



FUND-MAPPING: THE INVESTMENT OF PUBLIC RESOURCES IN THE WELLBEING OF CHILDREN AND YOUNG PEOPLE IN NORTHERN IRELAND

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FOREWORD



Recognising our shared objective of bringing transparency to public spending on children and young people in Northern Ireland, the Northern Ireland Commissioner for Children and Young People (NICCY) and The Atlantic Philanthropies have come together to commission this fund-mapping report.

There are many reasons for scrutinising government spending on children, not least as this is required as a General Measure of Implementation of the United Nations Convention on the Rights of the Child (UNCRC).

Article 4 of the UNCRC states that:

State parties shall undertake all appropriate legislative, administrative, and other measures for the implementation of the rights recognised in the present convention. With regard to economic, social and cultural rights, State parties shall undertake such measures to the maximum extent of their available resources and, where needed, within the framework of international co-operation.

The United Nations Committee on the Rights of the Child has provided further explanation on how implementation of this article is to be evidenced, in its General Comment 5:

No state can tell whether it is fulfilling children's economic, social and cultural rights "to the maximum extent of ... available resources", as it is required to do under article 4, unless it can identify the proportion of national and other budgets allocated to the social sector and, within that, to children, both directly and indirectly. (para 51)

At each periodic examination of the UK State party's delivery against the UNCRC, the Committee has inquired about how much the government has spent on children's services but to date the UK government has not provided a detailed breakdown of its spending on children.

The UK Government's *Fifth Periodic Report to the UN Committee on the Rights of the Child*, submitted in May 2014, and due to be examined in 2016, outlined the difficulties in identifying the proportion of government spending allocated to children: due to resources being devolved to 'the front line', and spent on locally determined priorities; as many areas of funding benefit all age groups and can't be disaggregated by age of recipient; and the support being paid to families makes it difficult to know how much is being spent on the children within the families.

Certainly, quantifying government spend on children is not without its challenges. However, these challenges should not deter governments from developing children's budgets, albeit imperfect ones. For bodies such as NICCY, whose role is to advise government on children's rights and best interests, it is vital that we are able to scrutinise government spending on children and, in this way hold it accountable for its delivery to them.

As the National Assembly of Wales has stated in its report on Children's budgeting in 2009:

There are very few promises, programmes or policies that any government can deliver without backing them up with money. For things to happen, well meaning words and assurances usually have to be followed through with cold, hard cash. Unfortunately, the way in which budgets are constructed (in many countries), actually makes it very difficult to determine whether and when this happens. That is what Children's Budgeting is all about, examining the resources that national and local government allocated to policies and services that affect children and young people, assessing the impact that they have, and looking at whether these adequately reflect the needs of children and young people.¹

The analysis of government spending on children is even more critical in this period of austerity, where wave upon wave of cuts are being made to vital services. Without clarity as to where money is being spent, it is not possible to be confident about how the cuts are being applied. Transparency supports accountability, and facilitates open conversations about impact and how cuts are applied.

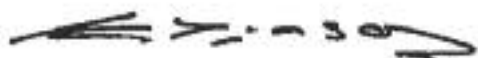
We have been very pleased at the way in which government departments have provided information for this study. We don't under-estimate the demands on the time of officials working in departments and how complex and onerous the task of gathering and analysing the data has been, particularly for those departments with high levels of spending on children. However, we believe that this resulting report provides a fascinating, unique, and detailed profile of spending on children in Northern Ireland in 2012/13. It doesn't include every penny spent on children, as departments were asked only to provide information on child-focused expenditure, and were not asked to allocate a portion of every budget line to children. If politics is the art of the achievable, so too is budget analysis.

Departments were also asked to provide information on the level of intervention, and to identify the proportion of spending on early intervention or prevention. The Atlantic Philanthropies have for over a decade supported approaches to children's services that focus on prevention and early intervention and draw on the best available evidence. The experience of this work has added to international evidence that such approaches contribute to better outcomes for children. In 2014 The Atlantic Philanthropies and the Northern Ireland Executive co-funded the Early Intervention Transformation Programme (EITP) which aims to mainstream these approaches within the children's services system. As EITP begins, The Atlantic Philanthropies is interested to find out the prevalence of prevention (and particularly well-evidenced prevention) work within the system and how much is spent on it. As EITP comes to fruition it will be of interest to see how the proportion of resources allocated to prevention and early intervention changes.

¹ National Assembly for Wales Children and Young People Committee (2009) *Children's Budgeting in Wales*. Cardiff: National Assembly for Wales. <http://www.assembly.wales/Laid%20Documents/CR-LD7749%20-%20Children%20and%20Young%20People%20Committee's%20Report%20on%20Children's%20Budgeting%20in%20Wales-19102009-148251/cr-ld7749-e-English.pdf>.

This report will serve as a baseline, a snapshot of spending on children in Northern Ireland. It can be repeated for later budgets, to show change over time, or compared with other jurisdictions if similar fund-mapping reports are produced, and further developed to provide a fuller picture of spending on children in Northern Ireland.

NICCY and The Atlantic Philanthropies are grateful to all the officials who worked to provide the information for this report, and to Dartington Social Research Unit for working diligently at gathering and analysing this data, when others were of the opinion that it could not be done.



Koulla Yiasouma

Northern Ireland Commissioner for Children and Young People

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EXECUTIVE SUMMARY

Introduction

This report is the result of a collaboration between the Dartington Social Research Unit (DSRU), the Northern Ireland Commissioner for Children and Young People (NICCY), The Atlantic Philanthropies and the Delivering Social Change Programme Board to better understand the nature and scope of expenditure on children's services across Northern Ireland.

As far as the research team is aware, this is the first time anywhere that a region has sought to (1) map the totality of annual expenditure on children's services, (2) assess the extent to which services are seeking to prevent or intervene early in the development of difficulties in children's lives, and (3) chart expenditure on evidence-based programmes and practices.

This project was, in part, a response to the requirements of Article 4 of the United Nations Convention on the Rights of the Child to establish a 'children's budget'. The method and results set out in this report will be instructive not only to policy-makers, leaders and practitioners in Northern Ireland, but also to other jurisdictions considering the impact of investment in service provision for children and families.

The government in Northern Ireland launched the Early Intervention Transformation Programme (EITP) in 2014 to embed outcome-based, early intervention approaches into mainstream children's services. This has been supported with investment by The Atlantic Philanthropies, whose existing investments in prevention and early intervention projects helped to lever government support. This report, in effect, provides a baseline against which to judge future expenditure and, in particular, to monitor the extent to which investment in prevention and early intervention is maintained.

Method

The analysis was prepared using the DSRU fund-mapping method. This is a pragmatic approach designed to help jurisdictions to: align investments to children's developmental outcomes; re-focus investments towards evidence-based prevention and early intervention; and foster better co-ordination across departments. This work was undertaken between March 2014 and June 2015 and focused on the financial year 2012-2013.

It involved all government departments and some voluntary organisations in Northern Ireland with an interest in children and families, and relied on the goodwill of managers and finance teams to identify and share financial information about any expenditure on services for children and families. The process was structured, in that departments were asked to complete a series of fact sheets, but also iterative. The research team followed up with all participants to test and clarify responses. The data elicited through the survey of departments and voluntary organisations were, where available, supplemented by published statistics. The analysis produced for departments was shared with each relevant department to ensure factual accuracy.

Results

To provide some context for the results that follow, at the time our analysis was undertaken, there were just over 1.8 million people living in Northern Ireland, of which 432,000 (24%) were under 18. There were approximately 24,000 babies born each year, of which 1,000 were born to teenage mothers. The child population was, and continues to be, on the increase. Children from black and minority ethnic (BME) groups comprised 2% of the child population. At any one time around 2,000 children were on the child protection register and around 2,800 children were in care.

In 2012/13, total public expenditure in Northern Ireland was just over £15 billion. Of this, one third was for social security benefit provision. The remaining £10 billion was comprised entirely of departmental expenditure on services, of which £2.28 billion (22%) was for services for children, young people and their families. Children and families benefit from a wider range of services, such as the police and primary care, but this analysis is concerned with services where the beneficiaries are only children and families. From our analysis we estimate that the region is investing on average £5,175 in every child and young person in Northern Ireland annually. It is important to note that this figure is for activities focusing specifically on children and their families. It is not, therefore, comprehensive, as it does not include population-wide spend, for example on infrastructure, GP services, emergency services or economic investment.

This expenditure is spread across 10 departments, with the majority overseen by the Department of Education (£1.64 billion, 72%) and the Department of Health, Social Services and Public Safety (£0.48 billion, 21%). The remaining eight departments are responsible for £0.16 billion (7%). See the table below for more details.

Summary of departmental spend on children and young people (net of income from users)

Department	Total resource (Departmental Expenditure Limit: DEL) ²	Spent on children	As % of departmen t spend	Department spend as % of all spend on children
Executive Departments	£m	£m	%	%
Agriculture and Rural Development (DARD)	218.77	1.34	0.61%	0.06%
Culture, Arts and Leisure (DCAL)	115.44	18.10	15.68%	0.80%
Education (DE)	1,888.57	1,632.56 ³	86.44%	71.74%
Employment and Learning (DEL)	1,010.85	103.40	10.23%	4.54%
Enterprise, Trade and Investment (DETI)	199.23	-	0.00%	0.00%
Finance and Personnel (DFP)	179.88	-	0.00%	0.00%
Health, Social Services and Public Safety (DHSSPS)	4,495.32	483.99	10.77%	21.27%
Environment (DOE)	130.96	3.10	2.37%	0.14%
Justice (DOJ)	1,248.04	15.30	1.23%	0.67%
Regional Development (DRD)	486.57	7.67	1.58%	0.34%
Social Development (DSD)	464.53	8.50	1.83%	0.37%
Office of the First Minister and deputy First Minister (OFMDFM)	76.98	1.82	2.40%	0.08%
	10,515.14	2,275.78	21.64%	100.00%

² Spending that is planned and controlled on a three-year basis in Spending Reviews. The DEL is the annual spending limit imposed on a government department arising from its agreed, longer-term financial settlement with DFP. Normally it is categorised into capital DEL and resource DEL and fixed for three years ahead.

³ The amount spent on children by the Department of Education is lower than the total resource because the department has other spent that would not be directly related to the activities about which data were requested, such as general administration costs, PPP (Public Private Partnership) unitary payments and depreciation.

One of the major investments in improving outcomes is the investment in staff. We estimate that at least 64,000 people work face-to-face with children and families across all services, including both staff and volunteers in youth services.

Services were categorised according to whom they target and to what end. Six levels were used, as follows: (1) *Promotion* – providing universal services to promote good outcomes; (2) *Universal prevention* – providing universal services to prevent poor outcomes; (3) *Selective prevention* – selecting and intervening with individuals or population sub-groups at elevated risk of poor outcomes; (4) working with high-risk individuals who show indicators or signs of problems that foreshadow poor outcomes; (5) *Treatment* – treating individuals for recognisable problems or disorders; and (6) *Maintenance* – providing long-term treatment and/or after-care to prevent the re-occurrence of problems.

Approximately one-fifth (19%, £0.44 billion) of total expenditure funds treatment and maintenance services (Levels 5 and 6), most of which are social care activities. Just over one-tenth (13%, £0.29 billion) of total expenditure is for selective and indicated prevention interventions (Levels 3 and 4). The remaining budgets are for promotion and universal prevention (57%, £1.30 billion), the majority of which is in education (Levels 1 and 2). The outstanding expenditure (11%) could not be disaggregated by intervention level. See the table below for more details.

Spend by intervention level (expenditure net of income from users)

Spend by intervention level					
Executive Departments	Levels 1 and 2	Levels 3 and 4	Levels 5 and 6	Not disaggregated by intervention level	Total
	£m	£m	£m	£m	£m
DARD	1.34				1.34
DCAL	17.39	0.65		0.05	18.10
DE	1,193.99	212.41	0.97	225.24	1,632.56
DEL	48.95	54.41	0.03		103.40
DETI					-
DFP					-
DHSSPS	29.35	17.00	424.08	13.57	483.99
DOE	3.06	0.05			3.10
DOJ		0.80	14.90	0.03	15.30
DRD	7.67				7.67
DSD		7.71	0.77		8.50
OFMDFM		0.25		1.57	1.82
Total	1,301.75	293.28	440.36	240.46	2,275.78
	57.20%	12.89%	19.37%	10.57%	100%

As well as distinguishing between prevention, early intervention and treatment, investment was considered in relation to the number of beneficiaries, which in turn permitted the calculation of a unit cost. Although limited by missing data, the contrasts are striking, with a unit cost for health visiting of around £79 compared with £35,722 for children looked after and £36,730 for youth custody.

Investment in evidence-based programmes (EBPs) – defined here as interventions that have been tested rigorously using robust comparison group evaluation and found to be effective – was reviewed across each department. A list of the programmes described as ‘promising’ or ‘model’ on the Blueprints for Healthy Youth Development⁴ database was circulated, with respondents asked to indicate which of those programmes they spent money on. With the exception of a community project in west Belfast, the government departments were not aware of what, if any, expenditure was committed explicitly to Blueprints-approved EBPs.

This finding may reflect, in part, the restrictive definition used (Blueprints arguably sets the highest standard of all online databases of programmes), and the year selected for study, 2012-2013, which pre-dates the EITP, and therefore was when all The Atlantic Philanthropies investments in EBPs were in the voluntary sector. The same exercise repeated for subsequent years may therefore yield more encouraging data, although it is likely to be a gradual trend from a low base rather than a radical shift.

Reflections on the research and findings

The aspiration to create a baseline for investments in prevention and early intervention was ambitious and may have been too bold for the complex arrangements for funding and delivering services for children in Northern Ireland.

The project encountered a range of organisational barriers while undertaking the work. Despite concerted efforts to overcome them, some proved insurmountable and as a result several caveats must be added to the findings and their interpretation.

The data held at departmental level provided a good overview of what was spent but less insight into how it was spent, as much of this is decided at the delivery agency level. Consequently, the analysis of staffing, categories of expenditure and investment in EBPs, most notably in education, may not be complete. Delivery agencies were approached for supplementary information where feasible. The lack of completeness was compounded by the often limited availability of staff within departments to track down and interpret relevant budget information within the timescales of the study.

⁴ www.blueprintsprograms.com

With these caveats in mind, the analysis provides an important and necessary first step towards a children's budget. As levels of need in the community increase and cuts to public expenditure deepen, it is likely that the investment in treatment and maintenance (Levels 5 and 6) will increase as a percentage of the total. Consequently, there will likely be a decrease in investment in prevention and early intervention by default. However, an alternative scenario is possible, if the political will exists. Tighter budgets can lead to service commissioners being more interested in what works and how evidence can help them make difficult choices. Thus, even if the overall budget for children's services declines, it is possible to increase the *proportion* spent on cost-beneficial and evidence-based prevention and early intervention at the expense of ineffective, inefficient and more heavy-end services.

Implications for policy

Whether the proportion spent on prevention and early intervention rises or falls, it is important to ensure that current investments are effective – in other words, that they are directed to where there is need and where they are likely to make a positive impact and be cost-effective. There are budget lines across all departments declaring expenditure on children and families that appear to be for non-statutory activity that could be further scrutinised for likely impact.

The expenditure on children and families analysed in this study is referred to throughout the report as an 'investment'. This is partly to convey the basic aspiration of most western democracies to equip children and young people to become good citizens making a positive contribution to the economy and society, but also to capture the aim of proactively tackling the root causes of social problems. Expenditure on services is, in effect, an investment in children's current and future health and wellbeing, and seeks to promote positive development and mitigate risks to healthy development. These risks operate at the environmental (e.g. poverty and poor housing), community (e.g. low social cohesion, poor safety), family (e.g. maltreatment and lack of nurturing) and individual (e.g. risky behaviours) levels.

Investments should be aligned to children's developmental outcomes and, ideally, informed by epidemiological intelligence on current patterns of need. This would highlight, for example, the prevalence of obesity, poor mental health and early onset behavioural problems (just three of a range of key developmental outcomes) and permit reflection on the extent to which current investments are focused on reducing the prevalence of poor outcomes in these areas. We recognise that the Health and Social Care Board does take this type of outcome-focused approach to planning.

It is essential that effort is focused on securing the greatest possible benefit from the existing resource. This should comprise two strategies: (1) de-commissioning services that are ineffective or not cost beneficial in order to release resource for re-investment, and (2) re-deploying a proportion of the time of staff who work directly with children to more effective activities. Both strategies could involve an explicit commitment to prioritising prevention and early intervention, as well as to increasing the take-up of tested and effective programmes and practices. Ultimately, the aim is to improve practice.

With investment in EBPs near zero in the year of study, it might be prudent to set a target to increase overall investment in such activities. For example, this might be set at 0.5% over five years. Each department could be invited to make a proposal for how investments might be better aligned to priority outcomes or channelled into tested and effective programmes, with education and health and social care necessarily bearing most of the burden.

As indicated earlier, it is likely that through the Early Intervention Transformation Fund there is already greater investment in EBPs. We should also say that we do recognise the current focus on early intervention being pursued as part of the investment in the Signature Programmes under the Delivering Social Change framework.

Implications for research

The preparation of a children's budget is a surprisingly complex task. There is not, as yet, an accepted methodology, and neither, as far as we are aware, are there many examples of children's budgets to which to refer. However, as the scrutiny of public expenditure increases, it is likely that there will be more demand for this type of analysis.

If this exercise were to be repeated in Northern Ireland or undertaken elsewhere, there is important learning from this work that would merit reflection.

First, the successful collation and interpretation of the data requires the involvement of many people. In this project, data were received from 10 different departments. This necessitated the commitment of senior staff in each department as well as staff from a range of sections within departments. It is vital to secure the support and involvement of all key individuals, for them to have time to track down the relevant data and for people within government to have a co-ordinating role.

Second, this work was initiated as a standalone project by two organisations outside of government, albeit with the support of the Delivering Social Change Board. Despite concerted efforts to publicise the work and secure buy-in, it is possible that the rationale for the work was not widely known or understood and, as a result, there were mixed levels of motivation to get involved. It could be more effective to set the work in the context of a broader strategic initiative with a clear understanding of how the findings from the fund map are to be used.

Third, the current categorisation and aggregation of budget information within departments presented serious challenges to the fund-mapping process. It would be worth changing the way this information is collected and categorised in future to make the process of regular fund-mapping more efficient. It would be very labour intensive and of dubious value to repeat the exercise without these changes.

Fourth, the analysis focused on the departmental level, which yielded good data on the overall amount of expenditure but less on how resources were deployed. A future fund map would need to involve those with delivery responsibility – most notably schools, the Education Authority (which has recently replaced the Education and Library Boards), the Health and Social Care Board, Health and Social Care Trusts and the Public Health Agency – in order to provide greater insight into how the money was being spent.

Fifth, the analysis yields greater insight when it can be set alongside findings from other jurisdictions, as it facilitates comparisons and thereby enables policy makers and researchers to appreciate what might be possible and how to achieve it. There would be considerable value in adopting an agreed method to fund-mapping to facilitate valid area-by-area comparison. Unfortunately, charting government expenditure on children in such detail is rare, so the funders of this project and the departments that were involved are to be commended for helping Northern Ireland to take this ambitious step.



INTRODUCTION

1 Introduction

This section sets out the background to the fund-mapping project, what the project aimed to achieve, the Northern Ireland policy and financial context and the situation in Northern Ireland in terms of the numbers of children and young people and some of their characteristics.

1.1 Background

Despite spending millions, and in many areas billions, on children, most jurisdictions do not know the total investment made in children's services annually. Nor do they know whether the investment could secure greater benefit if spent differently.

Growing interest in the role of evidence in policy-making, coupled with the effects of austerity, has led many public bodies to consider whether the greater use of cost-beneficial and preventive interventions might produce greater benefit for children. In particular, the last decade has seen significant policy-maker interest in shifting the balance of service provision from late/specialised intervention for children with serious and complex needs to universal prevention and early intervention.⁵ This is fuelled by mounting evidence of the significant costs (financial and otherwise) to individuals and wider society (via the tax system) of crime and poor health in particular, but also the large potential savings to the public purse as a result of early intervention with these issues.⁶

The Dartington Social Research Unit (DSRU) has, over the last decade, produced a range of resources for decision-makers in national and local governments to help identify interventions that work, to determine their economic cost and benefit and to plan for their implementation. In addition, the DSRU has helped many areas across the UK to understand better the nature of current investments with a view to identifying opportunities for decommissioning and re-directing resources.

The fund-mapping methodology used in this project builds on the DSRU's previous work and was further refined with colleagues in the US as part of a place-based reform programme known as Evidence2Success.⁷

The immediate context for this project is, first, that the Northern Ireland Commissioner for Children and Young People (NICCY) believes that it is vitally important that there is enhanced understanding of public expenditure on children and young people to ensure that funding is being allocated appropriately and effectively to meet the needs of the most vulnerable groups of children and young people in Northern Ireland.

Second, The Atlantic Philanthropies is working with the Northern Ireland Government in association with the Delivering Social Change Programme⁸ and is interested in the level of investment in services for children and the extent to which this supports prevention and early intervention and evidence-based interventions.

⁵ Axford, N. and Little, M. (2006) 'Refocusing children's services towards prevention: lessons from the literature', *Children and Society* 20 (4), 299-312; Allen, G. (2011) *Early Intervention: The Next Steps*. London: HM Government.

⁶ Welsh, B., Farrington, D. and Gowar, R. (2015) *Benefit Cost-Analysis of Crime Prevention Programs*. In Tonry, M. (Ed.) *Crime and Justice: A Review of Research*, Vol. 44. Chicago: Chicago University Press; Allen, G. (2011b) *Early Intervention: Smart Investment, Massive Savings*. London: HM Government; www.wsipp.wa.gov.

⁷ Evidence2Success is a collaboration between the Annie E Casey Foundation, the Social Development Research Group at the University of Washington, the Dartington Social Research Unit and Mainspring Consulting. It comprises a method and set of tools, including fund-mapping, to help public systems share accountability for improving child outcomes with communities.

⁸ The Delivering Social Change framework was set up by the Northern Ireland Executive to tackle poverty and social exclusion. It aims to deliver a sustained reduction in poverty and associated issues across all ages and to improve children and young people's health, wellbeing and life opportunities thereby breaking the long-term cycle of multi-generational problems. It focuses on a small number of actions and on cross-cutting work to achieve social benefits.

The DSRU has been working with The Atlantic Philanthropies over a number of years to support its investment in the island of Ireland. The DSRU supported The Atlantic Philanthropies in making a \$200m investment in children's services across the island of Ireland using the evidence base about what works in improving children's outcomes, in what became known as the Disadvantaged Children and Youth Programme. The DSRU helped The Atlantic Philanthropies devise a strategy and logic model to underpin these investments, provided a method for guiding grantees and advised on developing robust evaluation plans across the programme.⁹

As this current project was being commissioned, NICCY was just publishing an exploratory study of children's budgeting in Northern Ireland.¹⁰ It highlighted that analysis of the state budget and budgetary process is one of the requirements of the United Nations Convention on the Rights of the Child (UNCRC), ratified by the UK government in 1991. The report also highlighted that producing children's budget statements would enable stakeholders to examine how children's rights are being addressed and would inform decision making on how resources are allocated to meet children's needs. It recommended that interested parties should be brought together to consider the benefits and challenges of tracking expenditure on children and young people, examine different ways of overcoming the barriers in the current system (taking account of resource implications) and develop strategies for how to develop work on children's budgeting.

1.2 Goals

The DSRU's fund-mapping tool is intended to help develop an understanding of how public agencies and other bodies invest their resources in children.

