

**Report to:** EXECUTIVE CABINET

**Date:** 28 September 2022

**Executive Member:** Councillor Bill Fairfoull, Deputy Executive Leader

**Reporting Officer:** Paula Sumner, Assistant Director, Early Help & Partnerships

**Subject:** **CHANGING PRACTICE WITHIN TAMESIDE TO IMPROVE OUTCOMES FOR YOUNG PEOPLE INVOLVED IN OR AT RISK OF INVOLVEMENT IN CRIME.**

**Report Summary:** The Report provides details about an opportunity for the local authority with the Tameside Pupil Referral Service (TPRS) to enter into a partnership with SHiFT a national charity that aims to shift practice to improve outcomes for young people who are involved in or at risk of involvement in crime and/or risk taking behaviours, with the support of the Greater Manchester Combined Authority Violence Reduction Unit. The report sets out the opportunity this presents for Tameside and its young people along with anticipated outcomes of the programme and the financial implications.

**Recommendations:** That Executive Cabinet:

- (i) Endorse the collaboration between Tameside and SHiFT noting that Tameside will be the first LA outside of London to engage with the programme.
- (ii) Note that public sector funding for the programme will be provided by the GM Violence Reduction Unit (VRU) and the Tameside Pupil Referral Service.
- (iii) Receive quarterly updates.

**Corporate Plan:** Priority 2: Aspiration and hope through learning and moving with confidence from childhood to adulthood

- Promote a whole system approach and improve wellbeing and resilience

Priority 3: Resilient Families and Supportive Networks to protect and grow our young people:

- Reduce the number of first time entrants to the Youth Justice System
- Improve the quality of social care practice
- Reduce the impact of adverse childhood experiences

Priority 6: Nurturing our communities and having pride in our people, our place and our shared heritage

- Reduce levels of anti-social behaviour
- Increase participation in cultural events
- Increase access, choice and control in emotional and mental self-care and wellbeing

**Policy Implications:** There are no policy implications associate with the content of this report.

**Financial Implications:  
(Authorised by the statutory  
Section 151 Officer & Chief  
Finance Officer)**

The proposal to enter into a partnership with SHiFT is affordable from within the financial resources outlined within the report.

|                            |         |
|----------------------------|---------|
| <u>Costs</u>               |         |
| Tameside Shift Programme   | 556,500 |
| <u>Funding</u>             |         |
| TPRS                       | 145,000 |
| GM VRU                     | 145,000 |
| SHiFT Bruno Schroder Trust | 130,000 |
| SHiFT Dulverton Trust      | 136,500 |
|                            | <hr/>   |
|                            | 556,500 |

A report should be brought back to cabinet once a post implementation review has been carried out, to bring forward any proposal for any proposed permanent changes.

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

This report is seeking a decision to enter into a collaboration with SHiFT, a charity that provides training and guidance for staff working in the Tameside Pupil Referral Unit.

It is understood that SHiFT is the only provider of this type of support. The service has not procured this support but intends to enter into a partnership arrangement with SHiFT governed by a partnership agreement.

There will also be a data sharing agreement in place to ensure that personal data is managed correctly and that the necessary indemnities are in place.

For the duration of the support, existing staff will be redeployed to the temporary structure via secondment agreements. Advice should be sought from Human Resources with regards the implementation of the temporary structure and how best to manage the conclusion of the project.

It would also be advisable for a report to be brought back to cabinet at the conclusion of the original period analysing the outcomes and setting out any future proposals.

**Risk Management:**

A Steering Group has been established chaired by the Assistant Director, Early Help & Partnership to ensure the programme is delivered within timescales and that expenditure is made in line with contract and financial procedure rules. Any employment liability risks will be managed through recruiting staff on secondments. An independent evaluation will run alongside the programme to ensure outcomes are being achieved. Any risks or issues will be raised at the Steering Group and escalated accordingly within the council Governance arrangements.

