

# Expression of Interest – Policy Prototype CCIN Funding

**CCIN Member Authority:** Rochdale Borough Council

**Name of CCIN Lead Member:** Councillor Allen Brett

**Name and Job Title:** Caroline Wolfenden, Head of Corporate, Policy & Performance, Policy, Performance & Improvement

## 1. What is your idea?

*Provide details of what your proposed project is,*

### **Co-operative Engagement – Toolkit Tests**

We are developing a policy, toolkit and set of working practices that enable meaningful engagement between One Rochdale Health and Care (ORHC -Local Care Organisation) partners, Rochdale Boroughs Community Voluntary, Faith and Social Enterprise sector (VCFSE) and citizens, that is accountable by an action plan overseen by Rochdale's Locality Plan.

Alongside this will sit a set of principles for co-operative engagement and a framework for implementation. The framework will enable the policy to be applied and advise when it is appropriate for this level of engagement (co-production/ co-design) when reviewing services and when informing or consulting may be more suitable.

The Toolkit Tests is a piece of work that will enable us to test, refine and shape the Co-operative Engagement policy and toolkit as it develops, with a co-production approach between the public sector, VCFSE organisations and Rochdale Borough people and communities.

We want to ensure that engagement in Rochdale moves beyond traditional engagement methods which focus on consultation, to one underpinned by co-production principles that is transformative with a whole-system approach and reflective of Rochdale's co-operative history.

Meaningful engagement and subsequent action taken from the insight gained from that engagement, will allow true co-production of services between the public sector and the community, delivering services that meet the needs of local people and what is important to them. The development of the Policy and Toolkit may identify opportunities for co-operative solutions, such as co-operatively run consortia of local health and social care workers and/or organisations delivering certain services agreed by the partners as appropriate and desirable. (i.e. Sunshine Care is a local co-operative set up by former Council care workers to deliver the quality of care they, and their 'clients' and families consider essential). The insight gathered may also enable organisations to deliver current services in a different way to produce better outcomes without having an impact on cost.

### **How we identified the need and opportunity for the proposal**

One Rochdale Health and Care has enabled and facilitated effective communication and engagement with key stakeholders within the One Rochdale Health and Care system. This has focussed on engaging and communicating with partners and providers, already known within the system. A ORHC Stakeholder website and extranet is currently being developed to widen this reach to our external stakeholders within the wider system.

'Co-operative Engagement' is stated within our refreshed Locality Plan as an enabler for our people and place-based locality outcomes. The Locality Plan recognises people and communities are the experts of themselves and their needs and sets out how we deliver services to match this; the Co-operative Engagement approach will enable the public sector and VCFSE sector to understand this and deliver the right care, at the right time and in the right way and enable health and social care workers in the community to contribute their experience and knowledge through the co-design of the resources in the Toolkit.

### **Scoping the opportunity**

Scoping by Action Together, the VCFSE Influencing Group (see question two) and ORHC System Delivery group, has identified multiple spaces and places that the wider Health and Care and Public Service Reform system could utilise to engage with people and communities in the borough, ranging from potential places to consult through to evidenced co-production arenas.

This scoping work revealed a lack of systematic approaches to engagement within the borough. There is a willingness by the system to engage with people, communities and VCFSE and Healthwatch Rochdale provide robust engagement with people around current services. However, often the potential of the VCFSE as an engagement partner is undervalued, engagement work is small scale with limited impact or not representative, timescales are sometimes inappropriate, and evidence of previous engagement is not shared with the wider system so valuable insight and enablers are lost. With these barriers, frustration grows both from system partners who do not have access to the relationships to engage meaningfully, VCFSE who are unable to share their insight and approaches, and people and communities who feel 'done to' and may have unmet need, rather than being part of a more holistic person and community centred approach.

Toolkit Tests aims to create and test the tools needed for Co-operative Engagement to fill this gap identified.

By Co-operative Engagement we mean meaningful work, where the skills and innovative approaches to working with people of the VCFSE are enabled and properly resourced and the outcomes of this engagement are utilised to benefit the health and social care system. Co-operative Engagement means people and communities can work with systems and services to create health and care which meets need and encourages active participation in health and wellbeing.

We are particularly focused on enabling engagement where a change or challenge is recognised, and people and communities' input is needed. This may mean developing a new policy, shaping a change to a service, developing understanding between services and people or evaluating an approach.