A fund map is different from a traditional children's services budget in that it brings together information from across departments, agencies and the voluntary sector, where agreed and appropriate, on the amount of money invested in key services. The tool guides the collection and analysis of budget and programme information, with an emphasis on understanding:

- How much is invested annually in seeking to improve outcomes for children;
- Approximately what proportion is invested in prevention and early intervention;
- To what extent investment is currently supporting evidence-based programmes (EBPs); and
- How much key categories of services cost per child/young person.
- This, in turn, facilitates an understanding of:
- How current investments align with key child development outcomes;
- The potential to support prevention/early intervention activity and use EBPs to improve outcomes for children and young people;

⁹ Axford, N., Morpeth, L., Little, M. and Berry, V. (2008) Linking prevention science and community engagement: a case study of the Ireland Disadvantaged Children and Youth Programme, *Journal of Children's Services* 3 (2), 40-54; Little, M. and Abunimah, A. (2007) Improving outcomes for children in the island of Ireland: the role of philanthropic investment, *Journal of Children's Services* 2 (2), 60-67.

¹⁰ Sneddon, H. (2014) *Children's Budgeting in Northern Ireland: An Exploratory Study*. Belfast: NICCY. http://www.niccy.org/media/1316/niccy_budget_report_31_march_14.pdf

- Whether there are opportunities to better coordinate programmes and services supported by different departments and agencies; and
- Whether there are opportunities to improve commissioning and/or contracting processes, including the development of contracts that have clear outcomes, accountability for outcomes and incentives for achieving outcomes.

The intention was that the analysis would form a key baseline for decisions about the funding of services for children, young people and their families. Alongside data on needs and policy commitments, it would help to identify financing strategies to support priorities and to track the impact of the decisions being made on investments in prevention and early intervention.

The fund-mapping tool, originally designed for use in English health and local authority systems, was adapted for this project to respond to the local circumstances in Northern Ireland. Achieving an accurate analysis of how much is invested annually in improving outcomes for children, how this currently supports prevention and early intervention and the extent of investment in EBPs have been the main objectives.

This is not a study of how Northern Ireland compares with other regions of the UK. This sort of fund-mapping data was collected in two Scottish and 16 local authority areas of England but comparisons would be difficult as England, Scotland and Northern Ireland all have different

arrangements for service delivery for children and young people. To our knowledge, this is the first time a whole region has attempted an analysis of this type.

1.3 Northern Ireland context

Initial discussions with government departments and other agencies in Northern Ireland indicated that there is already a level of interest in better understanding public expenditure on children and young people in Northern Ireland and in focusing more on prevention and early intervention.

Most recently, the NICCY report examined the process for allocating government budgets in Northern Ireland and considered how the funding allocated translates into the provision of services for children and young people. It made a number of recommendations about planning expenditure, the presentation of information on expenditure and how children's budgeting could be taken forward. The report recommended that 'initially information on expenditure against budget lines such as education, child and family services and youth justice could be compiled as they are identifiable as focusing on children and young people'.¹¹ In addition, the Office of the First Minister and deputy First Minister (OFMDFM), in recognising the Northern Ireland Government's responsibility to implement the United Nations Convention on the Rights of the Child (UNCRC), had been developing a pilot approach to developing a children's budget.¹²

¹¹ Sneddon, H. (2014) *Children's Budgeting in Northern Ireland: An Exploratory Study*. Belfast: NICCY. http://www.niccy.org/media/1316/niccy_budget_report_31_march_14.pdf

¹² The United Nations Convention on the Rights of the Child (UNCRC) is an international treaty setting out rights relating to children under the age of 18. The analysis of the budgetary process and State budget are part of monitoring the overall implementation of the UNCRC.

It is clear from these approaches that there is no straightforward means of disaggregating all spending by client group, such as children and young people, from an accounting perspective, from the information available in the current system. For example, a significant proportion of government expenditure is on programmes that would benefit the population generally, including children and young people. This would include, for example, road maintenance, GP services and the promotion of inward investment. However, our early discussions with departments indicated a willingness and enthusiasm to take this work forward, starting with budget lines where expenditure can clearly be identified as focusing on children and young people.

The Children and Young People's Strategic Partnership's Early Intervention Sub-Group has also recognised that it would be useful to profile service infrastructure to identify early intervention. This is in the context of a strategy to develop an early intervention infrastructure which comprises 'family support hubs' that signpost families to other commissioned local family support services and statutory services with (a) an early intervention focus and (b) access to a range of evidence-based parenting programmes and access to a new early intervention service.¹³

Alongside the interest in understanding public expenditure on children and young people, there is also a considerable drive to increase the focus on prevention and tackling inequalities. The focus on inequalities is in recognition of wide

disparities in health and development along socio-economic and ethnic lines, which is harmful not only for the individuals who are disadvantaged in this way but also wider society.

In 2012, the Northern Ireland Executive developed the Children and Young Persons' Early Action document.¹⁴ This document identified key priorities to be taken forward under the Delivering Social Change Framework. The key priorities identified were Early Years and Early Interventions, Literacy and Numeracy, Transitions, Integrated Delivery and Joined-Up Planning and Commissioning. As a result, in October 2012 the First Minister and deputy First Minister announced investment in six Signature Programmes under the Delivering Social Change framework. These included:

- Improving literacy and numeracy attainment levels in primary and post-primary schools through the provision of additional teaching support (£12 million);
- Establishing 11 Social Enterprise Incubation Hubs servicing areas of multiple deprivation (£4 million);
- Supporting the existing 16 Family Support Hubs and over the next two years taking forward the establishment of 10 new Family Support Hubs (£3 million);
- An additional 20 nurture units to be rolled out across Northern Ireland in addition to the 10 nurture units, which are being funded by DE and DSD (£3 million);

¹³ Children and Young People's Strategic Partnership (2012) *Children and Young People's Strategic Partnership Recommendations: How to make Northern Ireland an Early Intervention Region*. 10/3/12. http://www.cypsp.org/wp-content/uploads/2015/01/early_intervention_report.pdf

¹⁴ <http://www.ofmdfmi.gov.uk/delivering-social-change-children-and-young-persons-early-action-paper.pdf>

- Additional high-quality support to new and existing parents living in areas of deprivation through positive parenting programmes (£2 million); and
- Scaling up and rolling out a pilot intervention to support young people ‘Not in Education, Employment or Training’ in developing skills and linking them to the employment market through structured programmes and projects (£2 million).

On 8 October 2013, Junior Ministers Jonathan Bell and Jennifer McCann announced a seventh £1.6 million potential investment to enhance play and leisure opportunities.¹⁵

In 2014, OFMDFM consulted on *Delivering Social Change for Children and Young People*.¹⁶ This stated, on the part of the Executive, a commitment to early intervention in the context of child poverty, the Ten Year Strategy for Children and Young People¹⁷ and obligations under the UNCRC. It also stated a commitment to take an outcome-based approach and one that ensures that the Executive meets its obligations on children’s rights.

The Analysis Report on the consultation on *Delivering Social Change for Children and Young People* was published in May 2014. While respondents generally welcomed the document and the outcome-based approach, there were a number of concerns about the integration of the Child Poverty Strategy with the Children and

Young People’s Strategy. As a result of those concerns, a separate Child Poverty Strategy for 2014-17 was to be laid before the Assembly, as required by the *Child Poverty Act 2010*, and further engagement with stakeholders and departments would take place in the development of a new strategy to replace the Ten Year Strategy for Children and Young People post-2016. A co-design approach was proposed, involving children and young people, parents and representatives from community and voluntary organisations, and all stakeholders. Concerns expressed by stakeholders in relation to child poverty were also to be taken on board in the development of the new Child Poverty Strategy and plans on how to take this work forward.¹⁸

In July 2014, the Minister of Health, Social Services and Public Safety reported to the Northern Ireland Assembly that ‘the Early Intervention Transformation Programme (EITP) is one of three strands being developed under the *Delivering Social Change* framework. The EITP, which will be launched formally in the near future, seeks to transform mainstream children’s services through embedding early intervention approaches in order to deliver sustained improvements in outcomes for children that continue beyond the lifespan of the programme. With contributions from five Departments, including my own, Justice, Education, Employment and Learning, and Social Development, the EITP represents a

¹⁵ In the event, this potential investment did not become available.

¹⁶ Office of the First Minister and Deputy First Minister (2014) *Delivering Social Change for Children and Young People: Consultation Document*. <http://www.ofmdfmi.gov.uk/dsc-children-young-people-consultation-2014.pdf>

¹⁷ Office of the First Minister and Deputy First Minister (2006) *Our Children and Young People – Our Pledge: A Ten Year Strategy for Children and Young People in Northern Ireland 2006-2016*. Belfast: OFMDFM. http://www.delni.gov.uk/ten-year-strategy_1_1.pdf

¹⁸ According to the *Child Poverty Act 2010*, the 2014-17 Child Poverty Strategy should have been published in March 2014. However, 18 months later this remains unpublished.

commitment across Government to work together to break the intergenerational cycle of poor outcomes that some children and families experience throughout Northern Ireland'.¹⁹

The EITP is being delivered between April 2014 and March 2018 and seeks to:

- Equip all parents with the skills needed to give their child the best start in life;
- Support families when problems first emerge, outwith the statutory system; and
- Positively address the impact of adversity on children by intervening both earlier and more effectively to reduce the risk of poor outcomes later in life.

The Atlantic Philanthropies' investment in the EITP is £10 million over a four-year period, with the government contributing £15 million.

On 17 September the First Minister and deputy First Minister, along with Padraic Quirk, the Country Director of Northern Ireland for The Atlantic Philanthropies based in Belfast, jointly launched three new Delivering Social Change Signature Programmes,²⁰ including early intervention services for young families in need of support and the expansion of shared education, driving improvements in educational standards. (The third programme is for services for people with dementia and their families and carers.) The total value of the programme is £58.5 million, of which £22.5 million will come from the Executive's Delivering Social Change

Fund and £24.7 million from The Atlantic Philanthropies. The remaining £11.3 million will be provided by contributions from the Department of Health, Social Services and Public Safety (DHSSPS), the Department of Education (DE), the Department for Employment and Learning (DEL), the Department for Social Development (DSD) and the Department of Justice (DOJ).

In April 2013, the National Children's Bureau also published a useful summary of the approaches to early intervention across Northern Ireland,²¹ showing the wide range of approaches to early intervention that are being taken across departments and agencies.

In terms of the overall public sector investment in Northern Ireland, the Public Income and Expenditure Account for year ending 31 March 2013 gives the total public expenditure for Northern Ireland as £15.1 billion²² and the Northern Ireland Civil Service as one of the region's largest employers, with approximately 28,000 staff (January 2013).²³ It is important to note that this total expenditure included social security benefit provision in Northern Ireland of some £5 billion. The fund-mapping analysis presented here is of departmental expenditure on services and does not include social security benefit provision.

The fund-mapping process in Northern Ireland has taken place in the context of this changing policy and funding landscape.

¹⁹ Northern Ireland Assembly Official Report (Hansard) <http://www.niassembly.gov.uk/assembly-business/official-report/reports-13-14/01-july-2014/>

²⁰ <http://www.ofmdfmi.gov.uk/dsc-stakeholder-update-september-2014.pdf>

²¹ NCB Northern Ireland (2013) *Early Intervention: The Northern Ireland Landscape*. NCB NI Policy Briefing, April. Belfast: NCB NI. http://www.ncb.org.uk/media/931235/early_intervention_ni_policy_update_april_2013.pdf

²² £15,076,103,000 – see page 13 of http://www.dfni.gov.uk/index/finance/afmd/afmd-treasury-management/afmd-pi-and-ea/final_pi_e_account_2012-13.pdf

²³ <http://www.nisra.gov.uk/publications/default.asp21.htm>

1.4 Children and young people in Northern Ireland

This section highlights the current situation in Northern Ireland in terms of the numbers of children and young people and some of their characteristics – age profile, ethnicity, numbers in lone parent households, educational attainment, children in need and involvement with statutory social services. In summary this tells us that for 2012/13:

- 24,000 children were being born each year;
 - Just under 1,000 children were born to teenage mothers;
 - There were 432,000 children and young people aged 0-17;
 - There were 10,000 young people from the Asian, Black, Mixed or Other main ethnic groups, making up 2% of children and young people (3.2% in the 0-4 year old age cohort);
 - There were 64,000 lone parent households;
 - The number of children was projected to rise to 448,517 in 2023, an increase of 3.9%;
 - Nearly 2,000 were on the child protection register;
 - 2,800 children were in care – an increase of 13.9% between 2009 and 2013;
 - 60.9% of Year 12 pupils achieved five or more GCSEs at grades A* - C including English and Maths;
- 80,000 children and young people attended an Emergency Department each year; and
 - Around one-quarter of children in Northern Ireland were admitted to hospital in their first year of life.

The detail behind these headlines is given below. Data relating to children in 2012/13 are used as this matches the time period used for the financial data collected by the fund map tool.

At 30 June 2013, the size of the resident population in Northern Ireland was estimated to be 1.830 million people.²⁴ The population growth between mid-2012 and mid-2013 was the smallest in a decade, due to a combination of historical highs and lows in components of population change, which included the lowest number of births in the last six years.²⁵

Over the period 2008-2013, live births fell from 25,631 to 24,277. During this time the number of live births to mothers aged under 18 also fell, from 398 to 230, i.e. to just under 1% of live births, and live births to mothers aged under 20 fell from 1,426 to 937.²⁶

Recent trends in the changing age structure of the population continued. Between 2012 and 2013 the number of children aged 0-15 increased slightly from 382,100 to 382,600.²⁷ Including young people up to and including 17 year-olds, there were 431,865 children and young people aged 0-17 in 2013, making up 23.6% of the population.²⁸ By 2023, the population of children and young people aged 0-17 is projected to be 448,517 (23.3% of the population), an increase in absolute terms of 3.9%.

²⁴ http://www.nisra.gov.uk/archive/demography/population/midyear/MYE13_Report.pdf

²⁵ <http://www.nisra.gov.uk/publications/default.asp21.htm>

²⁶ <http://www.nisra.gov.uk/demography/default.asp8.htm>

²⁷ <http://www.nisra.gov.uk/demography/default.asp8.htm>

²⁸ http://www.ninis2.nisra.gov.uk/InteractiveMaps/Population/Population%20Pyramids/MYE%202012/Pop_Pyramid_June2013.html

On Census Day 2011, 1.8% (32,400) of the resident population of Northern Ireland belonged to minority ethnic groups.²⁹ Usual residents from the Asian, Black, Mixed or Other main ethnic groups had typically younger age profiles than those who were of White ethnicity.³⁰ There were 10,300 0-17 year olds from the Asian, Black, Mixed or Other main ethnic groups, of which 3,941 were aged 0-4, 3.2% of their age cohort, compared to only 1.5% of the 16-17 year olds in these main ethnic groups.³¹

The 2011 Census recorded a substantial increase in lone parent households. The number of lone parent households with dependent children increased by over a quarter (27 per cent) during the decade, from 50,500 in 2001 to 63,900 in 2011.³²

In 2012/13, 60.9% of Year 12 pupils achieved five or more GCSEs (including equivalents) at grades A*- C including GCSE English and GCSE Maths, an increase of 0.8 percentage points from 60.1% in 2011/12. The figure for those with free school meal entitlement (FSME) was 33.9% compared with 66.7% of non-FSME pupils.³³

During the year ending 31 March 2013, Social Services in Northern Ireland had received 37,664 children in need referrals relating to 29,508 children. This continued a steady

increase observed since 2008, with the annual number of referrals received approximately 9,500 more (a 34% increase) than in 2008 and relating to approximately 8,000 more children (a 40% increase).

1,961 children were on the Child Protection Register at 31 March 2013; this was the first time since 2007 (1,805) that the number of children on the register had dropped below 2,000. A high of 2,488 children on the register was recorded at 31 March 2009.

At 31 March 2013 there were 2,807 Looked After Children in Northern Ireland, the largest number of Looked After Children recorded over the previous 10 years and an increase of 6% (163) from 2012. There were 995 Admissions to care during 2012/13 and some 850 discharges.³⁴

There are around 145,000 Emergency Department attendances each year by children under 16. This is 20% of total attendances at Emergency Departments.³⁵ 'Around 80,000 children and young people attend an Emergency Department each year and around 60,000 are admitted to hospital each year... and information from hospital systems suggests that around one quarter of children in Northern Ireland are admitted to hospital in their first year of life'.³⁶

²⁹ <http://www.niassembly.gov.uk/globalassets/documents/raise/publications/2013/general/3013.pdf>

³⁰ http://www.nisra.gov.uk/census/detailedcharacteristics_stats_bulletin_2_2011.pdf

³¹ Table DC2101NI in http://www.nisra.gov.uk/census/detailedcharacteristics_stats_bulletin_2_2011.pdf

³² <http://www.niassembly.gov.uk/globalassets/documents/raise/publications/2013/general/3013.pdf>

³³ Year 12 and Year 14 Examination Performance at Post-Primary Schools in Northern Ireland 2012-2013 at http://www.deni.gov.uk/year_12_and_year_14_examination_performance_at_post-primary_schools_in_northern_ireland_2012-13.pdf

³⁴ Children's Social Care Statistics for Northern Ireland 2012/13 http://www.dhsspsni.gov.uk/microsoft_word_-_childrens_social_care_stats_201213-2.pdf

³⁵ A review of paediatric healthcare services provided in hospitals and in the community November 2013 at <http://www.dhsspsni.gov.uk/p-consultation-document.pdf>

³⁶ <http://www.hsboard.hscni.net/publications/Commissioning%20Plans/%2026%20Jan%202015%20Draft%20Commissioning%20Plan%202014-15%20PDF%205MB.pdf>



METHOD

2. Method

This section provides an overview of the fund-mapping method and its application in Northern Ireland. The method, as highlighted earlier, had been used elsewhere but the arrangements for funding services for children and young people in Northern Ireland are different and the application of the method needed good preparation to ensure it reflected the more complex local situation.

The fund-mapping process took place in three steps, as described below.

2.1 Design of and preparation for the fund-mapping process

The first step was to design and prepare for the fund-mapping process. The project was initiated in January 2014 with an expected completion date of October 2014. However, while the preparation period ran more or less to schedule, the provision of the data by government departments extended over a far longer period than anticipated, with the final data being received by the research team in March 2015.

For this work in Northern Ireland, there were telephone calls and in-person meetings between the DSRU and Delivering Social Change Programme Board members and others designated by them with three specific goals:

- To orientate system leaders to the fund-mapping goals and process;
- To reach agreement with system leaders on key parameters of the fund-mapping process, including: which departments and agencies will collect data; for what categories of activities and services data will be collected;

which geographic area(s) and level(s) of government the fund map will cover; the fiscal year for which data will be collected and for what population age range; and which budget holders will need to participate in the fund-mapping process; and

- To receive the commitment of key leaders from each of the priority departments/agencies to designate financial, budget or other managers, as appropriate, as contacts to collect local financial and service data and assist in the analysis and interpretation of the data.

The process to achieve these goals is set out below.

Prior to any data collection, DSRU researchers undertook some desktop research on publicly available data to provide intelligence on the current context. Telephone contact was made with all departmental representatives on the Delivering Social Change (DSC) Board with the exception of the Department of Finance as it does not provide services. Some additional contacts were made with other officials designated by DSC Board members and meetings were held with officials in the Department of Health, Social Services and Public Safety (DHSSPS), the Department of Education (DE) and the Department of the Environment (DOE).

All contacts with officials included discussion of the practicalities of collecting the data, including: the timing of the project; the types of services to be included; the age group to which the services were relevant; the relevant financial year; which staff to engage – budget holders, finance staff,

other managers; any additional contacts that would be useful; the time needed to get any data from delivery partners; and some definitions relating, for example, to evidence-based programmes (EBPs) and levels of intervention. The discussions included whether there was anything that the DSRU researchers could do to help.

All contacts with officials also included discussion of the commitment to collect the data that had been established through the support given to the project by the DSC Board. It was important to secure a commitment from the contacts in each department as the success of the project depended on their willingness and ability to collect and collate the data.

Draft guidance and tools were shared with NICCY, with some key officials and with the OFMDFM official investigating a process for producing a children's budget in the longer term. As a consequence, guidance and tools were amended to take account of the context in Northern Ireland.

Final guidance was sent to all contacts on 8 May 2014, which included a timetable for the project and a deadline of mid-July for the return of data.

Two DSRU researchers were allocated and briefed to liaise with departments. The researchers made contact in the second half of May, following up with phone calls in early/mid June. They emphasised that we did not want to

make this too complicated. We were asking for (a) the obvious services where all spend was for the benefit of children and (b) services for a wider population where there was a part of the service that was targeted at children and where there was a robust assumption on which expenditure could be apportioned. We were not asking for expenditure on services for a wider population where children would be beneficiaries, but where it was difficult to apportion spend.

Other opportunities were used to familiarise government officials with the project. This included attendance at the launch of the Centre for Effective Studies (CES) report on children's budgeting, commissioned by NICCY,³⁷ and a meeting with a small group of officials and representatives of the voluntary sector.

The project lead met with the author of the CES report and the OFMDFM official responsible for developing a process for producing a children's budget in the longer term, to agree how this research might support the work done so far and help inform future work.

The voluntary sector was contacted and given the opportunity to participate in the project. The guidance and tools were amended to suit the sector and distributed through Children in Northern Ireland (CiNI)³⁸ and sent directly to the National Children's Bureau NI, Barnardo's and the NSPCC.

³⁷ Sneddon, H. (2014) *Children's Budgeting in Northern Ireland: An Exploratory Study*. Belfast: NICCY. http://www.niccy.org/media/1316/niccy_budget_report_31_march_14.pdf

³⁸ Children in Northern Ireland (CiNI) is the regional umbrella organisation for the voluntary and community children's sector in Northern Ireland.

Contact was made with the Children's Services Planning Professional Advisor of the Children and Young People's Strategic Partnership to make the children's partnership aware of the project as it might relate to its role in ensuring integrated planning and commissioning for children's services across agencies and sectors. Contact was also made with the Northern Ireland Local Government Association (NILGA) to make it aware of the project in case it wished to take the opportunity to include any relevant local government activity in the project.

2.2 Collection of data for fund maps

The second step was to work with designated government officials to collect the fund-mapping data. The voluntary sector was also included in the data collection process.

This was an iterative process which provided the opportunity to check on the emerging picture and to raise any questions and/or any additional data requirements.

It was recognised from the start that, in some cases, the desired information would either be unavailable or incomplete. Where estimates or assumptions were made, these were to be clearly stated. Departments were asked to provide data on services that were clearly for children, young people and their parents and on services where a robust assumption could be made as to the proportion of the investment in the service that could be said to be to the benefit of children, young people and their parents. Where robust assumptions could not be made, services were to be excluded. The guidance provided a list of those key services in which the research was interested.

Where services were provided to adults because they were parents and the intervention was designed primarily to impact on outcomes for children through the adults as parents, these services were to be included in the fund-mapping.

The fund-mapping methodology included the use of two fact sheets, one to collect data on the services provided and another to collect data specifically on any EBPs being delivered within these services.

2.2.1 Data Fact Sheet

The process employed a 'Data Fact Sheet' for designated staff to collect and collate data on:

- Expenditure on services for all children and young people;
- Service use by children, i.e. the number of children using or benefiting from the service;
- Resources in terms of staffing numbers;
- The primary purpose of the expenditure on children and young people in terms of its level of intervention – essentially whether it is for universal prevention, targeted early intervention or treatment/intervention for high-level needs; and
- The unit costs of services for children where possible.

This fact sheet is included in Appendix A. The categorisation of the levels of intervention is given in Appendix B.

There were a number of discussions about which financial year would form the most appropriate basis for the analysis. Although the 2013/14 accounts would have been finalised by late May/early June 2014, financial data for 2013/14 for some services, for example health and social care, was not going to be available from the agencies to which funding is devolved until mid-Autumn. As some data were not going to be available until six months after the project started, the request was made for expenditure data for the financial year 2012/13.

2.2.2 Programme Fact Sheet

The programme fact sheet was intended to help identify (a) the EBPs offered to children, young people and their families from conception up to and including young people aged 17 and (b) the outcomes at which programmes were aimed. We recognise that some departments were concerned that 2012/13 did not necessarily reflect what they were implementing now.