**Background Information:**

The background papers relating to this report can be inspected by contacting Paula Sumner



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## 1. INTRODUCTION

- 1.1 Tameside Pupil Referral Service (TPRS) has been approached by the Greater Manchester Combined Authority's Violence Reduction Unit (VRU) to work in collaboration on the development of a new initiative in Greater Manchester. This programme will be a partnership between with the Local Authority, the VRU and [SHiFT UK](#) a registered charity. This will require the local authority to enter into a Partnership Agreement with the partners involved that will be reviewed for efficacy by Legal Services. In addition, an appropriate information sharing agreement will be developed in conjunction with Audit to ensure the protection of sensitive and confidential information and data.
- 1.2 SHiFT is a charity that works with vulnerable children and young people caught up in, or at risk of cycles of harm where things are getting worse, not better. The charity's ethos starts with aspiration and belief in all young people offering support with intensity, longevity and ambition.
- 1.3 The intention is for TPRS to work alongside Tameside's Youth Justice Service, Virtual School as well as other services across the Directorate to successfully deliver the programme. The Youth Justice Service will provide the professional supervision and management oversight of the programme and staff who will deliver the direct work to the identified young people.

## 2. WHAT IS SHiFT?

- 2.1 SHiFT describe themselves in the following way:
- 2.2 SHiFT exists to break the destructive cycle of children and young people caught up in, or at risk of, crime. The approach seeks to transform policy and practice in how young people in these circumstances are seen and supported.
- 2.3 Despite the best efforts of dedicated professionals, many young people and their families do not get the support they need to move to a place of safety and strength. Too often, current responses to harm and offending exacerbate crisis, compound disadvantage, and deepen harmful cycles. Services and systems are experienced as piecemeal and uncoordinated, with artificial thresholds that create damaging cracks, gaps, and cliff edges. The system has been designed through the lens of disconnected problems rather than the interconnected needs of people and their communities.
- 2.4 This is especially true for teenagers, who are the fastest growing group in both child protection and care. As the recent Independent Review of Children's Social Care set out:  
  
*'Government departments and safeguarding partners have failed to have an effective response to the risks that teenagers face. Different parts of the children's social care, police, education, justice, and health systems are responding differently to the same teenagers. Accountability for keeping these teenagers safe is lacking.'*
- 2.5 SHiFT sets out to change this for the children we work with and for the systems that currently work with them.
- 2.6 Using the Breaking Cycles approach, SHiFT wants every child and young person caught up in, or at risk of, crime, to have one intensive, high-quality, trusting, and persistent professional relationship through which most of their needs are met: a flexible, tailored, and tenacious relationship through which professionals do whatever it takes to set children and young people up for the safe and bright futures they deserve. SHiFT Practices are 'insider-outsiders', working from within existing services (children's services, public health, policing and criminal justice, education, housing) as well as working outside, as part of the national SHiFT change-making community.

- 2.7 SHiFT Practices change policy and practice one conversation at a time, infiltrating existing systems and modelling a different threshold-free and aspiration-led way of working and positioning alongside children. When skilled practitioners see, do and talk differently, they surface new possibilities and approaches which have powerful, positive domino effects in systems and the lives of children and young people.
- 2.8 SHiFT are currently working in Kingston and Richmond and Greenwich. A third London-based Practice is launching in Bexley in July. Tameside would be the first area outside of London to work with SHiFT. Information directly gathered from Greenwich indicates that practitioners working in this way report that they are able to work more intensively and creatively with more complex children. The Assistant Director also reported a marked improvement in the quality of practice and an improvement in outcomes for the young people worked with.