### **How the money will be spent**

We have gathered a group of people, representing public sector and VCFSE partners and are in the process of developing the Co-operative Engagement Policy, Toolkit and set of Working Practices. We are seeking 3 Toolkit Tests to build evidence and understanding of this approach. The Policy Prototype CCIN Funding would support and resource one of these tests, with ORHC partners resourcing two more.

The CCIN Funding would enable us to test the developing approach with a 'live' project to inform the toolkit and policy development and evidence the benefits of this approach.

We have several proposals from across the health, care and wellbeing system for pieces of work that they would be keen to test this approach within, including within Mental Health pathways, Rochdale's Self Care

policy and the Urgent Care Redesign. The VCFSE Influencing group have provided examples of how their organisations could facilitate this engagement using their strengths such as through arts participation, social activity and community development approaches. Recent co-production work facilitated by Action Together (Ideas Shops <https://www.actiontogether.org.uk/what-ideas-shop>) which focused on 'power-sharing' between systems, workforces and communities has already provided a blueprint in the borough for collaborative approaches.

The £1500 would enable us to facilitate the relationship and criteria between VCFSE and public sector partners and the VCFSE organisation or network to deliver a short programme of engagement to meet the criteria and create valuable insight/ joint working between workforces. An expectation agreement would be drawn up between the public sector partner and VCFSE partner to create accountability and ensure the Co-operative Engagement work would achieve a real and meaningful change within the arena chosen.

## **2. Who will you work with?**

Our Co-operative Engagement group will drive this work and includes representatives from:

- Rochdale Council
- One Rochdale Health and Social Care Partnership
- Action Together (VCFSE Infrastructure- CVS)
- VCFSE Influencing Group
- Healthwatch Rochdale

The Voluntary, Community, Faith and Social Enterprise (VCFSE) sector is a valuable partner in Co-operative Engagement activities, often operating in the space between people/communities and systems/services. Our CVS Infrastructure organisation Action Together works with a diverse range of community-rooted organisations which can reach and engage citizens from all parts of local communities, often in creative, innovative ways, to shape services and systems. This includes 17 VCFSE Led networks, grouped around need, opportunity, place or shared priorities. We also have a VCFSE Influencing group of VCFSE leaders facilitated by Action Together and an established Public Health prevention programme delivered by VCFSE providers, Connecting You, which includes VCFSE seed funding.

Healthwatch Rochdale is the independent champion for people who use health and social care services in the Rochdale borough. The role of Healthwatch is to collect and listen to local people's experiences and views of health and care services and use this feedback to help improve services. We exist to give local people a voice and have statutory powers to make sure those views get heard and considered by service providers and those with the power to make decisions. Healthwatch Rochdale will be an equal partner in developing the toolkit and are happy to work in partnership on it.

The group believes it has a common interest, shared commitment and mutual trust necessary to deliver a successful project. In establishing our co-operative relationship, we have had some initial help, on a voluntary basis, from Andrew Jessop, who lives in Rochdale. His knowledge and skills are based on 20 years' experience of promoting co-operation and supporting the development of the sector as a member, employee and freelancer in the Borough, Greater Manchester and the North West.

Alongside the system wide Co-operative Engagement policy, toolkit and set of working practices, ORHC is refreshing its existing communications strategy to describe its current communications activity and provide guidance and messaging for description of One Rochdale Health and Care and its activity. This will enable clearer messaging with ORHC stakeholders and the public about what they are trying to achieve in relation to health, care and wellbeing transformation and integration within Rochdale. The strategy will reference the Principles and policy developed for Co-operative Engagement and recognise that insight and

intelligence gathered through Co-operative Engagement should be utilised to shape the delivery of services within the One Rochdale System going forwards.

The developed Co-operative Engagement policy will underpin many existing programmes of work including and not exclusive to Person Centred Community Approaches, Self-Care, Behaviour Change and Prevention.

The Heywood Middleton and Rochdale Self Care Policy, which was co-designed and adopted in 2019, sets out a strengths-based approach and a raft of self-care initiatives which will be supported and enhanced by the Co-operative Engagement policy, Toolkit and Working Practices.

The membership of the Co-operative Engagement Group include representatives from the programmes of work outlined above to ensure that this approach is embedded system wide.