There are various ways of defining what an EBP is. For the purposes of this analysis we used the DSRU's Standards of Evidence (SoE).³⁹ The standards are designed to help determine if an intervention has an effect on relevant outcomes and whether it is feasible to implement in a public service system. These are by no means the only set of SoE⁴⁰ but the DSRU has worked with international partners to develop a set of

clear, transparent standards to help identify interventions that are well-designed, proven to improve child outcomes and ready for implementation in public service systems. We know that programmes approved by the 'Blueprints for Healthy Youth Development'⁴¹ database meet these standards, so we asked people to use the list of Blueprints-approved programmes (as at 10 April 2014) that was supplied with the guidance.

We also wanted to know about other programmes that might meet the standards but which were not yet on the Blueprints list. These programmes would need to have, at least, a strong logic model and some evidence from a randomised controlled trial (RCT) or quasi-experimental design (QED) evaluation that participants were better off after the intervention relative to a comparison group.

The programme factsheet is included in Appendix C.

Although EBPs are increasingly being implemented in children's services agencies in developed countries, we recognise there are concerns about this trend among some researchers, policy-makers and practitioners. In recognition of this, we have reviewed the main critiques and found some misconceptions but also some valid concerns that need to be addressed by proponents of EBPs.⁴²

³⁹ Dartington Social Research Unit (2013) *The 'What Works' Standards of Evidence (Version 1.0)*.

<http://investinginchildren.eu/standards-evidence>

⁴⁰ Axford, N. (2014) 'Standards, standards, everywhere'. <http://investinginchildren.eu/blog/archive/201401>

⁴¹ <http://www.blueprintsprograms.com/>

⁴² Axford, N. and Morpeth, L. (2013) Evidence-based programs in children's services: a critical appraisal, *Children and Youth Services Review* 35 (1), 268-277.

We also recognise that policy-makers and practitioners draw on a suite of approaches to service delivery, only some of which will be EBPs. First, programmes are a specific form of service delivery and do not reflect what practitioners do most of the time. For example, practitioners build relationships with service users in which they deliver a range of practices and approaches, whether characterised in terms of, say, cognitive behavioural therapy and motivational interviewing, or common units of behavioural influence, such as the use of role-play and feedback to promote skills. Second, interventions that are still in development may not be ready to be subjected to the type of experimental evaluation necessary to gain the status 'evidence-based'. Third, EBPs have weaknesses, such as their often modest effect sizes and the difficulty of taking them to scale. Nevertheless, we maintain that EBPs, which by definition have been tested rigorously and found to be effective, are a valuable element in the portfolio of ways of intervening to improve children's wellbeing.

2.3 Analysis and reporting

In the third and final step the DSRU has analysed the available data and shared each departmental analysis with the relevant department to help ensure factual accuracy.

The analysis has focused on investment in frontline services, recognising that there is also investment in policy and strategy development and planning that will also result in increased or improved service delivery in the future.

In accordance with the goals of the project set out in section 1.2, the analysis has focused on:

- Establishing the level of investment in children's services by department and in total;
- Categorising investments by the level of intervention to identify prevention and early intervention activity wherever possible;
- Identifying the level of investment in Blueprints-approved EBPs and other programmes that could potentially meet those standards but which are not currently on the Blueprints list; and
- Determining the unit cost for services where appropriate and feasible.



RESULTS – INVESTMENT IN SERVICES FOR CHILDREN AND YOUNG PEOPLE

3. Results – Investment in Services for Children and Young People

This section sets out the analysis of each department's investment in services for children and young people in 2012/13. This includes each department's net expenditure on children and young people, the number of staff working with children and young people, the number of children and young people benefiting from these services, unit costs, how much of the investment was on prevention and early intervention (i.e. the level of intervention) and any investment in evidence-based programmes (EBPs). The analysis of the voluntary sector is presented separately, as returns were only received from two organisations (Appendix F).

The analysis is as comprehensive as has been possible based on the data supplied by departments. As highlighted earlier, we did not ask for expenditure on services for a wider population where children would be beneficiaries but where it was difficult to apportion spend. There were some services for which departments could not separate out expenditure on children and young people from other expenditure because budgeting and accounting systems do not differentiate between spending on children and young people and spending on the wider population. This means that the level of expenditure described below will be a minimum estimate.

Also, in many cases, departments were not able to supply data on staff numbers, beneficiary numbers, unit costs, a breakdown of expenditure

by level of intervention, or the level of expenditure on EBPs. We can say that at least £2.28 billion was invested in services for children and young people in 2012/13.

Subject to the caveats outlined above, a summary of the Northern Ireland government's total investment is given in section 3.13 but the detailed departmental analysis is provided first in the sections that follow (one per department). These sections are ordered according to the total investment in services for children and young people that was reported by each department, starting with the highest.

3.1 Department of Education

The Department of Education's 'primary statutory duty is to promote the education of the people of the north of Ireland and to ensure the effective implementation of education policy. The Department's main statutory areas of responsibility are 0-4 provision, primary, post-primary and special education and the youth service'.⁴³

3.1.1 Total departmental expenditure

Total net departmental expenditure in 2012/13 was £1.89 billion (Final Outturn for Resource Departmental Expenditure Limit (DEL))^{44, 45}

3.1.2 Expenditure on children

The Department of Education (DE) provided detailed and well-documented data but this was so late in the timetable for the project that it has not been possible to have much of a dialogue

⁴³ <http://www.deni.gov.uk>

⁴⁴ Departmental Expenditure Limits (DEL) are limits set in the Spending Review. Departments may not exceed the limits that they have been set.

⁴⁵ See Appendix D.

with the Department to make sure the data have been most appropriately used against what was requested. Where it is clear, we have been able to make statements about the investments being made but where it is not clear, we have placed caveats on the use of the data.

In addition, the Department advised that, 'it is not possible to identify all sources of funding and the amounts or use of such funds as such data is incomplete. Additionally, for schools, as the identifiable data relate only to initial formula funded budget for schools, it is not appropriate to use this either for 'spend' or 'budget' per capita analysis. Under the Local Management of Schools (LMS) funding arrangements, fully delegated budgets and responsibility for spending priorities lie with the individual Board of Governors and Principal, where applicable. Identified elements of the budget, that have been distributed to reflect identified needs, cannot be used to reflect actual expenditure for the particular need group due to the flexibility afforded by LMS management, non-identified other sources of income, or indeed such funding forming part of a broader strategy of actions and interventions – e.g. aligned to other programmes such as Extended schools, Full-service schools, or specific initiatives such as support through TBUC [Together: Building a United Community], Social Change Signature project, formal interventions etc.'

This means that although the budgets delegated to schools are clear, schools have the authority to spend the money as they see fit against their

priorities, so it is not possible for the DE to say what it is spent on. Also, as schools have several sources of income, which they can combine to address local priorities, how they spend their overall budget is not clear from what is delegated to them to spend from a range of budgets.

In addition, it was not possible to see disaggregated budgets or spend by phase or sector for all services. Many services were for both primary and post-primary education and sometimes for pre-school education and/or special education as well.

This also affects the ability to derive any unit costs for school places.

The analysis that follows gives an indication of investment in services given the above caveats.

The Department returned data on services with a value of £1.64 billion,⁴⁶ of which £10.8 million was offset by income to the Council for Curriculum, Examinations and Assessment (CCEA) and the General Teaching Council for Northern Ireland (GTCNI). The analysis below is based on the net expenditure reported of £1.63 billion. The main areas of expenditure that make up this total are given in Table 1 below.

From the data provided, £59 million was reported as being invested specifically in **pre-school education**.⁴⁷ This includes the delegated budget to nursery schools, with the caveats as set out above about local discretion to spend money against local priorities, and the 2012-13 outturn⁴⁸ for other budgets. It was not possible

⁴⁶ This excluded general administration costs, Public Private Partnership unitary payments, depreciation and some earmarked budgets.

⁴⁷ The Department's Pre-School Education Programme (PSEP) offers one year of funded pre-school education to children in their final pre-school year to every family that wants it in accordance with a Programme for Government commitment. Places are offered in statutory settings in nursery schools and units attached to primary schools and in non-statutory voluntary playgroups and private settings.

for the Department to disaggregate the overall funding level for pre-school pupils in primary schools from the host schools' overall budget and £14.7 million in the Pre-School Initiative. Major areas of investment were £18.3 million through the Aggregated Schools Budget,⁴⁹ £14.7 million in the Pre-School Initiative,⁵⁰ £22 million in Sure Start⁵¹ and £2.3 million distributed to 166 projects through the Early Years Fund.⁵²

From the data provided, £514 million was reported as being invested specifically in **primary education**. This was partly the delegated budget to schools, with the caveats as set out above, and partly the 2012-13 outturn for other budgets. Major areas of investment were £485 million through the Aggregated Schools Budget and a further £26.6 million through other block grants. £1.5 million supported the delivery of the curriculum sports programme to pupils in Years 1-4,⁵³ including children with special educational needs. £220,000 was invested in 'Education Works', a valuing education advertising campaign aimed at encouraging all parents, in particular those from the most disadvantaged backgrounds, to become more involved in their child's education.

From the data provided, £657 million was reported as being invested specifically in **post-primary education**. This was partly the delegated budget to schools, with the caveats as set out above, and partly the 2012-13 outturn for other budgets. Major areas of investment were £620 million through the Aggregated Schools Budget and a further £25 million through other block grants. £11 million supported the Curriculum Entitlement for young people aged 14-19 including those with disabilities, £340,000 provided additional resources to help post-primary schools fund the costs associated with the administration of the Education Maintenance Allowance Scheme⁵⁴ and £734,000 supported 'Full-service Schools', specifically the Belfast Model School for Girls and Belfast Boys Model School in North Belfast⁵⁵ and a range of schools in West Belfast (Full Service Community Network).

From the data provided, £163 million was reported as being invested specifically in **special education**. This included £87 million for Special Schools, £62 million for children with a Statement of SEN being educated in mainstream schools⁵⁶ and a further £6.5 million

⁴⁸ The actual amount spent at the end of the year rather than the amount that was budgeted before the start of the year.

⁴⁹ All grant-aided schools, funded under the Common Funding Scheme, receive a fully delegated budget.

⁵⁰ The Pre-School Education Programme provides one year of funded pre-school education to children in their final pre-school year to every family that wants it in accordance with a Programme for Government commitment. This funding/budget covers pre-school provision from voluntary and private settings operating under the Pre-School Education Programme, and does not include pre-school provision in school settings.

⁵¹ The overarching aim of Sure Start is to work with parents and children to promote the physical, intellectual, social and emotional development of pre-school children, particularly those who are disadvantaged, to ensure they can thrive at home and when they get to school. All children under the age of 4 and their families within the catchment area of each Sure Start can access services, as provision is universal within the targeted areas.

⁵² These projects provide direct early years care and education to children in areas of low provision or disadvantaged areas or where the service is considered critical for children.

⁵³ Children in these years will be aged from 4 to 8. Children start school in September if they have reached the age of 4 by the previous 1st July, and so are aged between 4 years 2 months and 5 years 2 months on starting.

⁵⁴ The Education Maintenance Allowance Scheme supports young people from lower income families to stay on in post-compulsory education.

⁵⁵ The full-service schools model seeks to raise educational attainment in an area of social deprivation by offering substantial additional programmes for pupils and the local community.

⁵⁶ A breakdown of the SEN figures into support for those with a disability or those with emotional and behavioural problems, as sought by DSRU, is not available without undertaking an exercise to gather this. The data provided therefore include all children diagnosed as having SEN and having a Statement of SEN from their ELB (i.e. SEN Stage 5) being educated in mainstream schools.

for other areas of special education, for example autism, transition support, speech and language and communication needs. All of these services included provision for children with emotional and behavioural problems and for children with special educational needs and/or disabilities. A further £7.8 million was invested in Education Other Than At School (EOTAS),⁵⁷ specialist support services for children with social, emotional and behavioural difficulties (SEBD)⁵⁸ and specialist training for staff supporting children with particularly challenging issues.⁵⁹

It is important to note that many educational **services could not be disaggregated** across the above phases or sectors – pre-school, primary, post-primary and special education. Investment in these services totalled £177 million. Major areas of investment in this group included £69 million for transport, £36 million for ICT for schools, £39 million for free school meals, £12 million for extended schools targeted at 500 schools serving areas of the highest social deprivation, £4 million for boarding (where it is necessary for the pupil to reside away from home) and clothing (to provide assistance

towards the cost of school uniforms and clothing for PE), £4 million for the Nutritional Standards Initiative,⁶⁰ £3.5 million for the Music Service, £2.8 million for the Council for Catholic Maintained Schools and £2.9 million for school libraries. Just under £1 million was invested in Community Relations/Equality and Diversity, £750,000 in Integrated Services for Children and Young People (ISCYP)⁶¹ and £83,000 on the Northern Ireland Anti-Bullying Forum (NIABF).⁶²

In addition, £30 million was invested on **youth activities**.

Finally, the Department reported on a number of services that can be characterised as supporting standards in educational provision – through training and professional development, regulation, curriculum advice and examination and assessment. A total of £43 million was invested in these services, although £10.8 million was offset by income to the CCEA and GTCNI from a range of fees, leaving net expenditure of £32.2 million.

⁵⁷ EOTAS encompasses all educational provision made to support children who, by reason of illness, suspension, expulsion or otherwise, cannot attend a mainstream school. This service includes a range of interventions delivered through specific EOTAS centres, hospital schools, education services for children with serious mental health conditions, and home tuition services for children suffering from prolonged illness.

⁵⁸ SEBD involves short-term and intensive intervention for 2-3 days per week outside the pupil's mainstream class to address specific emotional or behavioural needs within a short timeframe.

⁵⁹ Staff in special schools and other 'high risk' situations can receive training in conflict de-escalation techniques and safe restraint holds.

⁶⁰ The Nutritional Standards Initiative is designed to improve the food and nutritional content value of school meals.

⁶¹ ISCYP operates in two areas of Northern Ireland and aims to improve outcomes for children through the better integration of services, targeting key transition stages in children's lives. Since 2012/13 the project has been subsumed within the Delivering Social Change framework.

⁶² NIABF, hosted by NCB, brings together over 25 regional statutory and voluntary sector organisations to provide guidance and support to all schools, pupils and parents on best practice responses to bullying behaviour.

Table 1 Breakdown of expenditure by major education services

Pre-school	
Sure Start	22,477,000
Delegated schools budget - nursery schools	18,268,000
Pre-school play education in voluntary/community sector	14,700,000
Early Years Fund	2,340,000
Other block grants	759,000
Toy box	350,000
Bookstart	250,000
	59,144,000
Primary	
Delegated schools budget	485,152,000
Other block grants	26,606,000
Sports Initiative Grants	1,494,000
CCMS Full Service Community Network	367,000
Other services, including Women's Aid project, Education Works, SAT transfer budgets and teachers' secondment programme	470,000
	514,089,000
Post-primary	
Delegated schools budget	619,913,000
Other block grants	25,192,000
Curriculum Entitlement Team (14-19)	11,045,000
Youth – full service schools	367,000
Other services including EMA support, STEM Truck and AQT direct payments	593,000
	657,110,000
SEN	
Special schools block grant	86,812,000
Block Grant for Special Education in Mainstream	61,838,000
SEN – other services such as autism, transition support, speech and language and communication needs	6,551,000
Education other than at school	5,261,000
Pupil Referral Units and Behaviour Support Teams; and for Nurture Units	2,481,000
Training – Responding to very challenging behaviours	42,000
	162,985,000

All sectors	
Transport	69,008,000
Free School Meals	38,530,000
Classroom 2000/e-schools Project (ICT)	36,430,000
Extended schools	11,701,000
Board and clothing	4,082,000
School Meals Nutritional Standards	3,955,000
Music	3,550,000
Council for Catholic Maintained Schools	2,767,000
School libraries	2,866,000
Community Relations Equality and Diversity	1,133,000
Integrated Services for Children and Young People	750,000
Achieving Belfast and Derry Programme	720,000
Other services including Area Learning Communities, Neighbourhood Renewal projects, Integrated Schools Transformation, Dissolving Boundaries, Irish medium units, literacy and numeracy activities, ESaGS.tv and NI Anti Bullying Forum	1,630,000
	177,122,000
Youth activities	29,954,000
Other (net of fees)	
Council for Curriculum, Examinations and Assessment	20,795,000
Curriculum Advisory and Support Service	9,624,000
CPD in leadership roles	1,172,000
Regulation of Teaching Profession delivered by GTCNI	-86,000
Other teaching professional development	649,000
	32,154,000
Total	1,632,558,000

3.1.3 Staff working with children

The data returned from the Department of Education gave staff figures for most service budgets, but in many cases the same staff were counted against a number of budgets, for example as in the Aggregated Schools Budget and other block grants to schools. The figures below reflect what we can say with confidence from further data provided by the Department on staff numbers. In some cases staff numbers were available and in other cases the data were in the form of Full-Time Equivalents (FTEs).

In **pre-school education** services, there were around 200 teachers in nursery schools – funded under the Aggregated School Budget delegated funding arrangements (excludes non-teaching staff). This reflected pre-school education in grant-aided nursery schools only. Teachers within Nursery Classes in primary schools were included in the primary school count. If the numbers of non-teaching staff are added in, the total is in the region of 700 FTE. It was estimated that a further 1,500 staff worked in pre-school provision in voluntary and private settings operating under the Pre-School Education Programme, 1,200 staff worked in Sure Start projects, 10 for Toybox⁶³ and 260 through the Early Years Fund. The data suggest that at least 4,000 people work with pre-school children, excluding those working in Nursery Classes in primary schools.

In **primary education** services there were around 7,600 full-time equivalent (FTE) teaching staff in primary schools (excluding non-teaching staff). This reflected primary education in grant-aided schools and any pre-school Nursery Class pupils and funding. It excluded any teachers in the preparatory departments of grammar schools. However, if the numbers of non-teaching staff are added in, the total is in the region of 15,800 FTE.

In **post-primary education** there were around 9,800 FTE teaching staff. However, the numbers given for other services indicate that the total number of staff in post-primary education is in the region of 14,600 FTE.

For **special education**, the Block Grant for five Education and Library Boards for pre-primary, primary and post-primary education funded 3,100 staff (2,330 FTEs). The Department advised that their system does not hold data on staff or pupil numbers for all the budgets for which financial data were made available, and indeed as the specific individual needs of each child with SEN vary so much, the numbers are likely to vary greatly each year and across each Board area.

The non-teaching staff elements included above cover school library, school catering and school transport staff.

For **youth services**, data for staff numbers⁶⁴ indicated a workforce of 23,510, comprising a mixture of paid staff and volunteers on various work patterns.

⁶³ The Toybox project provides support to Traveller children and their parents before, during and after pre-school.

⁶⁴ Based on The Statistical and Geographic Report of the Registered Youth Service in Northern Ireland for the 2013 data cycle.

Persons employed as teachers in grant-aided schools and peripatetic teachers are required to be registered with the Council. The GTCNI's own statistics for 2012⁶⁵ give the number of teachers registered at 31 March 2012 as 27,610.

The number of staff working in those parts of the service that promoted and monitored educational standards was not clear as the data provided related to the services of all staff working in education.

Table 2 Known numbers of staff working with children and young people in education services

	DE teaching and non-teaching staff	Others
	<i>FTEs</i>	<i>Number</i>
Pre-school	700	2,955
Primary	15,800	61
Post-primary	14,600	1
Special	2,330	0
Other - all sectors	0	78
Other - standards	Not known	0
Total	33,430	3,095
Youth (includes staff and volunteers)		23,510
Number of people working with children and young people is at least		60,035 ⁶⁶

3.1.4 Beneficiary numbers

In the 2012/13 funded year there were 5,908 funded (full- and part-time) pupils in nursery schools and 8,604 full- and part-time pupils in nursery class settings within primary schools.

Through the specific pre-school services, the Sure Start Programme benefited 34,000 young children and their families, Bookstart⁶⁷ benefited 43,900 and Toybox benefited 350.

For primary provision, the Department reported that the Aggregated Schools Budget benefited 163,000 children, including primary and nursery class pupils, and for post-primary provision the Department reported that the Aggregated Schools Budget benefited 149,000 children.

For special education, the Department reported that the Block Grant for Special Schools benefited 4,700 children and the Block Grant for Special Education in Mainstream benefited 8,700 children.

⁶⁵ Annual Statistics Digest March 2012 http://epublishbyus.com/gtcni_digest_of_statistics_2012/10027074#

⁶⁶ This is calculated as a sum of the 33,430 DE and non-teaching staff, other education staff (3,095) and youth services staff and volunteers (23,510).

⁶⁷ Bookstart offers the gift of free books to all children at two key ages before they start school.

For those services which could not be disaggregated across the sectors, the numbers of children benefiting varied from, for example, 900 supported by additional funding for the Irish-medium units attached to English-medium host schools to the 333,000 children benefiting from the ESaGS.tv – TV programmes and website aimed at raising standards for pupils.⁶⁸

Nearly 150,000 young people benefited from youth activities.

3.1.5 Unit costs of services

The unit cost of a school place – nursery, primary and post-primary – was not available from the Department.⁶⁹

In the pre-school education services, the average budgeted costs of services varied from £3,700 for the 4,900 children benefiting from the Pre-school initiative, £1,750 for pre-school play education and £660 for Sure Start to £6 for the children benefiting from Bookstart. These services are all very different and so the unit costs would be expected to be very different. The unit cost for the pre-school education provided in nursery classes within primary schools cannot be estimated as the budget for the schools cannot be disaggregated.

Special schools had an average budgeted cost of £18,700. Other unit costs were £7,000 for children with a Statement of SEN being educated in mainstream school, £8,100 for Education Other Than At School and £10 for

training for responding to very challenging behaviours (Team Teach).

For those services that could not be disaggregated across the sectors, the budgeted per pupil costs were not always available but where they were they varied from 27p for the ESaGS.tv to £260 for transport. The average budgeted cost for supporting extended schools was £108 and for Integrated Services for Children and Young People £85.

The average budgeted cost for a young person benefiting from youth activities was £200.

See Section 3.13.4 for a summary of the cost per child or young person for a number of key services across all departments.

3.1.6 Spending on prevention and early intervention

Of the £59 million invested in pre-school education, £32.5 million was for universal promotion (i.e. universal services promoting good outcomes) and £26.5 million (45%) was for targeted interventions with population sub-groups whose risk of developing poor outcomes is significantly higher than average. The major component of targeted pre-school education was £22.5 million for Sure Start – targeted within designated areas of disadvantage.

Of the £514 million invested in primary education, the vast majority was for universal promotion but £34 million (6.6%) was identified as investment in targeted services (intervention

⁶⁸ ESaGS.tv was set up with the aim of supporting schools in raising standards by sharing models of best practice. It is freely available for use by individual teachers or groups of teachers or as a stimulus piece for whole-school development at any time and at point of development need.

⁶⁹ Although the budgets delegated to schools are clear, schools have the authority to spend the money as they see fit against their priorities, so it is not possible for the DE to say what it is spent on. Also, as schools have several sources of income, which they can combine to address local priorities, neither how they spend their overall budget nor their unit cost is clear from what is delegated to them to spend from a range of budgets.

Levels 3 and 4 i.e. selective and indicated prevention). This included services to target school improvement and approximately 8% of the Aggregated Schools Budget.

Of the £657 million invested in post-primary education, the vast majority was for universal promotion but £22 million (3.4%) was identified as investment in targeted services (intervention Levels 3 and 4 i.e. selective and indicated prevention). This included the support for schools in relation to the administration of the Educational Maintenance Allowance (EMA), support for ‘full-service schools’ and approximately 4% of the Aggregated Schools Budget.

Of the £163 million invested in special education, the vast majority was provided at intervention Levels 5 and 6 (i.e. treatment and maintenance). £2.5m (1.6%), for ‘Special education for children with emotional and behavioural problems’, was identified as intervention at Level 4 (indicated prevention).

Of the youth activities budget, 97% was reported as being invested on interventions at Levels 1 and 3, but with no further disaggregation, and 3% was invested at Level 4 (indicated prevention).

Table 3 (below) shows the breakdown of spend by intervention level for education.