### **3 WHAT WILL SHiFT IN TAMESIDE LOOK LIKE?**

- 3.1 SHiFT have described their proposed delivery model in the following way: SHiFT will draw on its experience of mobilising and supporting two, and soon to be three, Practices across London, to develop a Practice of multi-skilled professionals (four Guides, one Lead Guide, and one Practice Coordinator) that will be carefully tailored to meet the local needs of Tameside's young people. Operating in partnership with the TPRS, SHiFT Tameside, will be positioned as an agile 'insider-outsider' – positioned closely enough to have influence, but enriched and supported by the national SHiFT team to drive creativity, innovation and system change. The Practice will support the 27 children in the borough identified by a wide range of professionals from across the borough as the most vulnerable – the young people who 'keep them awake at night'. These will be young people where cycles of harm have established and where many of the factors we know can set people on course for conflict with the law are present. These young people will find themselves in circumstances where, despite the best efforts of many services, the desired impact is not being achieved and in most cases the situation is getting worse. This will include, but not be restricted to, children who are accessing the TPRS.
- 3.2 The key aspirations for the Practice are that it will provide outstanding support for the most vulnerable children in Tameside, transforming outcomes through the provision of intensive, therapeutic support from a Guide who works with that young person with determination, love and creativity across all aspects of their life, resetting the foundations with them to achieve their aspirations and flourish. By working differently, the SHiFT Practice should disrupt and innovate within the system, surfacing new perspectives, new practices, and new ideas to break cycles and challenge systems that often do not serve us and the children and young people we support.
- 3.3 SHiFT intend to make Tameside a beacon of excellence in Manchester, with the aspiration to scale the Practice further across Greater Manchester, drawing on the support of the Greater Manchester Violence Reduction Unit. This will create a broader community of practice, strengthening the potential for culture and system change and create opportunities for collaboration between SHiFT Practices to the benefit of the young people we work with. Given that Greater Manchester is considered a leader in service innovation, SHiFT are confident that succeeding in Tameside will yield opportunities across the region.

### **4. HOW WILL THE PROGRAMME BE FUNDED?**

- 4.1 The SHiFT Practice costs at Tameside are expected to be of £556,500 for an 18-month. Initial Programme and each Practice can offer intensive therapeutic support for up to 27 children. The SHiFT approach to financial resources is one where start-up and programme costs for the first 18 months are met by a combination of public sector funding, and financial resources

brought to the Partnership by SHiFT.

- 4.2 In Tameside the public sector contribution has been identified through the Tameside Pupil Referral Service (TPRS) through its delegated budget committing £145,000. GMCA have also provided a contribution of £145,000 via the GM Violence Reduction Unit (GM VRU).
- 4.3 The remaining contribution from SHiFT Partnership, which is made up of pledged income of £130,000 from the Bruno Schroder Trust (a charitable trust that has supported the UK Charity sector since 1946) and the Dulverton Trust (an independent grant-making charity that supports UK charities tackling a range of social issues) and £136,500 from un-invested SHiFT reserves.

Costs

|                          |         |
|--------------------------|---------|
| Tameside Shift Programme | 556,500 |
|--------------------------|---------|

Funding

|      |         |
|------|---------|
| TPRS | 145,000 |
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|  | <hr/>   |
|  | 556,500 |

- 4.4 There is no requirement to commit to funding the programme beyond this initial 18 month period. However, the impact of the service will be independently evaluated and should the evidence suggest that this approach to supporting vulnerable young people is effective, consideration will be given by the Early Help part of the directorate to mainstreaming this activity and practice through existing resources with appropriate agreement. SHiFT's ethos requires local areas that participate to make a formal commitment that there is real need, shared ambition and a shared desire to bring about real change in practice. This approach presents a low-risk, valuable opportunity to test new ways of working with young people and help to inform future decision-making around practice.
- 4.5 In line with school academic terms the local partnership would like to formally launch the practice in January 2022.
- 4.6 Organisations that host SHiFT Practices, commit to sustaining the Practice on an ongoing basis after its first 18 months, assuming it achieves the shared objectives and can evidence improved outcomes for young people.
- 4.7 This resources that have been committed will cover the following costs, Tameside will be the employer of the staff outlined in the costs below;