### **3. What are the outcomes you hope to achieve?**

#### **Co-operative Engagement -Toolkit Tests, Outcomes**

- Three evidenced Co-operative Engagement projects (one resourced through this fund) demonstrating co-production between VCFSE and public sector
- Insight gained from the tests used to shape and demonstrate the value of Co-operative Engagement approaches
- Fully developed Co-operative Engagement policy, working practices, principles and framework
- New understanding and relationships developed between partners, both strategically and operationally

We will evidence these outcomes by working to 'Collaborate Out Loud' principles

<https://collaborateoutloud.org/> 'working out loud as we go, attributing ideas and inspiration' and sharing the progress of the work transparently through existing structures (ORHC Partnership, Public Service Reform Board and VCFSE Influencing Group) through CCG, Council, ORHC Communications routes and with people at Action Together's 'Grassroot Gatherings' network events for communities.

We have been inspired by Winnipeg's approach to Public Engagement

<https://winnipeg.ca/publicengagement/> particularly The City of Winnipeg Project Management Manual which defines Public Engagement as a process, involving communication and interaction serves to inform and involve the public, and uses public input to make better decisions. They publish all engagements online alongside further ways the public can be involved. Inspired by this approach and to support evidencing of outcomes we will publish all Toolkit Tests on the ORHC website currently being developed which has a section being designed specifically for Co-operative Engagement.

#### **Wider Co-operative Engagement Policy Outcomes**

Having meaningful engagement will enable services to understand what matters to local people in relation to their health, care and wellbeing and in turn enable people to become invested in their own health, care and wellbeing, use services appropriately and be empowered to self-care along with developing resilient communities.

Effective and meaningful engagement will put citizens and communities at the heart of what we do, enabling them shared decision making and to take ownership to ensure that the Locality Plan becomes reality in their areas. Services will be co- designed, delivered and organised to meet local needs making best use of time and resources.

## **Equality, Diversity and Inclusion**

Having a Co-operative Engagement approach within Rochdale will support us to meet the Equality, Diversity and Inclusion needs that we have across the borough. Involving the VCFSE networks who come together around protected characteristics or under-represented groups and creating space for those networks of organisations to engage with particular groups in ways that they know to be effective and accessible, will help services to be designed effectively and ultimately reduce inequalities across our footprint.

## **Social Value**

By working with the local VCFSE sector we will demonstrate the following social value outcomes (STAR procurement framework) which mirror the Co-operative Values

- Promote participation and citizen engagement
- More individuals and communities enabled and supported to help themselves
- Build capacity and sustainability of the voluntary and community sector.
- Promote equity and fairness

## **4. How does your project support the aims and objectives of the Co-operative Councils Innovation Network?**

Co-operative Engagement and the Toolkit Tests work aligns with the aim to ‘frame the debate on the future of sustainable solutions to public sector challenges’. The following steps have been developed from some of our early work together (Ideas Shops <https://www.actiontogether.org.uk/what-ideas-shop>) and show our collaborative approach to achieving this aim.

1. Choose your challenge.
2. Find the hooks
3. Gather your Collaborators
4. Facilitate the time together to:
  - frame the challenge from different perspectives
  - explore potential solutions using the skills and qualities of the collaborators
  - imagine what impact these solutions might have
  - plan ways to test solutions
5. Build relationships
6. Focus on storytelling.
7. Consider: So what? and What now?

## **Inspiration**

Our Co-operative Engagement group was formed by gathering innovators from across the system who collaborate to achieve system change both within our organisations and collectively.

We have been inspired by the work of Greater Manchester Health and Social Care Partnerships, Person and Community Centred Approaches work and have been active participants in local PCCA work and the Greater Manchester Co-production Assemblies and Networks <https://www.gmcvo.org.uk/gm-vcse-assembly-co-production-network>

We have drawn on international inspiration from the Auckland Co-design Lab <https://www.aucklandco-lab.nz/> and its 'Policy by design' Case for Change model. Action Together uses this framework to shape 'Collaboration' work within community development and partnerships initiatives. The ORHC Partnership is also looking to develop its approach to Quality Improvement as its change management methodology. The link between Co-operative Engagement and Quality Improvement is highlighted in the Auckland model and taking inspiration from this model as a system will enable a better, joined up and more holistic way to bring about change for mutual benefit.

We have attended and gained energy from the Coop Councils Innovation Network and Co-operative Collage Centenary Conference in Rochdale. We have worked with the Rochdale Citizens group as part of these events. We want to build on the Citizen Engagement work of Rochdale Council Place team <https://www.edgehill.ac.uk/isr/files/2019/10/ISR-Co-producing-ideas-in-Rochdale-Oct2019.pdf>

Andrew Jessop (see 'who will we work with') has prompted us to think together about 'Co-operative Matters':

**Co-ops are owned by their members.**

- The partners of the Co-operative Engagement group drive this work and collectively own the work. This is supported by the integration of Health and Social Care in Rochdale through devolution and transformation.