Table 3 Spend by intervention level

	Levels 1 and 2	Levels 3 and 4	Levels 5 and 6	Not disaggregated by intervention level	Total
	£m	£m	£m	£m	£m
Education	1,193.99	222.04	0.97	226.38	1,643.40

3.1.7 Spending on evidence-based programmes (EBPs)

The Department did not provide data regarding any EBPs.

3.1.8 Assumptions and challenges

The Department of Education provided data sheet returns for all budgets, deemed by its

budget holders to be linked to an appropriate level of intervention, in accordance with the Fund-Mapping guidance (See Appendix B). It provided useful commentary on the source of the data submitted, any assumptions that had been made and the challenges encountered.

As highlighted at the beginning of this section, it was not possible to identify all sources of funding and the amounts or use of such funds. For schools the data only related to the initial formula funded budget for schools and not the outturn. Under the Local Management of Schools (LMS) arrangements, schools can determine local priorities and direct their delegated budget as appropriate.

Some services provided by the Department may include children up to the age of 19 years, and not 17/18 as requested in the guidance.

Also, it was not possible for the Department to disaggregate a number of budgets between the education sectors/phases. For example, funding issued to the Education and Library Boards (ELBs) for various initiatives could not be broken down into pre-primary, primary and post-primary education, without undertaking detailed work with the ELBs. This has meant that the figures presented in this section for pre-school, primary, post-primary and special education will all have been underestimated because of the £177m that has not been allocated across these sectors.

The Department was able to utilise data on staff from the Department of Education Census Data but this has not provided data for all staff groups.

In many cases it was not possible to associate the number of children with the budget/activity and this was either omitted or a total number of children was provided (e.g. the total number of children in primary education); since many of these may not avail themselves of the service, this would have distorted the unit cost provided.

As highlighted above, the funding mechanism for schools is through a number of delegated budgets, block grants and other funding streams and these funding streams can be spent against local priorities at the discretion of each school. This means it was not possible to provide a unit cost for a school place, nor for services that supported children in these places.

3.2 Department of Health, Social Services and Public Safety

The Department of Health, Social Services and Public Safety (DHSSPS) is responsible for health and social care, public health and public safety (covering policy and legislation for fire and rescue services).⁷⁰ In contrast to the rest of the UK, health and social care in Northern Ireland are provided as an integrated service.

DHSSPS delegates commissioning and service provision to the Health and Social Care Board, the Public Health Agency and a number of other special agencies and non-departmental public bodies that are directly accountable to the Department.⁷¹

The Health and Social Care Board has a range of functions relating to commissioning, performance management and service improvement and resource management. The Board has established five Local Commissioning Groups aligned to the boundaries of the five area-based Health and Social Care Trusts, each focusing on the planning and resourcing of services to meet local need. The area-based trusts are Belfast, Northern, South Eastern,

⁷⁰ <http://www.dhsspsni.gov.uk>.

⁷¹ Department of Health, Social Services and Public Safety (2011). *Department of Health, Social Services and Public Safety: Framework Document*. http://www.dhsspsni.gov.uk/framework_document_september_2011.pdf

Southern and Western. Including the Northern Ireland Ambulance Service, there are, therefore, six Health and Social Care Trusts, which are the main providers of health and social care services.

The Public Health Agency's functions are improvement in health and social wellbeing, health protection and service development.

Other special agencies have been established to provide specific functions on behalf of the Department. Of particular relevance to children is the Northern Ireland Guardian ad Litem Agency (NIGALA). NIGALA is responsible for maintaining a register of independent officers of the court experienced in working with children and families in order to safeguard the interests of children who are subject to family and

adoption court proceedings.

3.2.1 Total departmental expenditure

Total net departmental expenditure in 2012/13 was £4.5 billion (Final Outturn for Resource DEL).⁷²

3.2.2 Expenditure on children

From our research, £479.9 million was reported as being spent on children and young people in 2012/13. Of this, £292.5 million was spent on health services and £187.4 million on social care. In addition, a further £4.1 million was delegated to NIGALA. Major areas of health and social care expenditure on children and young people are set out in Table 4 and Table 5.

Table 4 Major areas of health expenditure on children and young people

	£
Obstetrics	96,664,000
Paediatrics including neonatal care, paediatric intensive care and paediatric dentistry, surgery and neurology	90,276,000
Grant aid, miscellaneous goods and services*	32,328,000
Child and adolescent mental health services (CAMHS)	13,567,000
Community midwifery	12,630,000
Speech and language therapy	11,123,000
Health visiting and district nursing	9,401,000
School nursing	6,216,000
Occupational therapy and physiotherapy	5,600,000
Other specialist services, including podiatry, dietetics, orthoptics, audiology, clinical medical officers	3,685,000
Clinical psychology	2,989,000
Other services, including community development teams, payments to non-HPSS bodies, incontinence products, other specialist nursing and other miscellaneous goods and services	8,053,000
Total	292,532,000*

* This includes community contracts for a variety of services and 'payments under legislation'

⁷² See Appendix D.

Table 5 Major areas of social care expenditure on children and young people

	£
Looked After Children	100,271,000
Family Support	45,911,000
Early Years Provision ⁷³	18,103,000
Aftercare	8,977,000
Children receiving services at home	8,826,000
Family Day Centres	4,802,000
Assessment Centres	512,000
Total	187,402,00

See Appendix E for the breakdown of DHSSPS investment in services for children and young people.

There are, of course, other services from which children will derive significant benefit but for which it was too difficult to apportion spend (i.e. to separate out spend on children and young people from spend on adults). These, importantly, will include the General Practitioner service and Emergency Department services.

3.2.3 Staff working with children

DHSSPS was not able to provide staff numbers for many of the services, which are primarily provided by the Health and Social Care Trusts. Through the Children's Services Improvement Board, some data on social work staff across Northern Ireland were obtained. This information showed that for the teams on which data were

requested there were 1,791 social work staff, which included the following: fieldwork (including early years, Gateway,⁷⁴ Family Intervention/Support Teams, Looked After Children, Transition,⁷⁵ Court, children's disability, fostering, adoption, Public Protection Arrangements in Northern Ireland (PPANI)⁷⁶ and Personal Advisors); children's residential care, including disability units; children's respite disability units; Child and Adolescent Mental Health Services (CAHMS) community services; Autism services; contact centres; and regional services.

In addition, other data received showed that there were 586 (490 FTE) health visiting staff and 148 (99 FTE) school nursing staff.

The NIGALA staff numbered 70.

See Appendix E for details.

⁷³ This £18 million refers to all early years provision. It includes early years social work (£5.5 million), day-care for children (£1 million) and Sure Start (11 million), and, as such is different to the early years education funded by the Department of Education.

⁷⁴ Gateway is the first point of contact for all new referrals to the children's social work service.

⁷⁵ A specialist Social Work and Personal Advisor service for young people aged 16-21 years (or up to 24 years if they are in full-time education or training) who have been in a Family and Childcare Programme such as residential care or foster care, or have received social work services in other areas of care such as CAMHS. The aim of the service is to assist young people as they move towards leading independent adult lives by providing advice and financial and practical support on things like accommodation, education, training, life skills and personal development.

⁷⁶ PPANI refers to the Public Protection Arrangements in Northern Ireland, which are intended to make more effective the work that the police, probation and others do to manage the risks posed by certain sexual and violent offenders when they are released from prison into the community. PPANI is not a statutory body in itself but a structure that enables agencies to undertake their statutory duties and coordinate their functions to enhance public protection.

3.2.4 Beneficiary numbers

For the majority of services, DHSSPS did not know the numbers of children benefiting. While most children in Northern Ireland will have contact with health services, the numbers benefiting from particular services are likely to vary widely.

During the year ending 31 March 2013, Social Services had received children in need referrals relating to 29,508 children.⁷⁷ There were 1,961 children in child protection and 2,807 Looked After Children at 31 March 2013.⁷⁸

From the services where numbers of child beneficiaries were known, they ranged from around 1,000 children for targeted support for children in care proceedings in court and services helping young people transition from care to independence, up to over 115,000 children for universal services such as school nursing and health visiting. Midwifery services were assumed to have been delivered to all newborns, which were reported as 26,793. 4,100 children and young people benefited from CAMHS.

See Appendix E for details.

3.2.5 Unit costs of services

For the majority of services, it was not possible to estimate a unit cost given the lack of data on beneficiary numbers. Where known, the

approximate service unit cost per beneficiary varied substantially. The costs were calculated by dividing the total spend on a service by the number of beneficiaries to give an annual average cost per child beneficiary.

These costs were, for example, £35,722 for looked after children at one end of the scale, £6,500 for aftercare for looked after children, £3,300 for CAMHS, £470 for community midwifery, around £330 for children receiving services at home, and, at the other end of the scale, less than £100 per child for health visiting and school nursing. NIGALA unit costs were £3,900. See Appendix E for details.

3.2.6 Spending on prevention and early intervention

The vast majority of services for children and young people provided in 2012/13 were for the treatment of high level needs i.e. those who are identified (either by themselves or by others) as suffering from a recognisable detrimental situation, problem or disorder (i.e. case identification).

Of all expenditure, including health, social care and NIGALA, 88% was spent on services that aligned with intervention Levels 5-6 (i.e. Treatment or Maintenance).⁷⁹ This included all social work services, as the service descriptions indicated that they were likely to be for either 'Children in Need', i.e. children with complex needs that may be chronic and enduring and

⁷⁷ Children's Social Care Statistics for Northern Ireland 2012/13 http://www.dhsspsni.gov.uk/microsoft_word_-_childrens_social_care_stats_201213-2.pdf

⁷⁸ Children's Social Care Statistics for Northern Ireland 2012/13 http://www.dhsspsni.gov.uk/microsoft_word_-_childrens_social_care_stats_201213-2.pdf

⁷⁹ See Appendix B.

whose health (physical and emotional) and development may be significantly impaired without the provision of services, or 'Children with Complex and/or Acute Needs', i.e. children who are suffering, or likely to suffer, significant harm without the provision of services.⁸⁰

Intervention Levels 3-4 are for those services targeted at either sub-populations or individuals who are identified as having elevated risk and, in the case of Level 4, having minimal but detectable signs or symptoms foreshadowing the development of adverse developmental outcomes. 3.5% of the total expenditure was reported to be for interventions at this level (Sure Start early years provision and Early years social work). It is possible, however, that Family Day Centres, if targeted in areas with higher levels of risk and if families do not need to meet the threshold of children in need, could be a further service at intervention Level 4.

6% of services were categorised as intervention Levels 1 and 2 – 'Promotion interventions' or 'Universal preventive interventions' targeted at a whole population. These services included community midwifery, health visiting, school nursing and early years daycare provision. The investment in CAMHS was not disaggregated by level of intervention. The Department indicated that some of it would have been invested in preventive interventions, some in targeted interventions where individuals or populations had elevated risk and some in treatment.

3.2.7 Spending on EBPs

DHSSPS did not have access to data regarding EBPs implemented by Health and Social Care Trusts in 2012/13.

The Public Health Agency (PHA) did report on a number of EBPs but, unfortunately, the return was for 2013/14 and so did not reflect activity in 2012/13. The programmes for which investment in 2013/14 was reported were Family Nurse Partnership (£1.6 million), Strengthening Families 10-14 (£310,000) and Incredible Years⁸¹ (£120,000). The PHA spent £2 million in 2014/15 but figures would differ for 2012/13 because, for example, only one Family Nurse Partnership service was in place at that stage.

We are aware that the Health and Social Care Board is giving some priority to prevention and early intervention, to Family Nurse Partnership and to the need to 'influence the socio-economic determinants of health'.⁸²

3.2.8 Assumptions and challenges

DHSSPS was unable to provide data on beneficiary numbers or staff numbers for the majority of services and indicated that individual trusts may be the only source of this information.

DHSSPS provided data on expenditure for two of nine Programmes of Care, namely 2 (Maternity and Child Health) and 3 (Family and Child Care), with spend on children in other areas being too difficult to disaggregate. Other

⁸⁰ Thresholds of Need Model from <http://www.dhsspsni.gov.uk/index/ssi/oss-childrens-services.htm>. These children would fall into the category of children for whom intervention Levels 5 and 6 were appropriate. Some social work services were classified at Level 4 by DHSSPS but are more likely to be Level 5 as the thresholds of need document indicates that it is only children with complex needs who will get through to social work services.

⁸¹ Known in Northern Ireland as 'The Incredible Years Coordination Project'.

⁸² <http://www.hscboard.hscni.net/publications/Commissioning%20Plans/%2026%20Jan%202015%20Draft%20Commissioning%20Plan%202014-15%20PDF%205MB.pdf>

Programmes of Care such as Acute Services, Mental Health, Learning Disability and Health promotion and disease prevention would also include some services benefiting children. Similarly, as already mentioned, it was not possible to separate out expenditure on children and families within General Practice or Emergency Departments.

The expenditure reported by DHSSPS only included spend through the Health and Social Care Trusts and not additional expenditure by the Health and Social Care Board or the Public Health Agency. From a summary of expenditure for these bodies provided by DHSSPS, the following additional expenditure of relevance to children, young people and families through other providers outside the Health and Social Care Trusts was identified:

- £27,668,000 by the Health and Social Care Board on Family and Child Care and £30,000 on Maternity and Child Health; and
- £47,800 by the PHA on Family and Child Care.

The PHA also spent £21.6 million on Health Promotion and Disease Prevention through other providers but the Department did not know how much of this would have specifically benefited children and families.

3.3 Department for Employment and Learning

The Department for Employment and Learning (DEL) is responsible for 'policy, funding, corporate governance and service delivery across the spectrum from employment through training, careers advice, further and higher education, research and innovation, all underpinned by employment rights'.⁸³

3.3.1 Total departmental expenditure

Total net departmental expenditure in 2012/13 was £1,010.9 million (Final Outturn for Resource DEL).⁸⁴

3.3.2 Expenditure on children

From our research, £103.4 million was reported as being spent on children and young people in 2012/13.

This included: £54 million on employment initiatives and programmes through Training for Success⁸⁵ and Programme-Led Apprenticeships; £48.95 million on Further Education for 16-17 year olds (Funded Learning Unit); £400,000 of financial support for childcare costs through Care to Learn for parents who were 16-19 and studying at a further education college; and £31,000 to support young people aged 16-17 and care leavers not in education, employment or training (NEET) through the Local Employment Intermediary Service (LEMIS). See

⁸³ Department for Employment and Learning (2013). *Resource Accounts for the Year Ended 31 March 2013*. Page 3 Retrieved from <http://www.delni.gov.uk>

⁸⁴ See Appendix D.

⁸⁵ Training for Success provides a guaranteed training place to unemployed 16-17 year-olds with extended eligibility for those with a disability or from an in-care background. It is designed to enable young people to progress to higher level training, further education or employment.

Appendix E for the breakdown of DEL investment in services for children and young people.

Other large areas of the Department's expenditure included careers services (£5.8 million) and grants for students with learning difficulties and/or disabilities enrolled in further education (£3.8 million). Young people are known to benefit from these services but it was not possible to disaggregate the spend on them.

3.3.3 Staff working with children

The Department did not know the number of staff working with children and young people to provide these services.

3.3.4 Beneficiary numbers

Beneficiary numbers were available for the provision for parents who were 16-19 and studying at a further education college and for the service to support young people not in education, employment or training. Specifically, 84 young people were supported with their childcare costs and 22 young people aged 16-17 and 15 care leavers not in education, employment or training were supported by the LEMIS programme.

See Appendix E for details.

3.3.5 Unit costs of services

The above beneficiary numbers give unit costs for childcare for 16-19 year olds at £4,870 and the Department noted that the maximum assistance available for registered childcare provision is up to £165 per week for each child.

Based on dividing the total budget by the number of beneficiaries, the unit cost of the service for NEET young people was £840. The Department advised that the 'client case load unit cost' for all age categories was £932 and the 'into employment' unit cost was £4,182 but this was not given specifically for NEETs.

See Appendix E for details.

3.3.6 Spending on prevention and early intervention

The first two services described above – Training for Success and Programme-Led Apprenticeships and support for childcare costs – could be categorised as 'Selective preventive interventions' i.e. services targeted at individuals or a population sub-group whose risk of developing poor outcomes is significantly higher than average.

The support to NEET young people through LEMIS would be categorised as 'Treatment', i.e. targeted at people who are identified as currently suffering from a recognisable detrimental situation, problem or disorder (i.e. case identification).

See Appendix E for detail regarding the services' levels of intervention.

3.3.7 Spending on EBPs

The Department did not provide a report on any EBPs.

3.3.8 Assumptions and challenges

For LEMIS, the Department took the proportion of young people from the total caseload of 2,131

and provided a proportionate budget figure for these. These young people were aged up to and including 24 years old, so, for this analysis, the level of expenditure was then reduced to give a figure for those aged 16-17 and those who were care leavers.

3.4 Department of Culture, Arts and Leisure

The Department of Culture, Arts and Leisure (DACL) is responsible for 'arts and creativity, museums, libraries, sport, inland waterways and inland fisheries, linguistic diversity, archives, and for advising on National Lottery distribution'.⁸⁶

3.4.1 Total departmental expenditure

Total net departmental expenditure in 2012/13 was £115.4 million (Final Outturn for Resource DEL).⁸⁷

3.4.2 Expenditure on children

From our research, £18.1 million (net of £0.35m income from users) was reported as being spent on children and young people in 2012/13.

This included a wide range of activities: theatre productions; art, music and creative workshops; educational activities, including museums and libraries; social development services; and sports and outdoor activities. The largest area of investment was £11.5 million in library services. £2.5 million was invested in the Sport NI Active Communities Programme, with other major areas of investment in sport including the National Outdoor Centre and the Special Olympics. The Armagh Planetarium received £500,000 for astronomy education and the museums service received £400,000 for

learning. £500,000 was invested with Northern Ireland Screen for both Creative Learning Centre programmes and after school film clubs.

See Appendix E for the breakdown of DCAL investment in services for children and young people.

3.4.3 Staff working with children

A minimum of 960 staff (710 FTEs) were working with children and young people to provide these services, including staff in DCAL's Arms Length Bodies or other supported organisations. In some services related to sporting activities, staff numbers were not known. See Appendix E for details.

3.4.4 Beneficiary numbers

Beneficiary numbers ranged from 51 for a creative therapeutic service for children with disabilities up to a potential of 300,000 children for a service providing waste materials as art resources.

Over 116,000 children were reported as benefiting from the Library Service, over 77,000 benefited from both the 'National Museums Northern Ireland: Learning and partnership' and from the Sport NI Active Communities Programme, and 34,000 were beneficiaries of the Armagh Planetarium astronomy education service. NI Screen had a range of services or initiatives that benefited up to 14,000 children and young people (NI Screen: Cinemagic Screen Festival for Young People) and 'Cahoots NI: Educational, arts and theatre projects and outreach' benefited over 8,000.

See Appendix E for details.

⁸⁶ http://www.dcalni.gov.uk/about_us.htm

⁸⁷ See Appendix D.

Given the universal nature of most of the services funded by DCAL, the Department reported that beneficiary numbers were sometimes estimates from either the total population or the total number of visitors. Some of the services benefited the whole population, including adults, and the spend on children was calculated from the total expenditure using the estimated proportion of visitors that were children and young people. For example, for the service providing waste materials as art resources, the beneficiary numbers were calculated based on the assumption that the service reached 90% of the population of children and young people in Northern Ireland. The beneficiary numbers for each service did not necessarily reflect the number of unique beneficiaries because some children may have accessed a service on more than one occasion or in different locations. Further, a number of the universal services, such as museums, may also have served children visiting the country (i.e. not from Northern Ireland).

3.4.5 Unit costs of services

Where known, the approximate unit cost per service ranged from £2 for the service that supplied recycled materials to groups working with children and young people to promote creativity up to £1,150 for a targeted recreational sport project for children with intellectual disabilities (i.e. the Special Olympics). See Appendix E for details.

3.4.6 Spending on prevention and early intervention

When apportioning the spend according to the level of intervention, almost all of the Department's expenditure on children and young people was for universal promotion and prevention activities (96.1% Levels 1-2) with just 3.6% going towards activities for children already identified as potentially having poorer outcomes, such as theatre productions and sporting activities for children with disabilities. For a small proportion of expenditure (0.3%) the Department was able to disaggregate expenditure by level of intervention. See Appendix E for details regarding the levels of intervention for the services in this category.

3.4.7 Spending on EBPs

The Department did not report on any expenditure on EBPs.

3.4.8 Assumptions and challenges

In some services, particularly those relating to sport activities, staff figures were not known. Some of the beneficiary numbers were estimates based on service use by the broader population or estimates of the service's reach. In addition, other data provided regarding some additional sport activities were missing expenditure figures and so could not be included. DCAL also reported some capital investment in sporting activities but as the focus of this research is on year-on-year revenue investment in services this was also not included.

3.5 Department of Justice

The Department of Justice (DOJ) is responsible for 'the resourcing, legislative and policy framework of the justice system'. This includes: trying to ensure that everyone has access to justice, taking account of the needs of victims and witnesses; working to help build communities with lower levels of crime and anti-social behaviour; delivering fundamental reform of the Prison Service; and progressing the recommendations of the Youth Justice Review and the Review of Community Sentences. The Department has four agencies: the Northern Ireland Prison Service; the Northern Ireland Courts and Tribunals Service; the Forensic Science Agency; and the Youth Justice Agency.⁸⁸ The Department also sponsors a number of Non-Departmental Public Bodies/bodies associated with policing and justice. The Police Service of Northern Ireland and the Probation Board for Northern Ireland are two such bodies whose work is relevant to children, young people and families.⁸⁹

3.5.1 Total departmental expenditure

Total net departmental expenditure in 2012/13 was £1,248 million (Final Outturn for Resource DEL).⁹⁰

3.5.2 Expenditure on children

From our research, £15.3 million was reported as being spent on children and young people in 2012/13.

The two biggest areas of investment were in custodial services through the Juvenile Justice Centre (£7.8 million) and non-custodial Youth Justice Services to provide youth conferences, supervision and surveillance, youth engagement clinics, other orders of the court and bail support (£6.6 million). In addition, there was a further £950,000 in grant funding to third sector organisations (including £425,998 to the NSPCC Young Witness Service for the provision of support services to child prosecution victims/witnesses called to give evidence at court), for Police and Community Safety Partnerships and for a parenting programme provided at one of the prisons.

See Appendix E for the breakdown of DOJ investment in services for children and young people.

In addition to the Community Safety Unit's funding for diversionary initiatives for children and young people described above, the Unit provides grant funding for other activities to prevent and reduce crime and anti-social behaviour, such as through the Domestic Violence Helpline. The Unit has a total programme budget of over £5 million, which supports services that benefit the whole community, including children and young people. However, it was not possible to distinguish the spend on children and their families from the spend on adults and so this has not been included.

⁸⁸ <http://www.dojni.gov.uk>

⁸⁹ Department of Justice (2013). *Annual Report and Resource Accounts for the Year Ended 31 March 2013*. Retrieved from <http://www.dojni.gov.uk>

⁹⁰ See Appendix D.

Also not included was a contribution of £75,000 made by the Youth Justice Unit towards the funding of the Integrated Services for Children and Young People (ISCYP), provided as a one-off emergency contribution on a cross-departmental basis at the request of the Health Minister. We understand that all this money was routed through the PHA direct to the ISCYP itself.

Information about police expenditure was not provided, so it is likely that a significant amount of expenditure on children, young people and their families is missing from our analysis.

3.5.3 Staff working with children

Staff numbers were only reported for the NSPCC Young Witness Service and the service for prisoners who were parents. See Appendix E.

3.5.4 Beneficiary numbers

Beneficiary numbers were known for the Juvenile Justice Centre and for Youth Justice Services, which served 211 and 1,039 young people respectively, and for the Young Witness Service, from which 776 children and young people received help and support. See Appendix E.

3.5.5 Unit costs of services

Where the number of beneficiary numbers was known, the approximate service unit cost per beneficiary was £549 for the Young Witness Service, £6,400 for Youth Justice Services and £36,700 for children in custody. See Appendix E for details.

