

**DERBYSHIRE COUNTY COUNCIL**

**CABINET**

**18 April 2019**

**Report of the Strategic Director for Children’s Services**

**Pause Programme - A New Intervention Offer for Women Identified as Experiencing, or Being at Risk of, a Cycle of Recurrent Care Proceedings – (Young People)**

**1. Purpose of the Report**

To seek approval to undertake a procurement exercise for the provision of an innovative programme to reduce the number of children needing to enter the care system, namely the Pause programme.

**2. Information and Analysis**

**Background**

Research published in 2014 (Broadhurst et al) which looked at care applications nationally over a 7-year period, highlighted that 29% were linked to women who had already had at least one child removed into care - representing a significant scale and pattern of recurrent care proceedings.

Research also shows that whilst the numbers of women affected by recurrent care proceedings in any one local authority area may be small, the children they give birth to are numerous. A 2013 feasibility study in the London Borough of Hackney revealed that 205 children had been removed into care from 49 women – an average of 4 children per woman. The highest number of children removed from any one mother was 11.

Analysis of local data in 2018 indicates that Derbyshire is in line with this research. Over the previous 5 years, 80 women have had 262 children under the age of five taken into care. The highest number of children removed from any one mother was 8. (See table below)

Number of children admitted to care between 01/04/08 and 31/03/18	Number of Mothers
2	306
3	116
4	60
5	26
6	6
7	1
8	1

In common with many other local authorities, Derbyshire is experiencing significant and ongoing budget pressure through the levels of expenditure associated with children in care.

The average expenditure for each child removed into care at birth is £56,053 in Derbyshire. This includes the fostering placement costs and adoption costs but does not include longer-term financial costs, including placement breakdown and the wider costs to society.

Research (Hackney feasibility study) highlighted the following prevalence of presenting need amongst a cohort of women experiencing recurrent care proceedings:

- Alcohol/substance misuse – 98%
- Domestic abuse – 71%
- Street sex work – 51%
- History of being in the care system – 49%
- Mental health issues – 47%
- Criminal proceedings against them – 35%
- Learning difficulties – 14%
- Personality disorder – 8%

There are currently 21 Pause practices working across 27 local authorities in the UK. A recent Department for Education Evaluation of Pause (July 2017) determined that “Pause has had a significant, positive impact on the lives of a large proportion of women who engaged with the programme, and is highly likely to result in substantial cost savings over time, there is good reason to continue, and expand, provision of the service”.

Pause aims to prevent the damaging consequences of thousands more children being taken into care each year, by working with women who have experienced, or are at risk of, repeated pregnancies that result in children needing to be removed from their care. It seeks to give women the chance to pause and take control over their lives, breaking a destructive cycle that causes both them and their children deep trauma, as well as costing the taxpayer hundreds of millions of pounds.

It offers an intense programme of emotional, psychological, practical and behavioural support. Highly skilled Practitioners work with small caseloads of 6-8 women, to promote and sustain change. Each woman has an individual programme designed around their needs looking at the various elements of their system. Pause works with women in a radically different way, addressing everybody in their lives, including the fathers of their children, family members, partners and friends, as well as professionals within social services, housing, the NHS and the justice system.

As a requirement of beginning this voluntary programme, women agree to take an effective, long-acting, reversible form of contraception for their time on Pause, under the careful monitoring of sexual health services. This allows them the opportunity to reflect and focus on their own needs, often for the first time in their lives.

### **Enterprising Council**

This innovative programme is in keeping with the council's priorities around working with people to increase their resilience and reduce demand on services.

### **3. Financial Considerations**

The Pause Programme is a cost-avoidance model. The service will support up to 48 women over a 4-year period. This will result in a reduction in care proceedings estimated to result in cost avoidance of £1.424m from which the Council's contribution to outcome payments will be met.

The cost of the programme will be determined through the procurement process with the maximum payments not to exceed £0.86m.

Payments will only be made once outcomes have been achieved through a payment by results (PBR) model.

This would net a total cost-avoidance for the Council of £0.572m

See Appendix 3 for costs breakdown.

### **4. Legal Considerations**

The Pause Programme falls within the Light Touch Regime and relevant procurement law must be complied with when undertaking the procurement of a provider for the Pause Programme.

### **5. Social Value Considerations**

In considering the award of this contract, work will be undertaken with the successful provider during the lifetime of the contract where appropriate to capture and deliver social value initiatives.

The service will be based within Derbyshire and will therefore employ local people and provide jobs in the local economy.

The provider will support women to remove barriers they may have in accessing employment, improve their housing stability, reduce levels of domestic abuse and improve their self-esteem and mental health.

## **6. Human Resources Considerations**

Any successful provider will lead on recruitment alongside Pause National and the provider will be the employer in respect of the new roles.

