the Co-operative Councils Innovation Network (CCIN) as outlined at **Appendix 1**.
- 3.3 The table below shows there is an effective read across between the Co-operative Councils Innovation Network (CCIN) values and principles, the public service reform (PSR) ways of working that underpin the Corporate Plan ('Our People, Our Place, Our Plan'), and the STRIVE workforce values.

CCIN values and principles	Corporate Plan / PSR ways of working	STRIVE workforce values
Social partnership	New relationship with citizens & communities	Support

Democratic engagement	Asset based approach	Trust
Co-production	Behaviour change	Respect
Enterprise and social economy	Place based approach	Integrity
Maximising social value	Wellbeing, prevention and early intervention	Value difference
Community leadership	Evidence led	Engage
New models of meeting priority needs	New investment and resourcing models	
Innovation		
Learning		
Walking the talk		

3.4 Tameside has a long standing tradition of working in partnership with the community in a way that fits well with co-operative values and principles. Below are some examples of services, projects and initiatives that meet at least one, if not many more, of the co-operative values and principles.

- Together Centre (Loxley House)
- Grafton Centre
- Cash Box Credit Union
- Our Kids Eyes (OKE)
- Tameside PACT
- Tameside & Glossop Partnership Engagement Network (PEN)
- Living Life Well (Mental Health) Collaborative
- Maternity Voices Partnership (MVP)
- Tameside Digital Infrastructure Co-operative (TDIC)
- Social Prescribing
- Carers Centre
- Tameside Armed Forces Community (TASC)
- Homestart
- Youth Council
- SSNAP (Safer Social Networking Activity Pack)
- Stalybridge Town Centre Challenge (STCC)
- Ashton Old Baths (AOB)

#### 4.0 CO-OPERATIVE VALUES IN PROCUREMENT AND COMMISSIONING

4.1 Members of the Co-operative Councils Innovation Network (CCIN) should adopt cooperative values in their approach to commissioning. Tameside Council can show it has done this through both its membership of STAR Procurement and the adoption of Social Value Guidance in Commissioning.

4.2 Tameside Council joined STAR Procurement in September 2018. STAR Procurement is an award winning shared procurement service for Rochdale, Stockport, Tameside and Trafford Councils – providing a high quality procurement service that promotes best practice, informs investment decisions and champions social value. STAR Procurement is committed

to adopting ethical values in the way it sources and manages suppliers on behalf of the four councils with staff trained in ethical procurement. STAR is committed to accountability, transparent reporting and self-governance, and has been awarded the Chartered Institute of Procurement and Supply's (CIPS) Corporate Ethics Mark.

4.3 Key elements of STAR Procurement's approach relevant to co-operative values and principles include:

- **Responsible Procurement Strategy** – a new Responsible Procurement Strategy has been put in place. This ensures that all procurement takes account of ethical and sustainable considerations, including: economic, social, labour, and environmental factors, whilst always aiming to procure and act in a way that is morally right, open, fair, and transparent.
- **Social Value** – a Social Value element is included in all procurement activity over £25k with a weighting of between 15-20%. This is captured and delivered through the Social Value Portal and outcomes are reported via the nationally agreed TOM's (Themes Outcomes Measures). Social Value is proactively secured through 'Social Value is Everyone's Business Campaign' including training for commissioners and suppliers.
- **Local Investment** – STAR Procurement has a Market Engagement Protocol and is committed to engaging with local businesses, SME's and co-operatives to increase our partner's local spend and within Greater Manchester. STAR Procurement also works with commissioners to identify and deliver local opportunities.

4.4 In addition to the above, in November 2018 the Tameside and Glossop Strategic Commissioning Board (SCB) adopted new Social Value Guidance. The guidance – developed in partnership with STAR Procurement – builds on the Greater Manchester Combined Authority Social Value Policy and the Public Services (Social Value) Act 2012.

## 5.0 ENGAGEMENT & COMMUNICATION WITH THE COMMUNITY AND STAKEHOLDERS

5.1 Engagement and co-production with communities is a key component of co-operative values. Given that, it is appropriate to engage with stakeholders and residents on the intention to become a Co-operative Council. Then to continue that work on an ongoing basis, checking-in with stakeholders and the community on work to embed those values in the work of the council and other public service partners.

5.2 An elected member development session was undertaken on 5 September 2019 to facilitate understanding of the Co-operative Council work amongst all councillors, and to build a cross-party consensus.

5.3 A verbal update was given to the Trades Unions at the Employee Consultation Group (ECG) meeting on 16 July 2019, which was followed up by a report to the same forum on 17 September 2019.

5.4 Other elements of the engagement work include:

- Integrated Care and Wellbeing and Place and External Relations Scrutiny Panels in September 2019
- Tameside Youth Council in September 2019
- Strategic Neighbourhood Forums (North, South, East and West) in October 2019
- Tameside & Glossop Partnership Engagement Network (PEN) conference in October 2019
- Tameside Co-operative Summit – 3 October 2019
- Staff workshops

- Other events to be identified including (but not limited to): Age UK, Diversity Matters North West, Action Together, Grafton Centre, Cranberries, Tameside College, Ashton 6th Form College, Together Centre.