3.5.6 Spending on prevention and early intervention

The majority of the DOJ's expenditure included in this research was for treatment activities for children already identified as having poor outcomes (97.4% at Levels 5-6). This comprised custodial and non-custodial services for young offenders. The remainder was for early intervention activities for children identified as being at risk of poor outcomes (2.5% at Levels 3-4), and a small proportion where it was not possible to disaggregate the spend by level of intervention (0.2%). See Appendix E for details regarding levels of intervention for services in this category.

3.5.7 Spending on EBPs

DOJ reported no expenditure on EBPs but stated that it did not have access to all data regarding services provided through grant funding. However, from the description of one of the voluntary sector services which receives grant funding (Colin Early Intervention Community), it was evident that a range of EBPs were delivered in the Colin area of West Belfast, including Incredible Years, Life Skills Training and Strengthening Families.⁹¹

3.5.8 Assumptions and challenges

Many of DOJ's functions relating to policing and community safety benefit the whole population and it is not possible to disaggregate the figures to indicate the spend specifically on children. Linking expenditure to specific interventions was not entirely possible. Similarly, while it was

⁹¹ The service seeks to address the known antecedents of offending at the earliest stages to ensure that children and young people are helped to move away from possible contact with the criminal justice system. The service was funded from a range of philanthropic and other statutory sources, receiving only £25,000 (of their total expenditure of £600,000) from DOJ with other funding made available from The Atlantic Philanthropies (AP), the Department for Social Development, the South East Health and Social Care Trust, the Public Health Agency and local businesses. The AP contribution at £300,000 per annum is the largest single element of the funding package.

possible to give the number of staff working in a specific agency it was much harder to say how many of them had direct engagement with children.

There will be significant variation in unit costs for custodial contact for young people given the varying lengths of stay and the fact that some children would have been in the centre on more than one occasion within the year.

For the funding invested in voluntary sector services the Department was unable to obtain data on beneficiary numbers or on all the staff involved. This was particularly the case when the DOJ contributed funding for only part of the service or for specific staff.

3.6 Department for Social Development

The Department for Social Development (DSD) has 'strategic responsibility for urban regeneration, community and voluntary sector development, social legislation, housing, social security benefits, pensions and child support'.⁹²

3.6.1 Total departmental expenditure

Total net departmental expenditure in 2012/13 was £464.5 million (Final Outturn for Resource DEL).⁹³

The DSD's expenditure on social security benefits and child maintenance support will benefit children to a significant degree. However, this project is analysing expenditure on service delivery for children and young people and so

has not included income support distributed through the Social Security Agency or the Child Maintenance Service.

3.6.1 Expenditure on children

From our research, £8.5 million was reported as being spent on children and young people in 2012/13.

This included £6.8 million for 117 projects supported by the Neighbourhood Renewal Investment Fund. These targeted children and young people aged 0-18 in Neighbourhood Renewal Areas, with grants ranging in size from £3,000 to £500,000. £850,000 was made available for the Women's Centres Childcare Fund, £109,000 for youth work associated with homelessness and £770,000 for disabled facilities grants for children and young people.

See Appendix E for the breakdown of DSD investment in services for children and young people.

Another large area of the Department's expenditure involves providing social housing. This will impact on the lives of children and their families but it was not possible to disaggregate the spend on families with children from the spend on other adults.

DSD also has other specific projects that benefit the wider population, including children, but where it is not possible to isolate the expenditure on children alone. For example, families receiving Working Families Tax Credits are one

⁹² <http://www.dsdni.gov.uk>

⁹³ See Appendix D.

group of people eligible for the Warm Homes Scheme, which provides insulation and/or heating measures, although the majority of recipients are pensioners. The other main area of DSD's work is urban regeneration and all residents, including children, would benefit from improving town and city centres.

3.6.3 Staff working with children

There were just over 50 people working with children and young people to provide child care and two youth workers supporting homeless young people. However, a large proportion of the expenditure above comprised grants to the voluntary and community sector where the staff numbers involved were not collected by DSD.

See Appendix E for details.

3.6.4 Beneficiary numbers

Beneficiary numbers were known only for one of the services for which DSD reported expenditure. Specifically, disabled facilities grants were provided to adapt the homes of 66 children and young people with disabilities.

3.6.5 Unit costs of services

The estimated unit cost of the service for which beneficiary numbers were known, namely disabled facilities grants, was £11,700.

3.6.6 Spending on prevention and early intervention

Of DSD's expenditure included in this research, the majority was for early intervention activities. The projects supported by the Neighbourhood

Renewal Investment Fund are 'Selective preventive interventions' (Level 3) because they target sub-populations of children and young people whose risk of developing poor outcomes is significantly higher than average. The Women's Child Care Fund and homelessness prevention activities can be both Levels 3 and 4 because they target at-risk sub-populations and/or identified individuals that have signs foreshadowing the development of adverse developmental outcomes. Disabled Facilities Grants are arguably a Level 6 intervention by virtue of focusing on long-term maintenance. See Appendix E for details regarding the levels of intervention for services in this category.

3.6.7 Spending on EBPs

There was no expenditure on EBPs that met our criteria.

3.6.8 Assumptions and challenges

For most of DSD's expenditure, the Department did not know how many children were likely to have benefited.

3.7 Department for Regional Development

The Department for Regional Development (DRD) has two core groups: Governance, Policy and Resource; and 'TransportNI'. They are responsible for regional strategic planning and development policy, transport strategy and sustainable transport policy, the provision and maintenance of all public roads, public transport policy and performance, certain policy and support work for air and sea ports, policy on water and sewerage services and management

of the Department's shareholder interest in Northern Ireland Water.⁹⁴

3.7.1 Total departmental expenditure

Total net departmental expenditure in 2012/13 was £486.6 million (Final Outturn for Resource DEL).⁹⁵

3.7.2 Expenditure on children

Expenditure data were sought from DRD in two areas where there was most obvious spend on services directly benefiting children and young people, namely concessionary fares and travel schemes. Data were returned on concessionary fares for children and indicated a net investment (after £7.7 million income from users) of £7.7 million⁹⁶ but the Active School Travel programme began in September 2013 and no spend was incurred during the 2012/13 financial year.

See Appendix E for the breakdown of DRD investment in services for children and young people.

3.7.3 Staff working with children

DRD could not disaggregate the number of staff working with children and young people.

3.7.4 Beneficiary numbers

9,764,500 journeys were completed by children who qualified for half fare travel but the Department was not able to provide the number of unique beneficiaries. As children are not required to have a 'Smartpass' to qualify for half fare travel, it is impossible to quantify how many children are using the service.

See Appendix E for details.

3.7.5 Unit costs of services

Although we cannot calculate the unit cost per child or young person served, we can report that for a single journey cost of £1.57, DRD contributed 79p.

See Appendix E for details.

3.7.6 Spending on prevention and early intervention

100% of the Department's expenditure was on promotion activities (Level 1).

See Appendix E for details on the service levels of intervention.

3.7.7 Spending on EBPs

There was no spend on EBPs.

3.7.8 Assumptions and challenges

As children are not required to have a 'SmartPass' to qualify for half fare travel it is impossible to quantify how many children are using the service.

3.8 Department of the Environment

The Department of the Environment's (DOE) main functions include: 'the protection, conservation and promotion of the natural environment and built heritage; planning development and control; driver, operator and vehicle licensing and testing; planning and environmental policy and legislation; local government policy; and road safety policy'.⁹⁷

⁹⁴ <http://www.drdni.gov.uk>

⁹⁵ See Appendix D.

⁹⁶ A 50% reduction is available on all local, cross border and cross channel fares to children and young people from five years of age until the date when their compulsory education finishes.

⁹⁷ http://www.doeni.gov.uk/index/about_us.htm

3.8.1 Total departmental expenditure

Total net departmental expenditure in 2012/13 was £131.0 million (Final Outturn for Resource DEL).⁹⁸

3.8.2 Expenditure on children

From our research, £3.16 million (net of a small amount of income from children as visitors to Northern Ireland Environment Agency (NIEA) properties) was reported as being spent on children and young people in 2012/13, with a small sum of £52,000 recouped from activities associated with the protection of the built and/or natural environment.

This included activities aimed at protecting the environment, including properties, education and conservation, and road safety. The largest investment was £1.5 million through the NIEA for the 29% of visitors to NIEA properties that were children or young people, with a further £0.5 million invested in activities provided by other agencies,⁹⁹ some of which were targeted specifically at children and young people. £900,000 was invested in road safety, mainly through school-based activities. There were other smaller amounts for Eco-Schools¹⁰⁰ activities and the activities of voluntary organisations. See Appendix E for the breakdown of DOE investment in services for children and young people.

We have included only direct services where the number of children and young people benefiting can be estimated. Some of the Department's other activities are intended to benefit the whole population, including children and young people, but it is not possible to estimate beneficiary numbers. Examples include: the protection of wildlife and landscapes; the maintenance of air and water quality; waste management and recycling; and road safety in general.

3.8.3 Staff working with children

There were at least 115 staff (50 FTEs) working with children and young people to provide these services. See Appendix E for details.

3.8.4 Beneficiary numbers

Given the universal nature of most of the services funded by DOE, beneficiary numbers are generally estimates from either the total school population or the number of visitors to an event or property. Some of the services benefited the whole population, including adults, and the spend on children was calculated from the total expenditure using the estimated proportion of visitors to the event or property that were children and young people.

Estimated beneficiary numbers ranged from 30,000 for education events associated with the protection of the built and/or natural environment up to a potential of 645,700 children visiting NIEA sites. See Appendix E for details.

⁹⁸ See Appendix D.

⁹⁹ Digital Discoveries, Northern Ireland Environment Agency Events budget, European Heritage Open Days, Impact, Living History.

¹⁰⁰ The Eco-Schools programme was developed in 1994 on the basis of the need for involving young people in finding solutions to environmental and sustainable development challenges at the local level, as identified at the United Nations Conference on Environment and Development of 1992. The programme was initiated by Member organisations of the Foundation for Environmental Education with the support of the European Commission. It aims to make environmental awareness and action an intrinsic part of the life and ethos of a school.

The beneficiary numbers for these services will not reflect the number of unique beneficiaries, as children can make use of the opportunities available on more than one occasion or in different locations and the population of children in Northern Ireland is only 432,000. However, some of the activities may also have served children who were visiting from outside Northern Ireland.

3.8.5 Unit costs of services

Where known, the approximate service unit cost per beneficiary across the services described ranged from less than £1 for the Eco-Schools sustainable schools programme to £17 for the range of education events contracted out to other agencies. See Appendix E for details.

3.8.6 Spending on prevention and early intervention

Nearly all (98.6%) of the Department's expenditure on children and young people was for promotion or universal prevention activities (Levels 1 and 2). The exception was the 5% investment in road safety, which was directed at children living in target areas of social need/deprivation where children and young people are considered to be at greater risk of death or injury because of some inappropriate road behaviour. See Appendix E for details on the service levels of intervention.

3.8.7 Spending on EBPs

During 2012/13, the Department reported on the implementation of a number of programmes, one of which, Eco Schools, is a large international

programme, but the material reported in the programme fact sheet did not provide evidence of evaluation that met the DSRU's SoE.

3.8.8 Assumptions and challenges

As mentioned above, for some services the estimates of the numbers of children benefiting were based on quite significant assumptions. However, the data sources and assumptions were very clearly set out in the Department's return. DOE also have many other services not included in this analysis which are intended to benefit the whole population but where it is too difficult to make a robust assumption of the proportion of beneficiaries who are children, young people and families.

3.9 Department of Agriculture and Rural Development

The Department of Agriculture and Rural Development (DARD) has 'responsibility for food, farming, environmental policy and the development of the rural sector in Northern Ireland'. The Department aims to 'promote sustainable development of the agri-food industry and the countryside; stimulate the economic and social revitalisation of rural areas; reduce the risks to life and property from flooding; promote sustainable development of the sea fishing and aquaculture industries; and manage, protect and expand forests in a sustainable way'.¹⁰¹

3.9.1 Total departmental expenditure

Total net departmental expenditure in 2012/13 was £218.8 million (Final Outturn for Resource DEL).¹⁰²

¹⁰¹ <http://www.dardni.gov.uk/index/about-dard.htm>

¹⁰² See Appendix D.

3.9.2 Expenditure on children

From our research, £1.34 million was reported as being spent on children and young people in 2012/13 for the education of 16-17 year olds.

This was for approximately 240 students aged 16-17, out of a total of 1,696 students, at the College of Agriculture, Food and Rural Enterprise (CAFRE), an agricultural college offering courses in agriculture, horticulture, food, equine, rural enterprise and other studies. See Appendix E for the breakdown of DARD investment in services for children and young people.

There was other expenditure reported for services that would benefit children and young people where it was not possible to separate out the spend specifically on the age group of focus and so was not included in the analysis. This included £75,000 provided to Young Farmers Clubs of Ulster, which provide recreation and education activities to approximately 3,000 young people aged 11-25, and £80,000 to the BOOST youth employability programme. Axis 3 of the NI Rural Development Programme 2006-2013 also provided funding to a number of projects benefiting children and young people, but the Department was not able to disaggregate this spend for 2012/13.

Other services provided that would indirectly benefit children and young people included activities that impact on farm families, initiatives to develop sustainable rural communities and economic growth and the provision of rural services (e.g. travel schemes).

3.9.3 Staff working with children

The Department reported that the number of staff working directly with children and young people was not routinely collected or held by the business areas, so data for this was not provided.

3.9.4 Beneficiary numbers

It is estimated that the college benefited approximately 240 young people aged 16-17. See Appendix E for details.

3.9.5 Unit costs of services

The approximate service unit cost per beneficiary at the college was approximately £5,600. See Appendix E for details.

3.9.6 Spending on prevention and early intervention

100% of the Department's expenditure on children and young people through CAFRE was for activities promoting positive outcomes (Level 1). See Appendix E for details on the level of intervention for services in this category.

3.9.7 Spending on EBPs

The Department was unable to disaggregate the financial spending that goes directly to benefit children and young people through any EBPs during 2012/13.

3.9.8 Assumptions and challenges

This service was for a broader population and the spend on children and young people was apportioned from the total expenditure using the estimated number of beneficiaries that were children and young people.

3.10 Office of the First Minister and deputy First Minister

The overall aim of the Office of the First Minister and deputy First Minister (OFMDFM) is ‘to contribute to and oversee the co-ordination of Executive policies and programmes to deliver a peaceful, fair, equal and prosperous society’. This involves: promoting investment and sustainable development; driving a programme across Government to reduce poverty and promote equality; and providing information and oversight to enable efficient government operations.¹⁰³

3.10.1 Total departmental expenditure

Total net departmental expenditure in 2012/13 was £77.0 million (Final Outturn for Resource DEL).¹⁰⁴

3.10.2 Expenditure on children

As described above, OFMDFM mostly contributes to the oversight and co-ordination of the Executive’s policies and programmes rather than delivering frontline services. However, within their Racial Equality Unit, OFMDFM provide grants for direct service provision for people from minority ethnic backgrounds, with an estimated expenditure on children and young people of £249,600. See Appendix E for the breakdown of OFMDFM investment in services for children and young people.

OFMDFM also provided information about their policy, strategy and programme development activities that encompass aspects relevant to children. While these are not included in our

analysis, they are intended to shape frontline service provision. In 2012/13 this included: a strategic and coordinating role across the Executive on both the Children and Young People’s Strategy and realisation of the United Nations Convention on the Rights of the Child; development of the Child Poverty Strategy; oversight and co-ordination of the Executive’s Delivering Social Change framework for tackling poverty and social exclusion; and design and development for the Social Investment Fund, a programme of grant funding aiming to reduce poverty and unemployment, increase services and address dereliction.

The Northern Ireland Commissioner for Children and Young People (NICCY) is an executive non-departmental public body funded by OFMDFM whose primary role is to promote and safeguard the rights and interests of children and young people. Much of NICCY’s work focuses on providing advice to government and its agencies, but it also undertakes some direct casework with young people. NICCY’s budget in 2012/13 was £1.57 million. As with other departments, the expenditure on departmental staff working on children’s issues is not included.

3.10.3 Staff working with children

There were three OFMDFM staff working within the Racial Equality Unit. The number of staff within the funded delivery organisations working with children was not known. NICCY employed 24.5 FTE staff in 2012-13. See Appendix E for details.

¹⁰³ <http://www.ofmdfmi.gov.uk/index/about-ofmdfm>.

¹⁰⁴ See Appendix D.

3.10.4 Beneficiary numbers

The exact number of children, young people and families benefiting from OFMDFM- funded services for people from minority ethnic backgrounds was not known. We do know from the 2011 Census, however, that in Northern Ireland a total of 10,300 children and young people aged 0-17 were from Asian, Black, Mixed or Other ethnic groups. The work of NICCY applies to all children across Northern Ireland.

3.10.5 Unit costs of services

If the above OFMDFM-funded services reached every one of the estimated population of BME children and young people in Northern Ireland, the unit cost would have been £29. The unit cost for NICCY was £4. See Appendix E for details.

3.10.6 Spending on prevention and early intervention

OFMDFM's expenditure on children and young people was spread across Levels 1-5, as NICCY's work ranged from promoting awareness of children's rights (Level 1), to scrutiny of government delivery for children at increased risk of developing problems (Level 3), to casework with children and young people experiencing detrimental situations, problems or disorders (Level 5). 100% of the Racial Equality Unit's expenditure on children and young people reported above was for selective prevention activities targeted at groups at an increased risk of developing problems (Level 3). See Appendix E for details on the levels of intervention for services in this category.

3.10.7 Spending on EBPs

There was no expenditure on EBPs.

3.10.8 Assumptions and challenges

The response from OFMDFM usefully highlighted some issues that apply not only to this department but to others as well. This ties in with work that the OFMDFM is already undertaking to review how expenditure on children can be better recorded:

- Sometimes the line between policy and strategy activities and direct service provision is not clear;
- The current accounting system does not break down information to the detail required for this research, so it was necessary to contact individual branches or other agencies to complete the data fact sheets; and
- OFMDFM has some responsibility for allocating money to other departments for children as well as advising the Executive on where to direct resources. Where the money goes direct from the treasury to other departments, OFMDFM will not include this in its spend but where the OFMDFM passes money to the other departments they will include this. The extent to which this may be double counted depends on how well this is documented by other departments.

3.11 Department of Enterprise, Trade and Investment

The Department of Enterprise, Trade and Investment (DETI) 'plays a crucial role in formulating and delivering economic development policy in terms of Enterprise, Social Economy, Innovation, Energy, Telecoms, and Tourism in Northern Ireland. In addition, DETI has responsibility for ensuring a modern regulatory framework to support business and protect consumers' and is also responsible for health and safety at work.¹⁰⁵

No data were sought from this department as, during the initial discussion, DETI reported that they did not have any responsibility for frontline delivery to children and young people.

Total net departmental expenditure in 2012/13 was £199.2 million (Final Outturn for Resource DEL).¹⁰⁶

3.12 Department of Finance and Personnel

The overall aim of the Department of Finance and Personnel (DFP) is 'to help the Executive secure the most appropriate and effective use of resources and services for the benefit of the community. In pursuing this aim, the key objective of the Department is to deliver quality, cost effective and efficient public services and administration in the Department's areas of executive responsibility'. The Northern Ireland Statistics and Research Agency (NISRA) is an Executive Agency within DFP.¹⁰⁷

No data were sought from the DFP as the Department does not have any responsibility for frontline delivery to children and young people.

The DFP did, however, provide very helpful advice on the most appropriate figures to use to represent all departments' expenditure for 2012/13.

Total net departmental expenditure in 2012/13 was £179.9 million (Final Outturn for Resource DEL).¹⁰⁸

¹⁰⁵ <http://www.dfpni.gov.uk/index/about-home.htm>

¹⁰⁶ See Appendix D.

¹⁰⁷ <http://www.dfpni.gov.uk/index/about-dfp.htm>

¹⁰⁸ See Appendix D.

3.13 Summary of departmental investment in services for children and young people

3.13.1 Annual investment in improving outcomes for children and young people

Overall, total net departmental expenditure in 2012/13 was £10,610.7 million (Final Outturn for Resource DEL¹⁰⁹), with £10,515 million being spent by Executive Departments.¹¹⁰

This research found at least £2.28 billion spent

on children and young people, equivalent to 21.6% of the Resource DEL for Executive Departments. This included those services reported to the researchers which were very clearly for children and young people and those services where a robust assumption could be made and used as the basis on which to apportion spend on services for a wider population base. As such, and as indicated earlier, not all expenditure is included. See Table 6 below for a breakdown by department.

Table 6 Summary of departmental spend on children and young people (net of income from users)

Department	Total Resource DEL	Spent on children	As % of department spend	Department spend as % of all spend on children
	£m	£m	%	%
Executive Departments				
Agriculture and Rural Development (DARD)	218.77	1.34	0.61%	0.06%
Culture, Arts and Leisure (DCAL)	115.44	18.10	15.68%	0.80%
Education (DE)	1,888.57	1,632.56	86.44%	71.74%
Employment and Learning (DEL)	1,010.85	103.40	10.23%	4.54%
Enterprise, Trade and Investment (DETI)	199.23	-	0.00%	0.00%
Finance and Personnel DFP)	179.88	-	0.00%	0.00%
Health, Social Services and Public Safety (DHSSPS)	4,495.32	483.99	10.77%	21.27%
Environment (DOE)	130.96	3.10	2.37%	0.14%
Justice (DOJ)	1,248.04	15.30	1.23%	0.67%
Regional Development (DRD)	486.57	7.67	1.58%	0.34%
Social Development (DSD)	464.53	8.50	1.83%	0.37%
Office of the First Minister and deputy First Minister (OFMDFM)	76.98	1.82	2.40%	0.08%
	10,515.14	2,275.78	21.64%	100.00%

¹⁰⁹ Departmental Expenditure Limits (DEL) are limits set in the Spending Review. Departments may not exceed the limits that they have been set.

¹¹⁰ See Appendix D. Other expenditure is incurred by Non-Ministerial Departments – Assembly Ombudsman/Commissioner for Complaints, Food Standards Agency, NI Assembly, NI Audit Office, NI Authority for Utility Regulation and the Public Prosecution Service.

Nearly three-quarters (72%) of this investment was made by the Department of Education and 21% by the DHSSPS. Other departments also invested over £150 million, adding up to just 7% of the total. The research has also shown that there is significant investment in improving children's outcomes through the community and voluntary sector and that a significant proportion of the funding for this comes from the statutory sector. However, as there was only a partial response from the community and voluntary sector (see Appendix F), no firm conclusions can be drawn as to the additional investment that is being made in services for children and young people from community and voluntary resources.

3.12.2 Staff working with children and young people

One of the major forms of investment in improving child outcomes is the investment made through the staff that work with children. For many services, the number of staff working with children and young people was not available, and nor was the number of Full-Time Equivalents (FTEs). Where data were provided, the figures are summarised in Table 7 below. It must be emphasised that this excludes significant areas of work, particularly in the health service, and can be taken only as an indication of the minimum number of people working with children and young people in Northern Ireland.

Table 7 Staff known to be working with children and young people

Department	Number
Executive Departments	
DARD	Not known
DCAL (See note 1 below)	960
DE (See note 2 below)	60,035
DEL	Not known
DETI	Not applicable
DFP	Not applicable
DHSSPS Social work staff (See note 3 below)	1,861
Health staff (See note 4 below)	804
DOE	115
DOJ (See note 5 below)	Not known
DRD	Not known
DSD (See note 6 below)	52
OFMDFM (See note 7 below)	28
TOTAL	63,855

Notes:

(1) In some services related to sporting activities, staff numbers were not known.

(2) Includes 23,500 people in youth services, many of whom are volunteers.

(3) Children's Social Work – includes fieldwork, residential care (including respite), CAHMS social workers, autism services, contact centres and regional services plus staff at NIGALA.

(4) Health visiting and school nursing staff only.

(5) Staff numbers were only reported for the Young Witness Service (9) and the service for prisoners who were parents (4).

(6) A large proportion of the expenditure comprised grants to the voluntary and community sector where the staff numbers involved were not collected by DSD.