| Staff  | Grade                | Costs                | With Oncosts | Per annum | 18 month cost   |
|--|----------------------|----------------------|--------------|-----------|-----------------|
| Lead Guide Supporting a maximum of 3 young people  | Grade J<br>SCP 40-41 | £44,648 -<br>£45,648 | £64,663      | £64,663   | £98,934         |
| Shift guide x 4, each supporting a maximum of 6 young people   | Grade H<br>SCP 29-34 | £33,486 -<br>£38,553 | £50,662      | £202,647  | £310,050        |
| Practice coordinator   | Grade D<br>SCP 7-10  | £20,444 -<br>£21,695 | £27,000      | £27,000   | £41,309         |
| <b>Non-staffing costs</b>  |                      |                      |              |           |                 |
| Enrichment Activities @ £2000 per child *  |                      |                      |              |           | 54,000.00       |
| Staff Training, travel and stationery  |                      |                      |              |           | 12,530.00       |
| Contribution to national SHiFT Programme   |                      |                      |              |           | 30,000.00       |
| Other programme costs, including IT equipment,   |                      |                      |              |           | 9,677.00        |
| <b>Total</b>   |                      |                      |              |           | <b>£556,500</b> |
| <p>Enrichment activities - this is a budget of £2000 per child/young person to ensure that the SHiFT Guide can 'hook' the child/young person and encourage them to build confidence and access new opportunities. It is intended to be flexible and targeted to the individual needs of the child/young person. The only restriction is that this cannot be provided in cash.</p> <p>Costings assume that the Practice's Information Management and Technology and accommodation needs are met by the Host Organisation.</p> |                      |                      |              |           |                 |

- 4.8 The contribution to SHiFT is for the training and support of the organisation to help a change to practice. There is currently no other organisation that does this type of work and this will be the first pilot of its kind outside in GM and indeed outside of London. It is the intention to make a direct award for this support. The partnership will be subject to formal partnership and a Memorandum of Understanding

## 5 WHAT OUTCOMES ARE WE EXPECTING TO ACHIEVE?

- 5.1 SHiFT believes that every child and young person deserves to be kept safe, to be nurtured by people who see the potential in them, and to be supported and challenged to move to a place of strength and responsibility from which they can aspire, achieve and contribute to society. SHiFT would hope to see outcomes that demonstrate their model of working can achieve this. To this end, SHiFT has developed a Logic Model, Theory of Change, and Outcomes Framework that guides data collection to ensure they capture change in children's lives in a diverse and robust manner. Four 'outcomes domains' are assessed which provide the framework for articulating our outcomes, indicators, and, subsequently, metrics. The domains are as follows:
- Meaningful pursuits – how am I spending my time? (Education / employment / hobbies / opportunities / reducing criminal involvement)
  - Understanding the self – who am I and how do I feel? (Aspirations / goals / emotions management / health and wellbeing / self-harm)
  - Working and engaging with others – who am I spending time with? (Social network / professional network / communication skills / contact with the criminal justice system)
  - Agency and autonomy – do I know how to go about things? (Money management / ability to seek appropriate help / can advocate /clear understanding of path forward)

- 5.2 Outcomes and progress look different for each child. However, we expect to see stabilisation or progression in at least three of the four domains for 80% of our children. We assess this using a range of measures including Local Authority data, case notes from practitioners, children's testimonies (through a range of child-centred data collection tools), and standardised measures (currently including the Warwick-Edinburgh wellbeing scale, Rosenberg Self-esteem scale, and the General Self-efficacy scale).
- 5.3 Progress includes at least some of the following:
- Children's rate and severity of reoffending significantly decreasing (administrative data on arrests, triage, caution, court appearances and outcomes, with measures for offence gravity compared with 18 months of history before engaging with SHiFT)
  - Children's engagement with education or employment improves: at least 80% of the children we are working with re-engage with education or employment
  - Children have clearer and stronger aspirations for their future: This will be based on the setting and achieving of self-set goals, as part of our exploration tool, which considers aspects of health, education, family relationships, employment, housing and other key factors.
  - Implementation measures will also be collected through practitioner implementation interviews including:
    - SHiFT Guides feel capable of organising and executing the tasks, challenges and duties involved in SHiFT
    - SHiFT Guides successfully engage children in SHiFT within the first three months
    - SHiFT work builds on a strong working alliance between Guide and child
    - SHiFT is acceptable to key stakeholders
    - SHiFT stakeholders perceive SHiFT as being feasible to implement and cost effective
    - SHiFT Programmes are maintained by the Local Authority after the 18-month pilot project
    - SHiFT Programmes demonstrate substantial cost savings from the expected trajectory of this group of young people without intensive intervention