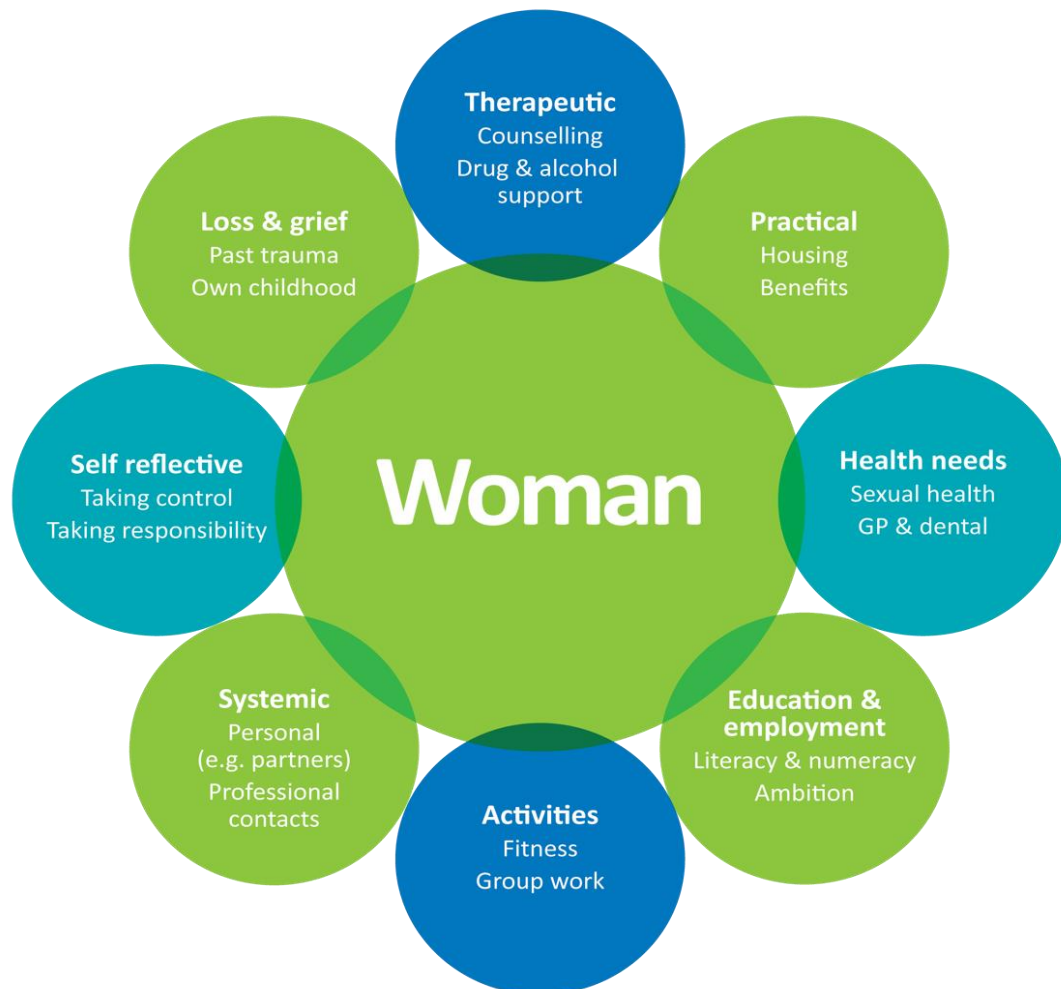
## **7. Strategic Director's Recommendations**

That Cabinet approves the proposal to undertake a procurement exercise for the provision of a Pause Programme in Derbyshire, as outlined in this report.

**Jane Parfremment  
Strategic Director for Children's Services**

## Appendix 1

The diagram below highlights the key elements of the integrated systemic Pause licensed model of therapeutic, practical and behavioural support:



The Pause model starts by looking at the woman's life as it is and the factors that may have led to her children being removed, makes a shared assessment of the woman's goals and the strategies that can help to improve things, motivates the woman and mobilises resources to help her address the identified issues.

The model recognises that factors such as domestic abuse, substance misuse, mental ill health and poverty are often interlinked with each other, and with the woman's feelings of self-worth, making it difficult for her to deal with the complexity of issues she faces.

Pause practitioners use their professional judgement and skill to create a holistic bespoke programme tailored to meet the unique emotional, psychological, behavioural and practical needs of each individual women, enabling her to tackle the root causes of destructive patterns, develop new skills and avoid further trauma.

## **Appendix 2**

### **Timeline**

<b>Pause Programme</b>	
<b>Approval to procure (Cabinet meeting)</b>	<b>18 April 2019</b>
<b>Publish invitation to tender</b>	<b>29 April 2019</b>
<b>Tender return date</b>	<b>20 May 2019</b>
<b>Tender Evaluation</b>	<b>31 May 2019</b>
<b>Approval to Award Contract</b>	<b>11 July 2019</b>
<b>Pause Programme-first cohort</b>	<b>November 2019</b>
<b>Service delivery start date of 2.5 year intervention Cohort 2</b>	<b>April 2021</b>
<b>Claim for LCF top grant for Outcome 1 with cohort 2</b>	<b>Sept 2022</b>
<b>Claim for LCF top grant for Outcome 2 with cohort 2</b>	<b>Sept 2023</b>

### **Appendix 3**

#### **Financial Model**

	Cohort 1	Cohort 2	Total
<b>Cost £</b>	<b>0.43m</b>	<b>0.43m</b>	<b>0.86m</b>
<b>Number of service users supported</b>	<b>22<sup>i</sup></b>	<b>22</b>	<b>44</b>
<b>Cost per service user £</b>	<b>19,545</b>	<b>19,545</b>	<b>-</b>
<b>Estimated number of CiC removed over 30 months if no intervention<sup>ii</sup></b>	<b>12.7</b>	<b>12.7</b>	<b>25.4</b>
<b>Cost avoidance at £56k per CiC<sup>iii</sup></b>	<b>0.712m</b>	<b>0.712m</b>	<b>1.424m</b>
<b>Savings</b>	<b>0.286m</b>	<b>0.286m</b>	<b>0.572m</b>

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<sup>i</sup> Based on original cohort of 24 and an effective cohort of 22

<sup>ii</sup> Using the Derbyshire birth rate of 0.23 births per year per mother.

<sup>iii</sup> Based on £56,035 per looked after child coming into care