(7) This includes 24.5 FTE staff working at NICCY and three staff working within the Racial Equality Unit. The number of staff within the funded delivery organisations working with children was not known.

3.13.3 Proportion invested in prevention and early intervention

Departments were asked to use a six-category definition of the level of intervention of the service to allocate expenditure to reflect the extent to which the service was universal or targeted and, if targeted, then on what basis (Appendix B).¹¹¹ We recognised that interventions could be on more than one level and asked for any assumptions made in terms

of apportioning spend to be noted on the return.

Some services very obviously fell into one category and some included provision at a range of levels. In some cases this investment was disaggregated based on a clear assumption and in other cases no breakdown could be given.

The picture that emerges overall is summarised in **Table 8** below.

Table 8 Spend by intervention level (expenditure net of income from users)

Executive Departments	Levels 1 and 2	Levels 3 and 4	Levels 5 and 6	Not disaggregated by intervention level	Total
	£m	£m	£m	£m	£m
DARD	1.34				1.34
DCAL	17.39	0.65		0.05	18.10
DE	1,193.99	212.41	0.97	225.24	1,632.56
DEL	48.95	54.41	0.03		103.40
DETI	-	-	-	-	-
DFP	-	-	-	-	-
DHSSPS	29.35	17.00	424.08	13.57	483.99
DOE	3.06	0.05			3.10
DOJ		0.80	14.90	0.03	15.30
DRD	7.67				7.67
DSD		7.71	0.77		8.50
OFMDFM		0.25		1.57	1.82
Total	1,301.75	293.28	440.75	240.46	2,275.78
	57.20%	12.89%	19.37%	10.57%	100.0%

¹¹¹ There are other ways of categorising levels of intervention. We selected this one because it is widely used in public health and provides a finer system of grading than others. One of the alternatives, which has received considerable attention over the years and which follows similar principles, differentiates between four levels of target group – ranging in seriousness of need from ‘vulnerable groups and communities’ through to ‘social breakdown’ – and maps the role of the state onto these, from less to more intrusive – ranging from ‘community development’ to ‘remedial interventions’. See: Hardiker, P., Exton, K. and Barker, M. (1999) Children still in need, indeed: prevention across five decades. In: Stevenson, O. (Ed.) *Childhood Welfare in the UK*. Oxford: Blackwell.

Level 1: Promotion interventions i.e. those promoting good outcomes for all children, included, for example: all levels for general education – pre-school, primary, post-primary and further education; other early years provision; community midwifery and health visiting; libraries; and opportunities for all children based on the arts, sport, culture, science and the built or natural environment.

Level 2: Universal preventive interventions i.e. those services for all children irrespective of need aimed at preventing poor outcomes, included: school nursing; most road safety activity; education awareness-raising activities on such issues as homelessness; and some sporting activities.

Level 3: Selective preventive interventions i.e. those services targeted at individuals or a population sub-group whose risk of developing poor outcomes is significantly higher than average, included such services as: the DEL financial support for childcare provision for students who are parents and aged 16-19 undertaking a course of study at a Further Education college and the Training for Success and Programme-Led Apprenticeships; and the DOJ investment in the Community Safety Unit Priority Youth Interventions (PYI) and OFMDFM investment in the Racial Equality Unit funding for services for people from minority ethnic backgrounds.

Level 4: Indicated preventive interventions i.e. those targeted at high-risk individuals who are identified as having minimal but detectable signs or symptoms foreshadowing the development of adverse developmental outcomes, included the Northern Ireland Prison

Service Family Matters parenting programme.

Some services targeted both sub-populations and identified individuals and combined intervention Levels 3 and 4. These services included DSD's Neighbourhood Renewal Investment Fund: Youth Programme Funding and Women's Centres Childcare Fund (WCCF).

Level 5: Treatment refers to services targeted at those who are identified (either by themselves or by others) as currently suffering from a recognisable detrimental situation, problem or disorder. In many cases, these services also provided **Level 6: Maintenance** services, where the focus is on recipients' long-term treatment to reduce the recurrence of problems or relapse from improved states of wellbeing and also includes the provision of after-care services, including rehabilitation.

These **treatment and maintenance services** included: specialist paediatric health services and associated services mainly provided in hospital; all social work services, with the exception of early years provision; Disabled Facilities Grants; some small arts projects; LEMIS provision for NEET young people and care leavers; and youth custody and other youth justice services.

For some services, the returns indicated that intervention was at several levels. For some services assumptions were made to apportion spend between levels of intervention. These included: the delegated schools budgets for nursery, primary and post-primary (allocated between Levels 1 and 3); Youth Justice Unit grant funding (41% Levels 3-4, 49% Levels 5-6, with 10% split not known); Road Safety

Education Office Service; and the Replay Theatre Company productions and workshops for 0-18 year-olds. For other services, no disaggregation was possible. This was the case for Child and Adolescent Mental Health Services (CAMHS) delivering at intervention Levels 3, 5 and 6 and Youth Activities (97.3% at Levels 1-3, 2.7% at Level 4).

3.13.4 The extent to which investment is currently supporting evidence-based programmes

Many of the departments were unable to provide data to complete the programmes factsheet, so it is not possible to state clearly the level of expenditure on EBPs in 2012/13. However, it is likely to be only a very small proportion of the total expenditure on children and families. Those departments that were unable to provide data generally stated that this level of detail was not held centrally, particularly where services were delivered by third party organisations. Of those that did provide data, four departments reported having no expenditure on EBPs and a few mentioned programmes that had some evidence behind them but did not meet our criteria. Although data were not available for 2012/13, it was evident that DHSSPS had some expenditure on EBPs, with particular investment in Family Nurse Partnership. There were also a few EBPs, such as Life Skills training, amongst the list of services that received grant funding from DOJ. A number of departments reported that while they did not have expenditure on EBPs in 2012/13 they had subsequently begun to fund programmes that met the Dartington Social Research Unit standards of evidence.

3.13.5 How much key categories of services cost per child/young person

It was not possible for departments to provide unit costs for all services. This was primarily because the number of children benefiting from a service was not known. The main areas where this was the case were as follow: all acute health services; DSD neighbourhood renewal funding and childcare provision; DEL Training for Success and Programme-Led Apprenticeships; and some DOJ services.

Where unit costs were provided or could be calculated from the data given on total investment and beneficiary numbers, costs per beneficiary ranged from less than £1 to £36,700. These were average annual costs calculated as the total cost of the service over the year divided by the number of beneficiaries. The extent to which any child or young person benefits from the service is likely to have varied widely.

The highest unit costs were for the Youth Justice Agency's Juvenile Justice Centre and Looked After Children, both costing, on average, over £35,000 per person per annum and both providing 'treatment' services for children and young people. It should be noted that these figures are the total cost divided by the number served in 2012/13, so there is likely to be significant variation. For example, children come into Woodlands (the JCC) for different lengths of stay and will be subject to different justice disposal. Some will also have been in on more than one occasion. Cost per available place, excluding recharge of Corporate Services, was £161,500.

Disabled Facilities Grants provided by DSD averaged £11,700 per child. These were one-off costs for physical investment.

Several other services had unit costs per child, calculated as average annual costs per beneficiary, of several thousand pounds each. These included: education other than at school (£8,100); special education for children with emotional and behavioural problems and for children with disabilities in mainstream schools (£7,100); Social Work Aftercare to assist young people who have been in care to make the transition to independent living (£6,500); Youth Justice Agency Youth Justice Services (£6,400); NIGALA (£3,900); CAMHS, providing services at Levels 2, 3 and 5 (£3,300); and the Special Olympics (£1,200). All these were delivering services at Level 5 or Level 6 in the case of special education.

As highlighted in the Department of Education Section, the funding mechanism for schools is through a number of delegated budgets, block grants and other funding streams and these funding streams can be spent against local priorities at the discretion of each school. This means that it was not possible to provide a unit cost for a school place or services that supported children in these places. However, the ASB (all school budgets) for nursery, primary and post-primary education delivered £3,700, £3,000 and £4,200 to schools per pupil respectively averaged across the whole budget, although part of it is for targeting social need and will vary

from school to school. This investment is supplemented by other block grants and budgets for specific purposes. These are, in the main, universal services at Level 1 with some targeted services at Level 3. The split between Levels 1 and 3 was not given for nursery education but for primary and post-primary was 97% at Level 1.

Universal health services with relatively low unit costs were community midwifery (£470), health visiting and district nursing (£80) and school nursing (£50).

For targeted services, examples of the unit costs were: £1,000 for the Toybox service for traveller children; £840 for DEL provision for NEET young people; £660 for Sure Start; £230 for Neighbourhood Renewal Education projects; and £110 for Extended Schools. For the service providing childcare for 16-19 year old students, the Department for Learning and Employment said that grants varied so much it was not possible to give a unit cost and instead gave a cost per child per week. However, on average the cost per beneficiary was £4,870.

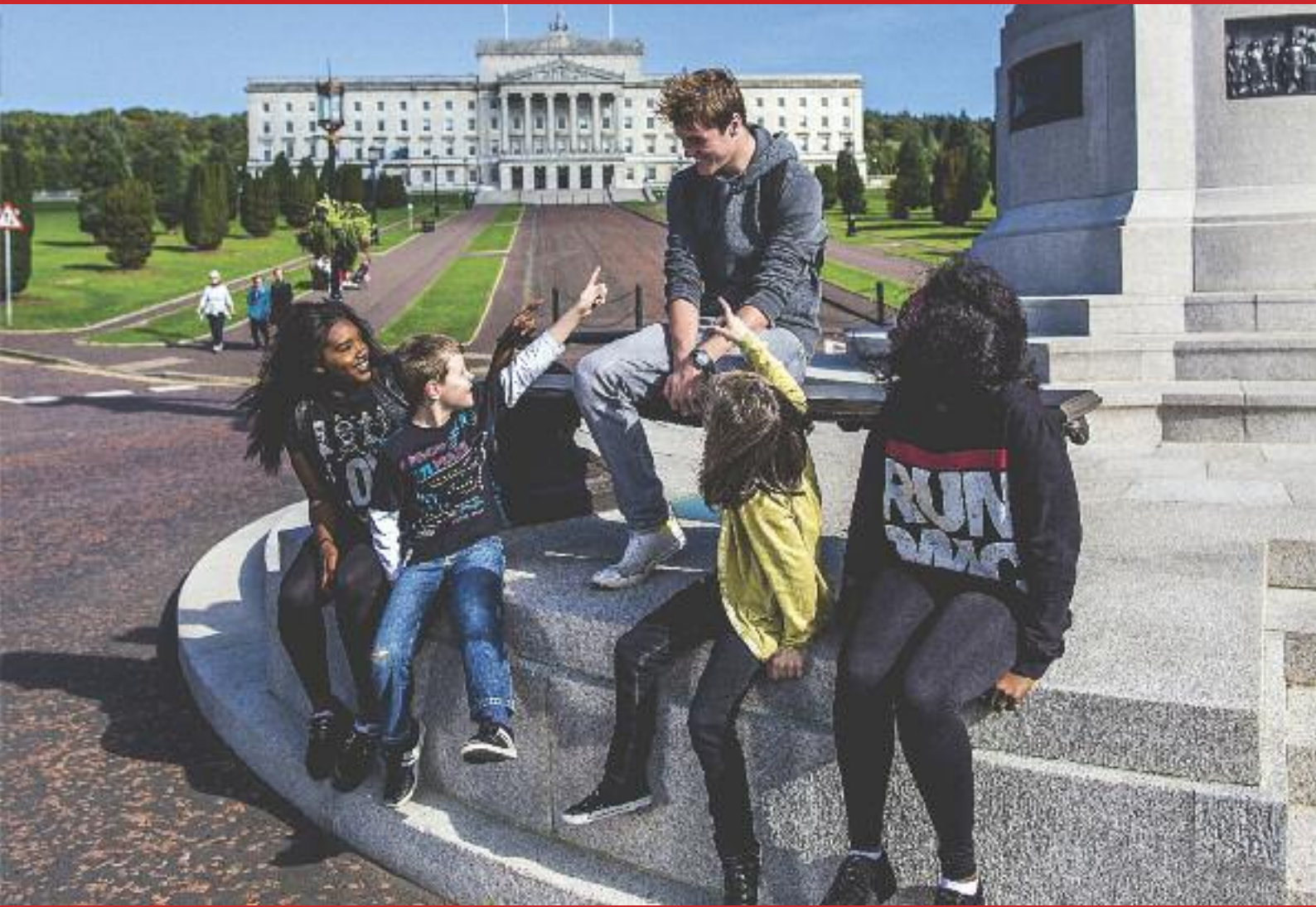
Major services and those with the higher unit costs are shown in **Table 9** below (ordered by unit cost, from low to high). Unit costs were calculated by dividing the total budget by the number of beneficiaries served in 2012/13 and so do not reflect the likely range of unit costs for each service or costs not included in the budget, such as time provided by other agencies.

Table 9 Unit costs: Major services and those with the higher unit costs

	Intervention level	Total spend	Number of children benefiting	Unit cost
Road Safety	2 (95%) & 3	902,518	335,325	3
Sport NI: Active Communities Programme	2	2,552,483	77,236	33
School Nursing	2	6,215,847	117,233	53
Health Visiting	1	9,400,766	119,454	79
Libraries	1	11,457,248	116,682	98
Youth activities	1,3,4	30,097,000	148,533	203
Early years provision	1,3,4	18,103,394	55,508	326
Social Work - Children receiving services at home	5	8,825,764	26,245	336
Health - Community Midwives	1	12,630,283	26,793	471
Local Employment Intermediary Service	5	446,469	532	839
Sport NI: Special Olympics	5	606,305	529	1,146
CAMHS	2,3,5	13,566,959	4,112	3,299
Nursery schools delegated budget excl targeted element	1	16,851,000	4,943	3,409
NIGALA	5	4,057,836	1,048	3,872
Care to Learn (NI)	3	409,425	84	4,874
College of Agriculture, Food and Rural Enterprise	1	1,338,100	240	5,575
Youth Justice Agency: Youth Justice Services	5	6,623,000	1,039	6,374
Social Work - Aftercare (Programme of Care 3 only)	5	8,977,343	1,388	6,468
Special education for children with emotional and behavioural problems and for children with disabilities	5,6	61,838,000	8,724	7,088
Education Other Than At School	5	5,261,000	647	8,131
Disabled Facilities Grants	6	769,278	66	11,656
Special schools	5,6	86,812,000	4,653	18,657
Children Looked After	5	100,270,754	2,807	35,722
YJA: Custody - Woodlands Juvenile Justice Centre	5	7,750,000	211	36,730

Note

The previous table does not include unit costs for primary and secondary school pupils. The Department of Education advised that this could not be deduced from the data as schools receive a range of budgets. All grant-aided schools, funded under the Common Funding Scheme, receive a fully delegated budget and there are block grants for a range of services. Under the Local Management of schools funding arrangements, it is for every school to determine spending priorities to meet the needs of all their pupils. Budget figures exclude any in-year funding adjustments, funding available to schools from the carry-forward of unspent funding in previous years, other government or non-government funding.



DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS

4. Discussion, Conclusions and Recommendations

4.1 Purpose

This project had four primary aims. These were to determine:

- how much is invested annually in Northern Ireland in seeking to improve outcomes for children;
- approximately what proportion of this amount is invested in prevention and early intervention;
- to what extent the investment is currently supporting evidence-based programmes (EBPs); and
- how much key categories of services in Northern Ireland cost per child/young person.

Fund map information is generally used to facilitate a local understanding of: how current investments align with key child development outcomes; the potential to support prevention/early intervention activity and use EBPs; whether there are opportunities to better coordinate programmes and services supported by different departments and agencies; and/or how to improve the commissioning of services.

The project was concerned with providing the best possible analysis to enable the supporters of the research (Northern Ireland Commissioner for Children and Young People, The Atlantic Philanthropies and the Delivering Social Change Board) to influence conversations about future investments, notably by having a baseline against which to assess decisions about moving resources into prevention and early intervention.

4.2 Reflections on the approach and its limitations

The aspiration to create a baseline for investments in prevention and early intervention was ambitious and may have been too bold for the complex arrangements for funding and delivering services for children in Northern Ireland.

The project encountered a range of organisational barriers while undertaking the work. Even with efforts to overcome them, some proved insurmountable, with the result that several caveats must be added to the findings and their interpretation.

We can be confident that the overview of total expenditure is correct. However, we must treat with some caution estimates about expenditure on prevention and early intervention and EBPs. The information provided by the 10 government departments that spend money on services for children included extensive outturn and budget data. This allowed us to determine what was spent but made it quite difficult to determine *how* it was spent. Budget headings sometimes gave no clue as to the type of activities that were being funded. Where it was feasible and permitted, the research team contacted the delivery agencies responsible for the budgets to clarify how the money was being spent, but in many cases this was simply not feasible.

The current organisation, categorisation and analysis of financial and administrative information are also not conducive to an exercise of this nature. For example, we would expect to link categories of expenditure with the number of staff employed with the number of beneficiaries. To give an example, we might say

that a primary school with 350 pupils has an annual budget of £1m employing 15 whole time equivalent (WTE) teachers and 20 WTE teaching assistants. Unfortunately, it was very difficult to do this across all the government departments and, as a result, how much key categories of services cost per child/young person can only be roughly estimated.

In addition, it was often difficult to access the requested information. Staff in the departments had no time allocated to helping with the research and, understandably, it was not given priority. Nor was there anyone within each department championing the work and encouraging staff to participate. We experienced severe delays in receiving some of the requested information. The return of data from only two voluntary sector organisations was disappointing and clearly cannot be said to reflect that sector as a whole. It is hoped that were the exercise to be repeated more responses would be received, thereby generating a more complete picture.

Notwithstanding these limitations, it is important to acknowledge that this was a complex exercise and has yielded rich high-level information. It provides a useful and important foundation for making decisions about expenditure on children. Few, if any, jurisdictions have better information.

4.3 Reflections on the findings

This analysis has exposed what is and is not known about investments in children's services in Northern Ireland at a government department level. Establishing a baseline for total expenditure and for per capita investment is an

essential first step in the creation of a children's budget, but it is clear that a deeper investigation into the activities that are funded and the number of beneficiaries would permit a more confident analysis of the nature of investment in early intervention and prevention.

Of the £15 billion expenditure across all government departments, approximately one third comprises social security payments. Of the remaining £10 billion, 21% is invested in services specifically for children and families. Children and families also benefit from other services provided for the general population, such as economic development activity, community development and community safety initiatives, police and primary care. Children and young people comprise 24% of the population of Northern Ireland. Investment in them as a proportion of total expenditure is broadly in line with their size relative to the total population.

A recent application of this methodology in a typical Scottish local authority found a per capita investment of £5,700.¹¹² This compares with £5,175 in Northern Ireland according to the research presented here, suggesting that investments in children and families in Northern Ireland are not excessive.

As the largest investment, it is disappointing that the analysis of education expenditure was so limited in comparison to what was possible with smaller levels of expenditure by other departments. The total investment in education could not be determined, and expenditure could not therefore be disaggregated sufficiently to determine unit costs for school places or the total number of staff working with children.

¹¹² The Evidence2Success methodology was piloted in Perth and Kinross in Scotland. These figures are from an unpublished report presented to the council.

As levels of need in the community increase and cuts to public expenditure deepen, it is likely that the investment in treatment and maintenance (Levels 5 and 6) will increase as a percentage of the total. Consequently, there will likely be a decrease in investment in prevention and early intervention by default.

Since an increased investment in prevention and early intervention is unlikely, it is all the more important to ensure that current investments are effective – in other words, that they are directed to where there is need and where they are likely to make a positive impact and be cost effective. Across all departments declaring expenditure on children and families, there are budget lines that appear to be for activity that could be further scrutinised for likely impact.

All well as re-deploying budgets to more effective prevention and early intervention activity, it is also possible to re-deploy staff time to more effective activity. There are, for example, in the region of 27,500 teaching staff. Re-direction of 5% of their time to support evidence-based activity would, in aggregate, constitute a significant investment.

It would appear that, with the exception of a small number of programmes delivered by voluntary or community groups, government departments could not identify the investment in EBPs in the 2012/13 period. While broadly speaking this is likely to reflect the reality, it should be put in context. First, the definition of EBPs that we used is somewhat restrictive: Blueprints arguably sets the highest standard of all online databases of programmes, meaning that some EBPs recognised by other clearinghouses may be available in Northern

Ireland but would not have been captured in our data collection. Second, we acknowledge that some other interventions might be regarded as ‘evidence-informed’ if not yet subjected to rigorous experimental evaluation; this is desirable, as the process of developing EBPs is one of gradual refinement and testing. Third, the picture regarding investment in EBPs in Northern Ireland is moving: the year selected for study, 2012-2013, pre-dates the Early Intervention Transformation Fund and was therefore when all Atlantic Philanthropies investments in EBPs were in the voluntary sector. The same exercise repeated for subsequent years would likely yield more encouraging data, albeit a gradual trend from a low base rather than a radical shift.

Nevertheless, in light of the international evidence on effective interventions and the compelling economic case for their use, it is surprising that only tiny sums from £2.28 billion spent on children have been committed to EBPs.

4.4 Implications for policy and research

4.4.1 Implications for policy

Throughout this report we have described expenditure on children and families as investments. This is to convey both the importance of seeking to realise their rights in childhood and improve their health and development in the present and also the basic aspiration of most western democracies to equip children and young people to become good citizens who make a positive contribution to the economy and society. Expenditure on services is, in effect, an investment in children’s current and future health and wellbeing, seeking to

promote positive development and mitigate risks to healthy development. These risks may operate at the environmental (e.g. poverty and poor housing), community (e.g. low social cohesion, poor safety), family (e.g. maltreatment and lack of nurturing) and individual (e.g. risky behaviours) levels.

Investments should be aligned to children's developmental outcomes and, ideally, informed by epidemiological intelligence on current patterns of need. This would highlight, for example, the prevalence of obesity, poor mental health and early onset behavioural problems (just three of a range of key developmental outcomes) and permit reflection on the extent to which current investments are focused on reducing the prevalence of poor outcomes in these areas. We recognise that the Health and Social Care Board seeks to take this type of outcome-focused approach to planning for health and social care and that other departments and agencies are trying to promote this approach.

As pressure on public expenditure increases it is very likely that the amount available for investment in early intervention and prevention will decrease in real terms and as a proportion of total expenditure. It is essential then that effort is focused on securing the greatest possible benefit from the existing resource. There is anecdotal evidence in Northern Ireland, as in other parts of the UK, that tighter budgets can lead to service commissioners being more interested in what works and how evidence can help them make difficult choices. This could mean that even if the overall budget for children's services declines, it is possible to increase the proportion spent on cost-beneficial

and evidence-based prevention and early intervention at the expense of ineffective, inefficient and more heavy-end services. But this requires concerted effort.

This should comprise two strategies: (1) decommissioning services that are ineffective or not cost beneficial to release resource for re-investment, and (2) re-deploying a proportion of the time of staff who work directly with children to more effective activities. Both strategies could involve explicit commitment to prioritising early intervention and prevention, as well as greater take-up of tested and effective programmes and practices.

With current investment in EBPs at near zero, it might be prudent to set a target to increase overall investment in such activities. For example, this might be set at 0.5% over five years. Each department could be invited to make a proposal for how investments might be better aligned to priority outcomes or channelled into tested and effective programmes, with education and health and social care necessarily bearing most of the burden.

We should say that we do recognise the current focus on early intervention being pursued as part of the investment in the Signature Programmes under the Delivering Social Change framework.

4.4.2 Implications for research

The preparation of a children's budget, as inspired by Article 4 of the United Nations Convention of the Rights of the Child, is a surprisingly complex task. There is, as yet, no accepted methodology for tackling this, and neither, as far as we are aware, are there many examples internationally of children's budgets to

which to refer. However, as the scrutiny of public expenditure increases it is likely that there will be more demand for this type of analysis.

If this exercise were to be repeated in Northern Ireland or undertaken elsewhere, there is important learning from this work that would merit reflection.