**Membership of co-ops should be open to anyone with a stake in it.**

- We have gathered the Co-operative Engagement group through expression of interest and representing all partners, we are an open group actively seeking innovators from across the system and communities to be part of this work. We have researched system strategies and identified outcomes supported by this approach.

**Co-op members are expected to use their services.**

- We are working to connect the Co-operative Engagement work to ORHC and Public Service Reform strategies and VCFSE priorities. Through this work the VCFSE people and communities will be able to be part of system change, working collectively and visibly with health and care systems. We aim to provide the resources to consider and enable Co-operative Engagement in the same way that Risk or EDI would be considered within services. This approach will enable all partners to benefit from any insight gained from meaningful Co-operative Engagement activity, utilise the resource to inform better services across the system and reduce current duplication of effort.

**Co-op members have an equal say in decisions.**

- Initially the Co-operative Engagement group will work collectively to make decisions, these will follow Co-operative Decision-Making Principles. We are recommending that the ORHC Partnership Board invest in the Co-operative Engagement group and fund training for members on this process <https://www.co-op.ac.uk/co-operative-decision-making>

**Co-op members raise finance for their co-op and decide how any surplus is used.**

- We have decided to apply for this funding together and will resource further development of the two other Toolkit Tests from within the system to support the Co-operative Engagement work achieving the significance it needs to be developed while still being owned by the collective system, including VCFSE, people and communities.

- System partners will be expected to resource Co-operative Engagement work when moving into the implementation phase. To enable this a realistic budget guide that incorporates resources and appropriate timescale recommendations will be produced as part of the Toolkit development. The policy will state that consideration should be given towards budget in terms of Co-operative Engagement as part of any change programme budget in order to sustain the implementation of this approach.

#### **Co-ops are independent.**

- Though Co-operative Engagement is now included in the Locality Plan and engagement with people and communities sited in all strategies that drive health and social care, the Co-operative Engagement Policy, Framework and Toolkit will be a shared resource and developed with open source approach. Through the support of ORHC we will enable the approach to be representative of all partners but independent from any organisational ownership. We want to provide the tools to enable and benefit from effective engagement rather than own the work that this produces.

### **5. How does your project demonstrate the Values and Principles of the Co-operative Councils Innovation Network?**

Co-operative Engagement and Toolkit Tests strongly demonstrate all the values and principles of the Co-operative Councils Innovation Network. We have demonstrated how the work specifically aligns with a selection of the values and principles detailed below:

#### **Values**

The Co-operative Engagement and Toolkit tests work supports the values of ‘self-help, self-responsibility, , honesty, openness, social responsibility and caring for others’ through enabling people and communities to be engaged and invested in their own health, care and wellbeing.

#### **Self-help and self-responsibility**

The Co-operative Engagement Toolkit Tests work, and wider policy, framework and principles will enable people and communities to be engaged and invested in their own healthcare and wellbeing. It will support a culture shift from people being ‘done to’ to ‘done with’ and in turn promote people to self help and have responsibility and ownership of their own health, care and wellbeing. The existing co-produced self-care policy, referenced in question two, has established some of the system conditions required to implement this work and promote self help with people in the borough of Rochdale through developing:

- A large-scale Training Programme for the ‘Wider Workforce’ to change traditional dependence inducing post war care delivery models.
- Services that empower and enable people to better manage Long Terms Conditions.
- Self-Care and Self-Management digital enabling interventions.
- Self-Care Champions.
- Raising Awareness within the Health and Social Care System to uplift Self-care profile.
- Behaviour change campaign.

As described, the Self Care lead for this workstream is a member of the Co-operative Engagement group created to drive this work forward and therefore the existing learning from this programme will inform the development of the Toolkit Tests.

### **Democracy, equality, equity and solidarity**

Meaningful engagement will promote shared decision-making meaning changes to services are democratic, transparent and meet the needs of local people.

As mentioned in question three, the toolkit tests work will support us to meet the Equality, Diversity and Inclusion needs across the Rochdale borough by harnessing the experience of the VCFSE to engage with under-represented groups in order to ensure services designed are effective and reduce health inequalities.

Co-operative Engagement and Toolkit Tests advocates solidarity since those driving the work stand together in truly believing that it is the 'right thing to do'. As highlighted in question two, the partnership of people involved is vast and varied and shows a real willingness of the system within Rochdale to do things differently through this approach with senior leadership keen to see its progression.