## **6.0 NEXT STEPS**

6.1 The next steps in the work to become a Co-operative Council and a member of the Co-operative Councils Innovation Network (CCIN) are outlined below:

- 2 October 2019 – Co-operative Councils Innovation Network (CCIN) Annual Conference “Developing Co-operative Councils – Building Co-operative Places” in Rochdale. Tameside Council’s application for full membership to be reviewed by Executive Oversight Committee. Executive Leader (Cllr Brenda Warrington) and Cllr Dolores Lewis (Assistant Executive Member for Co-operatives) to attend to represent Tameside Council. Cllr Warrington to address the conference.
- 3 October 2019 – Tameside Co-operative Summit. Cllr Sharon Taylor (key note speaker) and Nicola Huckerby to attend from the Co-operative Councils Innovation Network (CCIN).
- 23 October (or 27 November 2019) – report to Executive Cabinet providing an update and to agree a report is presented to Full Council.
- 3 December 2019 (or 25 February 2020) – report to Full Council outlining the intention to amend the constitution to reflect co-operative values and principles at the annual meeting in May 2020.
- May 2020 – Annual Meeting of Full Council – amendment to the constitution to reflect co-operative values and principles.

6.2 The above key milestones will be supported by ongoing communication and engagement work with partners, stakeholders and residents.

## **7.0 RECOMMENDATIONS**

7.1 As outlined on the front of the report.

# APPENDIX 1

## VALUES AND PRINCIPLES OF A CO-OPERATIVE COUNCIL

Below are the values and principles of the Co-operative Councils Innovation Network (CCIN)

### Our Values are what we believe in:

The Co-operative Councils' Innovation Network has adopted the Co-operative Values developed by the International Co-operative Alliance:

*Co-operatives are based on the values of self-help, self-responsibility, democracy, equality, equity and solidarity. In the tradition of their founders, co-operative members believe in the ethical values of honesty, openness, social responsibility and caring for others.*

### Our Principles guide the way we and our members put our values into action:

The Co-operative Councils' Innovation Network endorses the principles of the International Co-operative Alliance:

- voluntary and open membership;
- democratic member control;
- member economic participation;
- autonomy and independence;
- education, training and information;
- co-operation among co-operatives; and
- concern for community.

In acknowledging that Councils are not in themselves registered co-operatives, we and our members have developed principles that have grown from those of the International Co-operative Alliance and are relevant within the context of local government.

1. **Social partnership:** We will strengthen the co-operative partnership between citizens, communities, enterprises and Councils, based on a shared sense of responsibility for wellbeing and mutual benefit
2. **Democratic engagement:** We will support the active engagement of the full range of residents in decision making and priority setting
3. **Co-production:** We will develop systems that enable citizens to be equal partners in designing and commissioning public services and in determining the use of public resources
4. **Enterprise and social economy:** We will promote community-based approaches to economic development that focus on supporting the creation of jobs, social enterprises and other businesses and providing an environment for co-operative and mutual enterprises to thrive
5. **Maximising social value:** We will support the development of a framework and criteria for social value, giving substance to the concept and supporting Councils with the tools to ensure better local social and economic outcomes

6. **Community leadership and a new role for councillors:** We will explore ways for councils to act as a platform for helping the community to contribute to local outcomes, and to re-think the role of councillors as community connectors, brokers and leaders
7. **New models of meeting priority needs:** In exploring new ways of meeting the priority needs of our communities we will encourage models, such as co-operatives and mutuals, which give greater influence and voice to staff and users
8. **Innovation:** We will embrace innovation in how we work with local communities to drive positive change
9. **Learning:** We will capture and 'expand' the experience and learning from individual projects and approaches in order to encourage broader application of co-operative principles within individual member Councils and across the Network
10. **Walking the talk:** As a membership organisation we will make this statement of our principles operational by:
  - **Co-operation among members:** Our members work together to help each other implement our values, sharing experiences and learning
  - **Openness of membership:** Full, Associate and Affiliate Membership is open to any qualifying Council, organisation or individual who shares our values and is committed to putting them into action
  - **Co-production of the Network's work:** Members help shape the Network's work programme and the content of events and written products
  - **Action-focused:** The network is a vehicle for helping councils translate co-operative values and principles into policy and practice
  - **Membership-based:** The network is majority funded by modest membership subscriptions from its member Councils, Associates and Affiliates
  - **Non-party-political:** Members share the belief that working co-operatively within and across communities holds the key to tackling today's challenges

*(Note: point 10 is specific to the work of the Co-operative Council's Innovation Network itself. It has been included for completeness, and because some of the elements are relevant to the members of the Network as well as the Network itself)*