First, the successful collation and interpretation of the data requires the involvement of many people. In this project data were received from 10 different departments. This necessitated the commitment of senior staff in each department as well as staff from a range of sections within departments. It is vital to secure the support and involvement of all key individuals, for them to have time to track down the relevant data and for people within government to have a co-ordinating role.

Second, this work was initiated as a standalone project by two organisations outside of government, albeit with the support of the Delivering Social Change Board. Despite concerted efforts to publicise the work and secure buy-in, it is possible that the rationale for the work was not widely known or understood and, as a result, there were mixed levels of motivation to get involved. It could be more effective to set the work in the context of a broader strategic initiative with a clear understanding of how the findings from the fund map are to be used.

Third, the current categorisation and aggregation of budget information within departments presented serious challenges to the fund-mapping process. It would be worth changing the way this information is collected and categorised in future in order to make the process of regular fund-mapping more efficient. It would be very labour intensive and of dubious value to repeat the exercise without these changes.

Fourth, the analysis focused on the departmental level, which yielded good data on the overall amount of expenditure but less on how resources were deployed. A future fund map would need to involve those bodies with delivery responsibility – most notably schools, the Education Authority (which has recently replaced the Education and Library Boards), the Health and Social Care Board, Health and Social Care Trusts and the Public Health Agency – in order to provide greater insight into how the money is being spent.

Fifth, the analysis yields greater insight when it can be set alongside findings from other jurisdictions. There would be considerable value in adopting an agreed method to fund-mapping to facilitate valid area-by-area comparison.



GLOSSARY AND ACKNOWLEDGEMENTS

Glossary

Annually Managed Expenditure (AME)

Expenditure that is relatively volatile and largely demand-led that cannot reasonably be given firm, multi-year limits in the same way as DEL. Departmental AME (contained in departments' budgets) includes social security benefits and various other items of departmental expenditure. Outside departments, other AME expenditure includes net expenditure transfers to the EU, locally financed expenditure, debt interest, public corporations' own-financed capital expenditure, and accounting adjustments. Because a shorter-term view is required in such areas, a separate annual AME spending limit is imposed.

Departmental Expenditure Limit (DEL)

Spending that is planned and controlled on a three-year basis in Spending Reviews. The DEL is the annual spending limit imposed on a government department arising from its agreed, longer-term financial settlement with DFP. Normally it is categorised into capital DEL and resource DEL and fixed for three years ahead.

Early Intervention A programme of work designed to intervene early in the development of problems. Such interventions may work with those showing early signs of problems, or those at the highest risk of developing problems. Early intervention does not necessarily mean intervening at a young age.

Evidence-Based Programme (EBP) A discrete, organised package of practices or services – often accompanied by implementation manuals,

training and technical support – that has been tested through rigorous experimental evaluation, comparing the outcomes of those receiving the intervention with those who do not, and found to be effective, i.e. it has a clear positive effect on child outcomes.

Experimental evaluation/Robust evaluation of impact

An evaluation that compares the outcomes of children and young people who receive the intervention to those of a control group of similar children and young people who do not. The control group may be identified by randomly allocating children and young people who meet the target group criteria – a Randomised Controlled Trial (RCT) – or by identifying a comparable group of children and young people in receipt of similar service – a Quasi-Experimental Design (QED).

Outcome The impact of change that is brought about, such as a change in behaviour or physical or mental health.

Outturn The actual amount spent at the end of the year rather than the amount that was budgeted before the start of the year.

Prevention An intervention that seeks to prevent poor outcomes from occurring in the first place.

Resource budget is the budget for current expenditure on an accruals basis. It is divided into resource DEL (which is a control total) and resource departmental AME (a planning total).¹¹³

¹¹³ From <http://www.dfpni.gov.uk/eag-glossary>

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The Atlantic Philanthropies: Paul Murray

The Centre for Effective Services: Helga Sneddon

The Delivering Social Change Programme Board members and other key contacts in departments:

Department	Contacts
Office of the First Minister and deputy First Minister	Denis McMahon, Henry Johnston, Sean Brolly, Christine Smith, June Wilkinson and Patricia McConnell
Department of Agriculture and Rural Development	Louise Warde Hunter, Sharon Fitchie and Yvonne Smith
Department of Culture, Arts and Leisure	Cynthia Smith and Orla Bateson
Department of Education	Katrina Godfrey and Gavin Patrick
Department for Employment and Learning	Heather Cousins, Stephen Jackson and Marion McGill
Department of Enterprise, Trade and Investment	David Thomson
Department of the Environment	Ian Maye and Iain Greenway
Department of Finance and Personnel	Dr Colin Sullivan and Jeff McGuinness
Department of Health, Social Services and Public Safety	Sean Holland, Eilis McDaniel, Paul Gibson, Erin Montgomery and Shona Cunningham
Department of Justice	Anthony Harbinson, Karen Pearson and Kiera Lloyd
Department for Regional Development	Barney McGahan, John McGrath, Tom Reid, Andy Bready and Tony McConnell
Department for Social Development	Tracy Meharg, Sharon Carlin and Una McConnell
The Health and Social Care Board	Fionnuala McAndrew and Maurice Leeson
The Public Health Agency	Mary Black and Maurice Meehan
Belfast Health and Social Care Trust	Carol Diffin, Lesley Walker and Nicola O'Neill
Children in Northern Ireland (CiNI)	Pauline Leeson



APPENDICES

Appendices

Appendix A

Data fact sheet and guidance

Guidance was as follows:

2012/13 financial year: Statistics on children and young people, their service use, and expenditure to be for the 2012/13 financial year.

Gross expenditure: Expenditure to be gross revenue expenditure by service i.e. the total amount invested in children and young people by Northern Ireland government departments whatever the source of the funding for the government. Capital budget to be excluded. Income from service users to be identified separately to allow an analysis of total investment net of the contribution made by service users. This analysis is not including financial support for children distributed through the social security benefit and tax credit systems.

Department or agency: Services to be disaggregated by agency of delivery where this is the most convenient representation of spend.

Which services to include: All services aimed at improving outcomes for children from conception up to and including the age of 17 to be included.

This is to include expenditure on young people aged 18 where they are still in secondary school education; expenditure on young people who are care leavers or who have a physical or learning disability up to the age of 25 (expenditure to be separated out from spend for those up to and

including those aged 18 still in secondary school education if possible).

Services that are provided to adults as parents or to families are to be included where the intention is the short or longer-term improvement in outcomes for children.

The outcomes that provide the overarching framework for this project are those included in the Northern Ireland Children & Young People's Plan 2011-2014. Namely, children and young people in NI should be:

- Healthy
- Enjoying and achieving
- Living in safety and with stability
- Contributing positively to community and society
- Experiencing economic and environmental wellbeing
- Living in a society which respects their rights

Services to be included that are funded by government departments

Office of the First Minister and deputy First Minister

Expenditure, staff and the number of children benefiting from the following activities

- Delivering Social Change
- Social Investment Fund

Department of Agriculture and Rural Development

Expenditure, staff and the number of children benefiting from the following activities

- Childminding in rural areas

Department of Culture, Arts and Leisure

Expenditure, staff and the number of children benefiting from the following activities

- Library, museums, arts and sports activities aimed at children or young people and their families

Department of Education

• Expenditure, staff and the number of children benefiting from the following activities

- Pre-school play/education and state funded education
- Other pre-school provision
- Primary education
- Post-primary/secondary education
- Special education for children with disabilities
- Special education for children with emotional and behavioural problems
- Youth services
- Other services to be agreed such as hospital education services, other education for children other than in school, educational psychology

Department for Employment and Learning

Expenditure, staff and the number of children benefiting from the following activities

- Further Education
- Careers service
- Youth Guarantee
- Services to young people who are NEET

Department of Enterprise, Trade and Investment

- No activities

Department of the Environment

Expenditure, staff and the number of children benefiting from the following activities

- Road safety
- Activities aimed at children in association with the protection of the built and/or natural environment
- Other services to be agreed

Department of Finance and Personnel

Expenditure, staff and the number of children benefiting from the following activities

- No activities in addition to departmental activities

Department of Health, Social Services and Public Safety

Social work - Expenditure, staff and the number of children benefiting from the following activities

- Child protection
- Children looked after
 - With relatives or other community placement
 - With foster carers (state provided)
 - With foster carers (privately provided)
 - With prospective adopters
 - In residential care
 - In secure care
- Children receiving services at home (not in the care system)
- Children registered as disabled
- Others to be agreed

Health - Expenditure, staff and the number of children benefiting from the following activities

- Midwifery
- Health visiting
- School nursing
- CAMHS
- Public health
- Other health services - to be agreed

Department of Justice

Expenditure, staff and the number of children benefiting from the following activities

- Community safety
- Reducing offending

- Programmes to reduce domestic violence
- Work with parents in prison
- Youth Justice
- Police
- Other services to be agreed

Department for Regional Development

Expenditure, staff and the number of children benefiting from the following activities

- Concessionary fares
- Walking and cycling schemes
- Other services to be agreed

Department for Social Development

Expenditure, staff and the number of children benefiting from the following activities

- Support for parents on the margins of employment to participate in training and education through the provision of free childcare places
- Children housed in homes which meet the decent homes standard - if this is only for families with children
- Provision of services and programmes which meet the needs of local communities, particularly disadvantaged communities if there are any specific services or programmes for children or young people.
- Any specific programmes that reduce the risks to children which have been identified as increased due to living in deprived neighbourhoods, including for example road safety.

Data Fact sheet

Please use one sheet per service

Department or agency:		
Service:		
Investment in 2012/13 £ (Gross spend)		
Income from service users £		
Total investment net service users' contributions £		
Staff numbers working with children	Numbers and/or	
	FTEs	
Level of intervention (1-6) See guidance in Appendix B		
Number of children benefiting		
Unit cost per child served £		

Notes

Budgets/budget lines included
Assumptions made (if any)
Any areas where the analysis has been particularly challenging or impossible

Please return the completed fact sheets to either Cassandra Ohlson, Researcher, cohlon@dartington.org.uk or Anam Raja, Researcher, araja@dartington.org.uk

Appendix B

Focus of service and levels of intervention

Services provided for children, young people and their families can be universal, preventive, aim to intervene early where there is an elevated risk that problems may develop or intervene to address problems once they have developed.

Universal services include interventions that focus on an entire population (national, local community, school, district). This will include universal education and health services and any universally available services that aim to prevent or delay social, emotional, health and mental health problems.

Prevention or early intervention services include interventions that focus on groups whose risk of social, emotional, health or mental health problems is above average. Interventions might

be targeted to subgroups of the general population because of characteristics such as age, gender, family history or economic status. It will also include interventions that involve screening used to identify individuals who exhibit early signs of risk.

Treatment includes interventions that are focused on addressing problems and issues for individuals who are screened and identified as having impairment to their health or development. For the purposes of this fund-mapping process, childbirth and hospital midwifery services should be included as treatment.

This fund-mapping tool uses a six-category definition of the level of intervention that forms the primary focus of the service¹¹⁴. We recognise that interventions can be on more than one level and any assumptions about how spend is allocated between these levels should be noted on the factsheet.

¹¹⁴ This is drawn from Chapter 3 of the following report: O'Connell, M. E., Boat, T. and Warner, K. E. (Eds.) (2009) *Preventing Mental, Emotional, and Behavioural Disorders Among Young People: Progress and Possibilities*. Washington DC: The National Academies Press.

Level of intervention

1. Promotion interventions (Promoting good outcomes)

Targeted to a whole population with the aim of enhancing individuals' ability to achieve developmentally appropriate tasks (developmental competence) and a positive sense of self-esteem, mastery, wellbeing and social inclusion and to strengthen their ability to cope with adversity. The focus is on healthy outcomes like competence and well-being rather than on prevention of poor outcomes, although it may also decrease these poor outcomes occurring. Examples could include:

- Universal early years, primary and post-primary education
- Midwifery services
- Universal breastfeeding programmes
- Health visiting targeted at all mothers

2. Universal preventive interventions (Preventing poor outcomes)

Targeted at a whole population that has not been identified on the basis of individual risk. The intervention is desirable for everyone in that group. The focus is on prevention of poor outcomes. Examples could include:

- Immunisation
- Health screening targeted at all children
- School-based programmes offered to all children to teach social and emotional skills or to avoid substance abuse
- Programmes offered to all parents to provide them with skills to communicate to their children about resisting substance use
- Tier 1 CAMHS services

3. Selective preventive interventions

Targeted at individuals or a population sub-group whose risk of developing poor outcomes is significantly higher than average. The risk may be imminent or it may be a lifetime risk. Risk groups may be identified on the basis of social, biological or psychological risk factors that are known to be associated with the onset of poor developmental outcomes. Examples could include:

- Programmes offered to children exposed to risk factors such as poverty, poor parenting, parental divorce or mental illness, death of a close relative or abuse, to reduce the risk for adverse developmental outcomes to develop
- Sure Start Centres in areas of deprivation
- Crime prevention activities in targeted areas
- Tier 2 CAMHS services

4. Indicated preventive interventions

Targeted at high-risk individuals who are identified as having minimal but detectable signs or symptoms foreshadowing the development of adverse developmental outcomes. Examples could include:

- Diversionary activities for young people at risk of involvement in crime or anti-social behaviour
- Such programmes as 'Incredible Years', 'Functional Family Therapy' or 'Targeted Reading Intervention'

5. Treatment

Targeted at people who are identified (either by themselves or by others) as currently suffering from a recognisable detrimental situation, problem or disorder (i.e. case identification). Recipients enter treatment with the expectation of receiving some form of relief from the situation or disorder. It includes interventions to reduce the likelihood of problems recurring in the future. Examples could include:

- Social work interventions in response to child protection concerns
- Services for looked after children
- Adoption services
- Do we need to add something in here?

- Alternative education services for children excluded from school
- Tier 3 and 4 CAMHS services
- Hospital in-patient services
- Juvenile justice responses

6. Maintenance

The focus is on recipients' long-term treatment to reduce the recurrence of problems or relapse from improved states of wellbeing and the provision of after-care services, including rehabilitation. Examples could include:

- On-going services for children with learning disabilities
- Therapy for Children with ADHD

Appendix C

Programmes Fact sheet and guidance

Guidance was as follows

To be completed by each department/agency, if appropriate

This fact sheet asks for information on the following basis:

- To include specific programmes, practices and processes rather than whole services that are being implemented in Northern Ireland
- Data are to relate to the 2012/13 financial year
- Expenditure to be gross expenditure i.e. the total amount invested in the activity by the Northern Ireland government departments or other agency whatever the source of the funding for the government
- To include activities for children from conception up to and including the age of 17
- To include the developmental outcomes at which the programmes are targeted – i.e. those outcomes known through research to be critical to the long-term wellbeing of children.

Developmental Outcomes

1. Educational skills and attainment

- a) Ready for school
- b) Adequate academic performance (reading and maths at or above expected level)
- c) Successful completion of compulsory secondary education
- d) Positive destination post 16 - entry into post-secondary education, job training, employment

This category would include the full range of early care and education, core school

education, education support and remediation, dropout prevention, post secondary access, vocational, technical and workforce development programmes

2. Emotional wellbeing

- a) Ability to regulate emotions (encompassing emotional and/or behavioural regulation)
 - b) Free from depression and anxiety (low depressive disorder symptoms)
 - c) This category would include mental health intervention and prevention programmes primarily targeting emotional wellbeing
-

3. Positive behaviour

- a) Pro-social behaviour
- b) Absence of enduring negative behaviour
- c) Does not use illicit drugs

This category would include interventions targeting juvenile delinquency and substance misuse

4. Positive relationships

- a) Positive relationships with positive parents
- b) Positive relationships with positive peers
- c) Positive relationships with pro-social adults

This category would include interventions specifically targeting the promotion of positive relationships between children and parents or other significant adults, and among peers.

5. Physical health

- a) A healthy gestation and birth
- b) Physically healthy
- c) Not obese
- d) Safe from abuse and neglect

This category would include maternal and child health programmes, healthcare services, physical recreation programmes, prevention and education programmes targeting nutrition and healthy lifestyle, child protection services and out of home care

Programmes Fact Sheet Part 1

Department:

Evidence-Based Programmes (EBPs)

These programmes will meet the Dartington Social Research Unit (DSRU) Standards of Evidence (SoE) and therefore be presented on the Blueprints website (www.blueprintsprograms.com) or can be seen on the list below.

Please list any programmes that meet these standards that are being implemented by your organisation, with the outcomes that they are targeted to impact on and the annual cost of the programme in 2012/13

Name of programme	Developmental outcome(s) targeted	Annual cost of programme (£)

Please add more rows as necessary

Please return the completed fact sheets to either Cassandra Ohlson, Researcher, cohlon@dartington.org.uk or Anam Raja, Researcher, araja@dartington.org.uk

Continued over

Programmes Fact sheet Part 2

Department:

Other Evidence-Based Programmes (EBPs), practices and processes that are potentially effective or innovative may meet the DSRU's SoE.

These programmes will, at least, have a strong logic model and some evidence that participants were better off afterwards through an evaluation based on a Randomised Controlled Trial (RCT) or a Quasi-Experimental Design (QED).

Name of programme, practice or processes	Description	Annual cost (£)
	Please give details of the activities, the target group and the outcomes the intervention aims to achieve; the evaluations of the approach; and the availability of any documentation that more fully sets out how the approach is implemented.	

Please add more rows as necessary

Please return the completed fact sheets to either Cassandra Ohlson, Researcher, cohlson@dartington.org.uk or Anam Raja, Researcher, araja@dartington.org.uk

List of Blueprints Programmes

Adolescent Coping with Depression	Multidimensional Treatment Foster Care (MTFC)
Athletes Training and Learning to Avoid Steroids (ATLAS)	Multisystemic Therapy® (MST®)
Be Proud! Be Responsible!	New Beginnings (Intervention for children of divorce)
Behavioral Monitoring and Reinforcement Program	Number Rockets
Big Brothers Big Sisters of America	Olweus Bullying Prevention Program
Brief Alcohol Screening and Intervention of College Students (BASICS)	Parent-Child Interaction Therapy (PCIT)
Bright Bodies	Peer Assisted Learning Strategies (PALS)
Cognitive Behavioral Intervention for Trauma in Schools (CBITS)	Planet Health
Communities That Care (CTC)	Positive Action
Coping Power	Positive Family Support-Family Check-Up
Early Literacy and Learning Model (ELLM)	Project Northland
EFFEKT	Project Towards No Drug Abuse
Familias Unidas™ Preventive Intervention	Promoting Alternative Thinking Strategies (PATHS)
Family Foundations	Quick Reads
Family Nurse Partnership	Raising Healthy Children
Functional Family Therapy (FFT)	Safe Dates
Good Behavior Game (GBG)	SPORT
Guiding Good Choices	Steps to Respect
HighScope Preschool	Story Talk – Interactive Book Reading Program
Incredible Years® – Child Treatment	Strengthening Families 10-14
Incredible Years® – Parent	Strong African American Families (SAAF) program
Incredible Years® – Teacher Classroom Management	Success for All
InShape	Targeted Reading Intervention
KEEP SAFE (Middle School)	Triple P System
LifeSkills Training (LST)	Wyman’s Teen Outreach Program®

Appendix D

Final Outturn:

Source: Provided by DFP 11 March 2015

2012-13 Final Outturn (Resource DEL)

These outturn figures are also available in the 'Annual Report 13' for each department.

DEPARTMENT	TOTAL RESOURCE DEL £000s
Executive Departments	
DARD	218,774
DCAL	115,436
DE	1,888,567
DEL	1,010,852
DETI	199,232
DFP	179,875
DHSSPS	4,495,319
DOE	130,957
DOJ	1,248,044
DRD	486,571
DSD	464,527
OFMDFM	76,983
Non-Ministerial Departments	
Assembly Ombudsman/Commissioner for Complaints	1,675
Food Standards Agency	8,016
NI Assembly	42,472
NI Audit Office	8,045
NI Authority for Utility Regulation	106
Public Prosecution Service	35,220

Final Outturn:

Source: Provided by DFP 11 March 2015

2012-13 Final Outturn (Resource AME)

DEPARTMENT	TOTAL RESOURCE AME £000s*
Executive Departments	
DARD	-1,400
DCAL	6,798
DE	685,261
DEL	-63,040
DETI	30,673
DFP	437,804
DHSSPS	825,182
DOE	2,945
DOJ	269,685
DRD	152,545
DSD	5,415,276
OFMDFM	5,835
Non-Ministerial Departments	
Assembly Ombudsman/Commissioner for Complaints	0
Food Standards Agency	119
NI Assembly	1,905
NI Audit Office	140
NI Authority for Utility Regulation	-249
Public Prosecution Service	170

* Negative figures in the column 'Total Resource AME £000s' indicate a net underspend.