### **Honesty, openness**

The Toolkit Tests will be based on the principles of 'Collaborate Out Loud' which will foster an open and honest environment for our work to be shared, accessed and utilised. The subsequent Co-operative Engagement policy and framework will be informed by the tests (developed co-operatively) and will include a commitment to publicise any engagement and the outputs of that engagement online in the public domain.

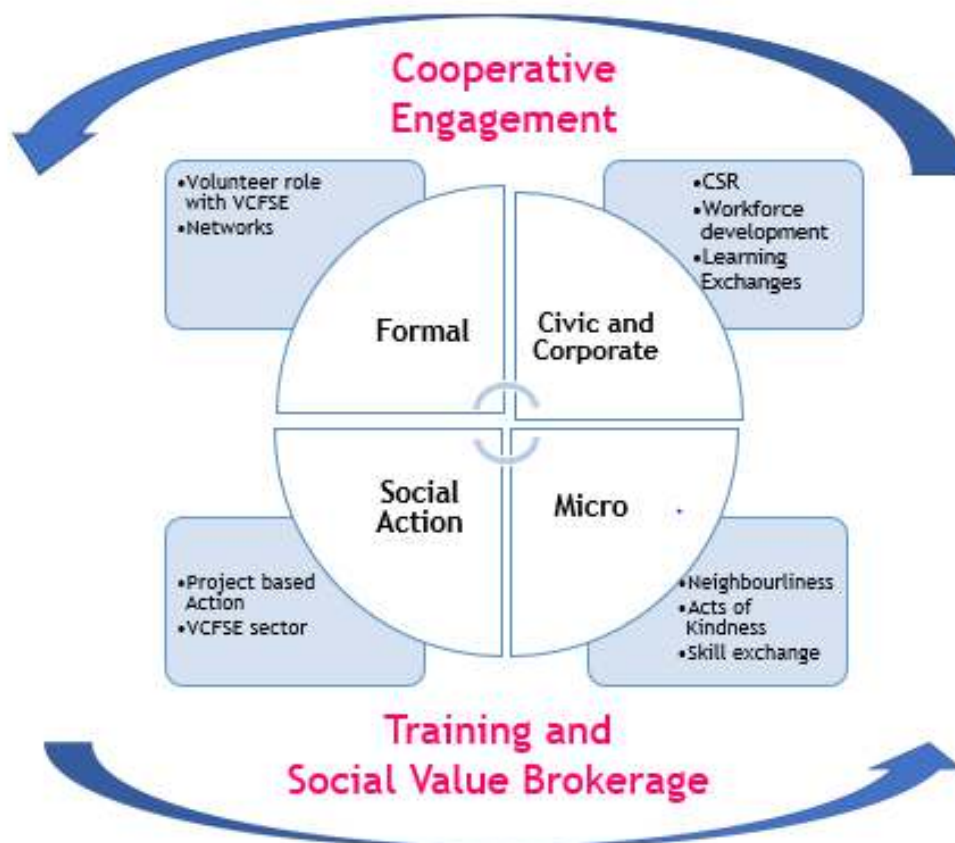
### **Social responsibility and caring for others**

The Co-operative Engagement Policy and Toolkit will enable and support a number of other emerging initiatives in the Rochdale Borough, notably the potential Nesta 'Good Help' place work (application in process) and the cross-system 'Contribution Framework' which Action Together and Partners are currently developing.

The Contribution Framework is a wide lens view of volunteering, outlined in the diagram below, which is underpinned by a cross-system training and workforce development offer including volunteers and a social value brokerage offer. The ambition of this work is that: "Everyone who lives, works, plays or makes decisions here, has the opportunity and support to contribute to our community and benefit from that contribution"

Vital to the Contribution Framework is Co-operative Engagement between public sector and services and people and communities. Providing the public sector with the right tools to support the VCFSE to engage meaningfully with people and communities through Toolkits Tests insight will improve support of volunteers across the system, help people engage with services when and where they can help improve the services offered and build relationships focused on collaboration and shared power.





## Principles

**Social partnership:** As outlined in question one, we will build and strengthen existing partnerships between the public sector, the VCFSE organisations and the Rochdale Borough people and communities using a co-production approach. The aim of this social partnership is to create a Co-operative Engagement approach to support and inform the development of health, care and wellbeing services for mutual benefit.