## **6 WHAT OUTCOMES HAS SHiFT ACHIEVED TO DATE?**

- 6.1 SHiFT is strongly committed to learning and evaluation. SHiFT already work with a range of research partners and has appointed a highly skilled Research and Evaluation Lead. Evaluation is used to understand not only whether SHiFT is working, but how, for whom, and under what circumstances. SHiFT's evaluation strategy involves a staged approach to ensure outcome domains reflect practice, centre children's voices, and properly and independently understand impact. Current work is focusing on process and implementation, quality assurance, and ensuring internal processes embed a learning culture.
- 6.2 To date external partners have included the Centre for Evidence and Implementation (CEI) who completed an implementation evaluation funded by the Youth Endowment Foundation, and Cornish and Grey, a consultancy who have provided a costings analysis. Internally, SHiFT has completed an in-depth process evaluation employing a contribution analysis framework to develop contribution stories about children's experiences of working with SHiFT. By embracing complexity and drawing on innovative 'small n' methodologies, SHiFT has been able to confidently articulate the contribution SHiFT Guides have made to children's lives. From this, SHiFT has developed a robust and meaningful theory of change which is guiding the development of an administrative data management system that will ensure the careful and ongoing tracking of work with children and the progress they make.
- 6.3 Findings from qualitative research indicate that SHiFT is genuinely child-centred - SHiFT Guides hold the child, not an issue - with flexibility that allows the Guide to move the focus of the work according to the children's needs. Guides go where they are needed and develop personalised support with clear intentionality towards goals that are co-set between child and

Guide and involve close working with parents, schools, and other professionals to ensure the child's needs are resolved and their aspirations challenged to be as high as they can be. Children expressed the importance of the SHiFT Guide's tenacity and care by showing up, working to find ways to work together that suited the child, and took the time to really understand the child's interests, circumstances, and plans for the future. Guides use these insights to develop positive working relationships with children and families so that they can challenge children to meet their full potential and support them in navigating a path through services and systems so that they can successfully transition back to school and into work, to develop new hobbies, and, ultimately, into adulthood.

6.4 SHiFT has a wealth of qualitative accounts of the SHiFT difference 'in action'. That data, together with administrative data, evidence emerging impacts for children supported by SHiFT, including:

- Being more settled in their accommodation with improved stability, behaviour, and better communication skills with staff in placements.
- A reduction or stabilisation in missing episodes through building trust, understanding the reasons for the episodes, and responding appropriately to mitigate and support improved self-efficacy.
- Reduced involvement in offending with demonstration of genuine steps towards sustained change for some of the most 'entrenched' we are working with. This includes engagement with new hobbies sustained and increased engagement in education and training.
- Improved attitudes towards finding employment and suitable training and engaging in further or adult learning education with some tangible evidence of successfully gaining employment, qualifications.
- Re-engagement with education. In one SHiFT Practice, after 13 months of working with the children, 20% of young people moved into education, employment or training during the last reporting period.
- Engagement in a diverse range of extra-curricular activities that provide learning through informal education, support the development of self-confidence, channel risk taking behaviour and develop agency.
- Progress in risk reduction and safeguarding concerns are being reflected in significant reductions in the professional network for children supported by SHiFT. Statutory social work intervention has ceased for 25% of children at one SHiFT Practice after 9 months of children being supported by SHiFT. A further 15% have demonstrated reduced levels of concern with a view to ending statutory involvement in this upcoming quarter (12 months in).

## **7 CONCLUSION**

7.1 The opportunity presented to Tameside by the VRU is welcomed and the services involved in work with these young people welcome the chance to try new ways of working. This is a good opportunity for Tameside to draw down £405k of additional funding to match the £126,500 investment from the TPRS.

7.2 The SHiFT programme offers an evidence informed intervention for a very vulnerable group of learners.

7.3 We propose to bring two updates reports to Executive Cabinet one at the mid-point of delivery 9-12 months into the programme and a further report at the end of the investment period after 18 months, this will include a discussion about whether this way of working should continue beyond this initial 18 month period.

## **8 RECOMMENDATIONS**

8.1 As set out on the front of the report.