**Democratic engagement:** The purpose of our proposal and Toolkit Tests is to develop an approach to enable democratic engagement which focuses on engagement taking place higher up the ‘Ladder of Engagement’ through co-production and co-design. This will enable transformative decision making, informed by knowledge of those closest to the services being decided upon. The toolkit tests will design blueprints for this approach to be utilised across the system to support Co-operative Engagement going forwards and move away from traditional engagement methods currently used such as consultation through surveys and so on.

**Co-production:** The co-operative engagement Toolkit Tests work aims to support and enable citizens to be equal partners in designing services through collaboration and shared power in terms of decision making. We stipulate that engagement undertaken via this method must be meaningful and can influence or make a change to how services are delivered within the Borough of Rochdale. Our approach will ensure that services are designed to meet local needs and consider what is important to people and communities.

**Innovation:** As highlighted in question four, we have drawn inspiration from the Auckland Co-design Lab which showcases the journey for a case for change. Our Co-operative Engagement Policy and Toolkit Tests work support the ‘explore’ and ‘imagine’ elements of this process which will ultimately lead to an

innovative idea being tested, refined and implemented to bring about positive change. This will be driven by people and communities reframing the challenges currently being presented and driving a change as a result of that. In turn this will see an improvement in quality that will be mutually beneficial for all.

**Learning:** We have committed to sharing our learning as far and as wide as possible through our 'Collaborate Out Loud' approach. This commitment means we will publish any engagement and learning from engagement into the public domain. We believe that insight gained from engagement can be beneficial to people/services/ partners wider than the original purpose for which people were engaged upon. We have also summarised in question six our pledge to share our approach, principles, framework and learning from the toolkit tests with the Co-operative Councils Innovation Network so that it can be implemented in other localities

**Walking the Talk:** As a group of collaborators, we will ensure that the Policy and Framework is not just a statement of intent but operational through our steering group. The group will remain action focussed to support the delivery of initial key pieces of agreed co-operative engagement through the Toolkit Tests to ensure that the approach is embedded as the 'Rochdale Way'. We have an open membership to ensure the right expertise is present to 'make it happen' and work together co-operatively to overcome any barriers, share learning and best practice.

**Maximising Social Value:** Our approach utilises, builds upon the capacity and adds to the sustainability of the local VCFSE. The local VCFSE often work with hard to reach groups and people who the public sector struggle to engage with and deliver better social and economic outcomes for them. Drawing on VCFSE expertise and unique skill set through a properly financed and evidenced model will enable them to continue this work and therefore maximise social value within the borough. We will demonstrate the STAR procurement framework social value outcomes defined in question three.

## **6. How will you share your learning with the Co-operative Councils Innovation Network?**

The Co-operative Engagement Policy and Toolkit will be informed and shaped by the Toolkit Test work and co-produced by VCFSE and Health and Social Care ORHC partners, workforce and volunteers, it will include:

- The Rochdale Co-operative Engagement Policy
- Co-operative Engagement Principles and Working Practices
- Co-operative Engagement Framework

Developing the toolkit whilst also undertaking three key pieces of co-operative engagement will enable it to benefit from refinement following feedback and adaptation considering any challenges we may have faced.

The toolkit will also include our Toolkit Test work as case studies so that a full understanding of the whole process is included in the shared learning. We will publish Toolkit Test work and developed Co-operative Engagement Policy, Framework and Toolkit on the ORHC website.

The work will be shared with the Co-operative Councils Innovation Network and will enable members to adopt the approach within their own borough/organisation. Members will benefit from the production of a policy that is not just theoretical but has a method of implementation which enables it to be successfully embedded and that is thoroughly evidenced.

We will create a presentation that can be shared widely that covers the process that we have undertaken, how we are implementing the policy and framework, and the challenges we have overcome to bring about a successful policy. We are also considering establishing a network of support for policy makers that are

looking to implement this way of working and enable the redistribution of power when developing and designing new services. This network will share good practice and learning from our collective experiences in order to improve how policy is developed ensuring service user engagement. We feel that the Co-operative Council Innovation Network is the perfect opportunity for this approach to grow.

We believe that the Co-operative Council Innovation Network will benefit from a unique development of policy in relation to engagement that involves an establishing integrated care system (Rochdale's Local Care Organisation – One Rochdale Health and Care), the Community and Voluntary Sector and the public. This project poses a distinctive opportunity of learning in a complex emerging system which we are enthusiastic about sharing with the Innovation Network so that the benefits are felt wider than our system.

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Deadline for applications is Friday, 20<sup>th</sup> December 2019. Please send completed applications to [comms@councils.coop](mailto:comms@councils.coop).

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