Appendix E Breakdown of departmental investment in services for children and young people

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)£	Staff numbers working with children (FTEs)£	Level of intervention (proportion of net expenditure by level) £	Number of children benefiting £	Unit cost per child served £
Department of Education								
Pre-school: Delegated schools budget - nursery schools	18,268,000	0	18,268,000	See text in DE section	See text in DE section	1, 3 (split not known)	4,943	3,696
Pre-school: block grant rates	466,000	0	466,000	See text in DE section	See text in DE section	1	14,320	33
Pre-school: Block grant teacher substitutions	293,000	0	293,000	See text in DE section	See text in DE section	1	14,320	21
Pre-school: Pre-school education in voluntary and private sector	14,700,000	0	14,700,000	1,493	Not known	1	8,410	1,748
Pre-school: Early Years Fund	2,340,000	0	2,340,000	260	Not known	3	2,080	1,125
Pre-school: Sure Start	22,477,000	0	22,477,000	1,200	Not known	3	34,000	661
Pre-school: Toybox (support for traveller children and their parents)	350,000	0	350,000	Not known	10	3	346	1,012
Pre-school: Bookstart	250,000	0	250,000	2	Not known	1	43,912	6
Primary: Delegated schools budget	485,152,000	0	485,152,000	See text in DE section	See text in DE section	1,3 (93%, 7%)	160,985	3,014
Primary: Block grant rates	14,860,000	0	14,860,000	See text in DE section	See text in DE section	1	162,147	92
Primary: Block grant teacher substitutions	8,548,000	0	8,548,000	See text in DE section	See text in DE section	1	162,147	53
Primary: Block grant other	3,198,000	0	3,198,000	See text in DE section	See text in DE section	1	162,147	20

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Education								
Primary: SAT Transfer Procedure	6,000	0	6,000	See text in DE section	1	1	21,705	1
Primary: SAT Transfer Forms	9,000	0	9,000	See text in DE section	1	1	21,705	1
Primary: SAT Exceptional Circumstances Body	160,000	0	160,000	See text in DE section	5	5	75	2,133
Primary: Sports Initiative Grants for coaches to deliver the curriculum sports programme	1,494,000	0	1,494,000	61	Not known	1	39,471	38
Education Works (Valuing education advertising campaign to help parents be more involved in their children's education)	221,000	0	221,000	See text in DE section	1	1	94,488	3
Primary: Women's Aid Helping Hands Programme	60,000	0	60,000	See text in DE section	5	5	168,034	1
Primary: Teachers secondment for school improvement	14,000	0	14,000	See text in DE section	4	4	512	27
Primary: Full Service Community Network	367,000	0	367,000	See text in DE section	2,3,4	2,3,4	Not known	Not known
Post-primary: Delegated schools budget	619,913,000	0	619,913,000	See text in DE section	1, 3 (96.5%, 3.5%)	1, 3 (96.5%, 3.5%)	148,592	4,172
Post-primary: Block grant rates	15,821,000	0	15,821,000	See text in DE section	1	1	88,739	179
Post-primary: Block grant teacher substitutions	5,464,000	0	5,464,000	See text in DE section	1	1	88,739	62
Post-primary: Block grant other	3,907,000	0	3,907,000	See text in DE section	1	1	88,739	45

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Education								
Post-primary: Curriculum Entitlement Team (14-19) - Entitlement Framework	11,045,000	0	11,045,000	See text in DE section	See text in DE section	1	148,204	75
Post-primary: Curriculum Entitlement Team (14-19) - STEM Truck (mobile laboratory and workshop)	248,000	0	248,000	See text in DE section	See text in DE section	1	148,204	2
Youth - Full Service Schools (Belfast Model School for Girls and Belfast Boys Model School)	367,000	0	367,000	See text in DE section	See text in DE section	3, 4 (split not known)	2,000	183
Post-primary: Education Maintenance Allowance Scheme	338,000	0	338,000	See text in DE section	See text in DE section	3	16,134	21
Post-primary: Assessment and Qualifications Team direct payments	7,000	0	7,000	See text in DE section	See text in DE section	1	318,343	1
SEN: Block grant for Special Schools	86,812,000	0	86,812,000	See text in DE section	See text in DE section	6	4,653	18,658
SEN: Block grant for Special education in mainstream schools	61,838,000	0	61,838,000	See text in DE section	See text in DE section	6	8,724	7,089
Special Educational Needs Provision	6,551,000	0	6,551,000	See text in DE section	See text in DE section	6	Not known	Not known
SEN: Education Other Than At School	5,261,000	0	5,261,000	See text in DE section	See text in DE section	5	647	8,131
SEN: Pupil Referral Units, Behaviour Support Teams and Nurture Units	2,481,000	0	2,481,000	See text in DE section	See text in DE section	4	Not known	Not known
SEN: Training on responding to very challenging behaviours (Team Teach)	42,000	0	42,000	See text in DE section	See text in DE section	6	4,653	10
Transport	69,008,000	0	69,008,000	See text in DE section	See text in DE section	3	265,206	261

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Education								
Free School Meals: Post-primary, Primary and Pre-primary provision	29,745,000	0	29,745,000	See text in DE section	3	3	73,023	113
Free School Meals (voluntary grammar and grant-maintained integrated schools)	8,785,000	0	8,785,000	See text in DE section	3	3	61,493	143
C2k ICT Managed Service to enhance teaching and learning using ICT (Classroom 2000/e-schools Project)	36,430,000	0	36,430,000	See text in DE section	1	1	318,345	115
Extended schools	11,701,000	0	11,701,000	See text in DE section	3, 4 (split not known)	3, 4 (split not known)	108,000	108
Boarding and clothing allowances	4,082,000	0	4,082,000	See text in DE section	3	3	80,251	51
School Meals Nutritional Standards	3,955,000	0	3,955,000	See text in DE section	1	1	186,292	22
Music Service	3,550,000	0	3,550,000	See text in DE section	3	3	265,206	14
Council for Catholic Maintained Schools	2,767,000	0	2,767,000	See text in DE section	1	1	119,021	27
School Libraries - Primary and post-primary block grant	1,969,000	0	1,969,000	See text in DE section	3	3	265,206	135
School Libraries - Library Service Automation and Library Book Fund	897,000	0	897,000	See text in DE section	1	1	318,345	3
Community Relations Equality and Diversity	1,133,000	0	1,133,000	See text in DE section	2	2	6,763	146
Integrated Services for Children and Young People	750,000	0	750,000	62	Not known	5	3,086	85

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Education								
Achieving Belfast and Derry Programme: Achieving Belfast (delivered by BELB)	360,000	0	360,000	See text in DE section	3	3	4,418	82
Achieving Belfast and Derry Programme: Achieving Derry Bright Futures (delivered by WELB)	360,000	0	360,000	16 Not known	2	2	22,158	17
Curriculum Entitlement Team: Area Learning Communities	500,000	0	500,000	See text in DE section	1	1	148,204	4
Neighbourhood Renewal Education projects	417,000	0	417,000	See text in DE section	3	3	2,091	225
Integrated Schools Transformation	182,000	0	182,000	See text in DE section	1	1	2,000	91
Dissolving Boundaries Programme (collaborative curricular projects for schools in the north and south of Ireland)	150,000	0	150,000	See text in DE section	1	1	3,390	45
Support for Irish medium units in English medium schools	113,000	0	113,000	See text in DE section	1	1	900	126
Literacy and Numeracy activities	100,000	0	100,000	See text in DE section	2, 3 (50%, 50%)	2, 3 (50%, 50%)	18,498	6
ESaGS.tv (TV programmes and website aimed at raising standards for pupils delivered by NEELB)	85,000	0	85,000	See text in DE section	2	2	333,000	1
NI Anti-Bullying Forum	83,000	0	83,000	1 Not known	2	2	304,989	1

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Education								
Youth Activities	29,954,000	0	29,954,000	See text in DE section	See text in DE section	1, 3, 4 (1-3 97.3%, 2.7%)	148,533	203
Council for Curriculum, Examinations and Assessment	30,358,000	9,563,000	20,795,000	See text in DE section	See text in DE section	1	332,665	63
Curriculum Advisory and Support Service	9,624,000	0	9,624,000	See text in DE section	See text in DE section	3	265,206	37
Professional development for staff in leadership roles (delivered by Regional Training Unit)	1,172,000	0	1,172,000	See text in DE section	See text in DE section	1	Not known	Not known
Regulation of Teaching Profession delivered by GTCNI	1,117,000	1,203,000	-86,000	See text in DE section	See text in DE section	1	Not known	Not known
Teacher Education - Professional development for Science, Technology, Engineering and Mathematics (delivered by ELBs)	300,000	0	300,000	See text in DE section	See text in DE section	1	Not known	Not known
Teacher Education - Professional development for newly qualified teachers (delivered by ELBs and HEIs)	234,000	0	234,000	See text in DE section	See text in DE section	1	Not known	Not known
Teacher Education - Irish medium professional development (delivered by ELBs)	13,000	0	13,000	See text in DE section	See text in DE section	1	Not known	Not known
Teacher Education - Irish medium professional development bursary scheme (delivered by HEIs)	89,000	0	89,000	See text in DE section	See text in DE section	1	Not known	Not known
Teacher Education - SCoTENS research, conference and exchange projects	13,000	0	13,000	See text in DE section	See text in DE section	1	Not known	Not known

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Health, Social Services and Public Safety								
Health - Community Midwives	12,630,283	0	12,630,283	Not known	Not known	1	26,793	472
Health - Health Visiting and district nursing	9,400,766	0	9,400,766	586	490.0	1	119,454	79
School Nursing	6,215,847	0	6,215,847	148	99.0	2	117,233	54
CAMHS	13,566,959	0	13,566,959	Not known	Not known	2 (Tier 1); 3 (Tier 2); 5 (Tier 3)	4,112	3,300
Grant Aid, Miscellaneous Goods & Services and Payments under Legislation	32,328,140	0	32,328,140	Not known	Not known	5, 6	Not known	Not known
Obstetrics	96,664,322	0	96,664,322	Not known	Not known	5, 6	Not known	Not known
Paediatric Dentistry	1,163,843	0	1,163,843	Not known	Not known	5, 6	Not known	Not known
Paediatric Surgery	7,064,721	0	7,064,721	Not known	Not known	5, 6	Not known	Not known
Paediatrics	44,183,552	0	44,183,552	Not known	Not known	5, 6	Not known	Not known
Paediatric Neurology	2,061,806	0	2,061,806	Not known	Not known	5, 6	Not known	Not known
Neonatal Care Services	20,262,204	0	20,262,204	Not known	Not known	5, 6	Not known	Not known
Paediatric Intensive Care	9,373,633	0	9,373,633	Not known	Not known	5, 6	Not known	Not known

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting £	Unit cost per child served £
Department of Health, Social Services and Public Safety								
Occupational Therapy	3,782,514	0	3,782,514	Not known	Not known	5, 6	Not known	Not known
Physiotherapy	1,817,206	0	1,817,206	Not known	Not known	5, 6	Not known	Not known
Speech & Language Therapy	11,123,015	0	11,123,015	Not known	Not known	5, 6	Not known	Not known
Podiatry	383,472	0	383,472	Not known	Not known	5, 6	Not known	Not known
Clinical Psychology	2,988,669	0	2,988,669	Not known	Not known	5, 6	Not known	Not known
Dietetics	952,157	0	952,157	Not known	Not known	5, 6	Not known	Not known
Orthoptics	1,534,457	0	1,534,457	Not known	Not known	5, 6	Not known	Not known
Audiology	199,410	0	199,410	Not known	Not known	5, 6	Not known	Not known
Clinical Medical Officers	615,818	0	615,818	Not known	Not known	5, 6	Not known	Not known
Paediatrician	6,166,508	0	6,166,508	Not known	Not known	5, 6	Not known	Not known
Community Development Teams	316,141	0	316,141	Not known	Not known	5, 6	Not known	Not known
Miscellaneous Goods & Services	123,798	0	123,798	Not known	Not known	5, 6	Not known	Not known

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Health, Social Services and Public Safety								
Payments to Non HPSS Bodies	1,500,000	0	1,500,000	Not known	Not known	5, 6	Not known	Not known
Incontinence Products	446,102	0	446,102	Not known	Not known	5, 6	Not known	Not known
Other Specialist Nursing	5,667,139	0	5,667,139	Not known	Not known	5, 6	Not known	Not known
Social Work - Aftercare (PoC 3 only) This service assists young people who have been in HSC trust care to make the transition to independent living	8,977,343	0	8,977,343	Not known	Not known	5	1,388	6,468
Social Work - Family Support (PoC 3 only) - The range of services provided to ensure that families are able to fulfil their potential	45,910,618	0	45,910,618	Not known	Not known	5	Not known	Not known
Assessment Centres (PoC 3 only) - Specialised units set up to carry out assessments on children placed in the care of a Trust	512,222	0	512,222	Not known	Not known	5	Not known	Not known
Family Day Centres (PoC 3 only) - help and support for parents, carers and children who are having difficulty in their family lives	4,802,133	0	4,802,133	Not known	Not known	5	Not known	Not known
Children Looked After	100,270,754	0	100,270,754	Not known	Not known	5	2,807	35,722

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Health, Social Services and Public Safety								
Early Years Provision	18,103,394	0	18,103,394	Not known	Not known	1 (6% universal early years); 3 (64% SureStart); 4 (30% early years social work)	Not known	327
Social Work - Children receiving services at home	8,825,764	0	8,825,764	Not known	Not known	5	26,245	337
NI Guardian ad Litem Agency (NIGALA)	4,057,836	0	4,057,836	70	Not known	5	1,048	3,872

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department for Employment and Learning								
Training for Success and Programme-Led Apprenticeships	54,000,000	0	54,000,000	Not known	Not known	3	Not known	Not known
Further Education for 16-17 year olds (Funded Learning Unit)	48,950,000	0	48,950,000	Not known	Not known	1	Not known	Not known
Care to Learn (NI): financial support for childcare provision for students who are parents and aged 16-19 undertaking a course of study at a Further Education college	409,425	0	409,425	0	0.0	3	84	Not known
Local Employment Intermediary Service	31,008 ¹¹⁵	0	31,008	Not known	Not known	3	37	838
Department of Culture, Arts and Leisure								
Replay Theatre Company: Productions and workshops for 0-18 years	124,970	14,052	110,918	39	39.0	1, 5 (68.6% level 1-2, 0% level 3-4, 31.4% level 5-6, 0% split not known)	6,559	17
Waterside Theatre Project: Diversity Summer Project, Music Therapy and Diversity Workshops	7,200	0	7,200	5	5.0	6	51	142
YouthAction NI: Performing arts, technical and front of house training for 10-25 year olds	202,360	41,172	161,188	10	5.0	1	2,450	66

¹¹⁵ The total budget was £1,785, 876 for 2,131 people, of whom 22 were NEET aged 16-17 and 15 were care leavers. The total budget has been apportioned to show the spend on 37 young people who were either NEET aged 16-17 or were care leavers.

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Culture, Arts and Leisure								
Play Resource Warehouse: Supply of waste materials to groups to promote creativity	436,527	98,593	337,934	Not known	Not known	1	300,000	2
Cahoots NI: Educational, arts and theatre projects and outreach.	87,110	48,510	38,600	17	4.0	1, 2	8,279	5
Wheelworks: Youth arts organisation promoting personal and social development	180,000	0	180,000	8	2.5	1	2,911	62
Kids in Control: Physical theatre company for young people of all ability and backgrounds	52,272	0	52,272	5	1.0	3, 6 (split not known)	500	105
Libraries NI: Public Library Services	11,457,248	0	11,457,248	807	613.0	1	116,682	98
Northern Ireland Screen: Creative Learning Centre programmes	510,000	0	510,000	7	5.0	1	5,669	90
NI Screen: After School Film Clubs	445,000	0	445,000	4	4.0	1	3,935	113
NI Screen: Film festivals and other initiatives	90,000	9,773	80,227	14	4.0	1	4,184	20
NI Screen: Cinemagic Screen Festival for Young People	50,000	32,925	17,075	15	6.0	1	14,575	2
Armagh Planetarium: Astronomy education	526,000	108,000	418,000	12	12.0	1	34,000	13
National Museums Northern Ireland: Learning and partnership	373,058	0	373,058	17	9.0	1	77,648	5
Sport NI: Active Communities Programme	2,552,483	0	2,552,483	Not known	Not known	2	77,236	34

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Culture, Arts and Leisure								
Sport NI: Tollymore National Outdoor Centre	743,929	0	743,929	Not known	Not known	1	2,956	252
Sport NI: Special Olympics	606,305	0	606,305	Not known	Not known	5	529	1,147
Sport NI: Talent Systems including North West Talent Project & Southern Sports Academy	20,000	0	20,000	Not known	Not known	1	717	28
Department of Justice								
Youth Justice Agency: Custody - Woodlands Juvenile Justice Centre	7,750,000	0	7,750,000	Not known	Not known	5	211	36,730
Youth Justice Agency: Youth Justice Services	6,623,000	0	6,623,000	Not known	Not known	5	1,039	6,375
Youth Justice Unit: Grant funding	261,508	0	261,508	Not known	Not known	2, 3, 4, 5 (0% level 1-2, 41.1% level 3-4, 49.3% level 5-6 and 9.6% split not known)	Not known	Not known
Community Safety Unit: Priority Youth Interventions (PYI)	231,981	0	231,981	Not known	Not known	3	Not known	Not known
Northern Ireland Prison Service: Family Matters Maghaberry	30,000	0	30,000	4	Not known	4	Not known	Not known
Access to Justice: Grant Funding of the NSPCC Young Witness Service	425,998	0	425,998	9	7.4	4	776	549

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department for Social Development								
Neighbourhood Renewal Investment Fund: Youth Programme Funding	6,763,614	0	6,763,614	Not known	Not known	3, 4	Not known	Not known
Women's Child Care Fund (WCCF)	850,000	0	850,000	52	Not known	3, 4	Not known	Not known
Homelessness prevention activities	109,072	0	109,072	2	Not known	2	Not known	Not known
Disabled Facilities Grants	769,278	0	769,278	Not known	Not known	6	66	11,656
Department for Regional Development								
Concessionary Fares: Bus and Rail Services	15,338,000	7,669,000	7,669,000	Not known	Not known	1	Not known	Not known
Department of the Environment								
Activities associated with the protection of the built and/or natural environment: Eco-Schools	94,490	0	94,490	2	0.6	1	320,000	1
Activities associated with the protection of the built and/or natural environment: Events	495,092	0	495,092	15	9.2	1	30,000	17
Activities associated with the protection of the built and/or natural environment: Natural Heritage Grant Programme	118,000	0	118,000	Not known	Not known	1	51,093	3
Activities associated with the protection of the built and/or natural environment: Regional operations	1,548,149	52,336	1,485,813	80.5	23.6	1	645,700	3
Road Safety Education Office Service	902,518	0	902,518	17	17	2, 3 (95.2%, 4.8%)	335,325	3

Service	Investment in 2012/13 (Gross spend) £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Department of Agriculture and Rural Development								
College of Agriculture, Food and Rural Enterprise	1,338,100	0	1,338,100	Not known	Not known	1	240	5,576
Office of the First Minister and deputy First Minister								
Racial Equality Unit: Funding for services for people from minority ethnic backgrounds	249,600	0	249,600	3	3.0	3	8,661	29
Northern Ireland Commissioner for Children and Young People	1,570,000	0	1,570,000	Not known	24.5	1, 2, 3, 4, 5	432,000	4

Appendix F

Voluntary sector

The voluntary sector was keen to have their role in providing services reflected in this fund-mapping analysis. The sector was contacted and given the opportunity to participate in the project. The guidance and tools were amended to suit the sector and distributed through Children in Northern Ireland (CiNI) and sent directly to the National Children's Bureau NI, Barnardo's and NSPCC.

Returns received

Returns were only received from Barnardo's and from the Northern Ireland Association for the Care and Resettlement of Offenders (NIACRO).

Expenditure on children

Barnardo's returned data on 45 services. These services totalled £13.5 million with the statutory sector providing £10 million of this total expenditure. The services ranged in value from just over £1 million for foster care to £89,000, with all but three services receiving an annual investment of over £100,000. There was wide range of services. These included services providing assessment and therapeutic preventative services for families, mediation services, parenting programmes, Sure Start services, support for young carers, a pre-school nursery for traveller children, school-based counselling, services that supported parents to help improve their children's educational attainment, services for children in care - such as foster care, a residential unit for children aged 8-12 years, leaving care services,¹¹⁶ the Adolescent Fostering Partnership¹¹⁷ and many others.

The Northern Ireland Association for the Care and Resettlement of Offenders (NIACRO) returned data on four services all of which were funded from statutory sources. The total expenditure on these services was £688,000. These services included Children and Parent Support (CAPS),¹¹⁸ Family Links,¹¹⁹ the Independent Representation Project for Lakewood Secure Care Centre¹²⁰ and the Independent Visitors Project¹²¹ operating in the Belfast and South Eastern Health and Social Care Trust areas.

In addition, we are aware that The Atlantic Philanthropies have spent £61.7m on children and youth work in Northern Ireland since 2004.

¹¹⁶ Provision of semi-independent accommodation and support for young people leaving care in Belfast and Ballymena.

¹¹⁷ Supported fostering placements for 12-18 year-olds.

¹¹⁸ The Child and Parent Support (CAPS) early intervention programme provides intensive support services to families whose children are at risk of anti-social and offending behaviour.

¹¹⁹ Family Links is a programme to help families cope with having a loved one in prison.

¹²⁰ The Independent Representation scheme represents the views and concerns of young people who are placed at Lakewood Secure Care Centre in Bangor. ¹¹⁶ The Independent Visitor Scheme offers a befriending and independent support service to young people who are looked after by the Trusts and have little or no contact with a parent or parental figure.

¹²¹ The Independent Visitor Scheme offers a befriending and independent support service to young people who are looked after by the Trusts and have little or no contact with a parent or parental figure.

Staff working with children

Barnardo's reported a total of 233 FTEs working in the services they provided. There were fewer than 10 FTEs in most services.

NIACRO did not report any data on staff numbers.

Beneficiary numbers

Some of the services provided by Barnardo's, namely PATHS¹²² and the Schools Programme,¹²³ benefited over 3,000 children. Other, in the main more high level, services benefited small numbers, for example eight children at Children's House. The services benefited a total of 19,000 children and young people. The services are very diverse and the degree of overlap between the beneficiaries is likely to be small but there may be some double counting.

The services provided by NIACRO benefited over 2,000 children although the Association was not able to provide beneficiary numbers for the Independent Representation Project at Lakewood Secure Care Centre.

Unit costs of services

Reflecting the diverse nature of the services provided by Barnardo's, unit costs varied from £99,000 for Children's House to around £100 for those services serving the largest number of children – PATHS and the Schools Programme. The Independent Visitors Project, provided by NIACRO, had a unit cost of £2,500 and CAPS, £3,800. Family Links provided help at a unit cost of £70.

Spending on prevention and early intervention

Both Barnardo's and NIACRO were able to provide a breakdown of service provision at the six levels of intervention requested, with the exception of Family Links, which was reported as providing supports at Levels 1, 2 and 3. Of all the other programmes, there was no expenditure on services at Level 1 but 14% on services at Level 2 - Universal preventive interventions. At Levels 3 and 4 (Selective and indicated preventive interventions), the proportion of spend was 26% and 22% respectively. A further 28% was spent on Treatment (Level 5) and 9% on Maintenance (Level 6).

¹²² PATHS® (Promoting Alternative Thinking Strategies) is a universal school-based social-emotional learning programme designed to facilitate the development of self-control, emotional awareness and interpersonal problem-solving skills in children aged 3-11. Barnardo's NI has adapted the programme and married it with the targeted 'Friendship Group' to create PATHS® Plus. This project has been funded under the Realising Ambition programme, supported by Catch 22 and the Big Lottery Fund.

¹²³ Extended schools provision spanning nursery, primary and post-primary.

Spending on EBPs

Barnardo's did not forward a programmes factsheet but, of the services that were described by Barnardo's and NIACRO, PATHS and Life Skills Training were the only programmes that appeared on the Blueprints' list of programmes that meet the DRSU SoE. £340,000 was invested in PATHS and £100,000 in Life Skills Training.

Assumptions and challenges

As highlighted above, the voluntary sector was a given the opportunity to participate in the project if they wished. Returns were only received from Barnardo's and NIACRO but this did demonstrate the wide role of these two organisations in delivering services worth £14 million, although £11 million of this investment was provided by the statutory sector. The investment by the voluntary sector in services for children and young people is obviously significant but is underestimated in this analysis as only two organisations responded.

Breakdown of voluntary sector investment in services for children and young people

Service	Investment in 2012/13 (Gross spend) £	Amount of total that is from statutory sources £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Barnardo's									
PATHS	341,899	0	0	316,900	Not known	1.0	2	3629	94
Ready to Learn	544,834	0	0	544,834	Not known	7.5	2	285	1,912
All Stars	184,266	0	0	184,266	Not known	2.6	2	385	479
Life Skills Training	101,760	0	0	101,760	Not known	4.4	2	Not known	Not known
PATHS Plus	206,123	0	0	206,123	Not known	0.0	2	Not known	Not known
Service: Schools Programme	385,508	286,918	0	98,591	Not known	8.2	2	3425	113
Tullycarnet Family Project	213,546	159,320	0	54,226	Not known	5.1	2	425	503
Newtownabbey Family Connections	209,406	0	0	209,406	Not known	4.1	3	690	304
BMER Family Support	213,949	107,606	0	106,343	Not known	4.8	3	784	273
Child Bereavement	154,734	85,480	0	69,254	Not known	3.3	3	75	2,064
Gold Sure Start	377,317	376,947	0	370	Not known	15.2	3	1092	346
Horizon Sure Start	271,057	271,057	0	0	Not known	8.4	3	624	435

Service	Investment in 2012/13 (Gross spend) £	Amount of total that is from statutory sources £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Barnardo's									
Service: Time for Me (Schools Counselling)	306,313	221,933	0	84,380	Not known	6.1	3	649	472
Jigsaw	88,518	80,267	0	8,251	Not known	2.1	3	1098	81
Outreach Youth	88,729	63,848	0	24,881	Not known	1.8	3	25	3,550
Parenting Matters (Children of Prisoners)	142,846	103,765	0	39,081	Not known	4.8	3	212	674
Parent & Infant Project	98,742	62,329	0	36,413	Not known	3.6	3	238	415
South Eastern Trust Family Support	127,765	100,901	0	26,864	Not known	1.0	3	169	757
Time for Me (Northern & Western) Schools Counselling	167,621	130,369	0	37,252	Not known	2.9	3	196	856
Travellers Pre-School	169,970	55,348	0	114,622	Not known	5.4	3	48	3,542
Young Carers	354,369	329,710	0	24,659	Not known	10.5	3	380	933
Strabane Sure Start	349,762	349,762	0	0	Not known	5.8	3	1292	270
Armagh & Dungannon Adolescent Partnership	382,228	336,220	0	46,008	Not known	3.0	4	196	1,951
Choices Family Support	169,222	156,478	0	12,744	Not known	4.0	4	103	1,643
Armagh & Dungannon Family Resource Centre	290,623	255,417	0	35,206	Not known	5.7	4	111	2,619
Family Group Conferencing	135,369	135,369	0	0	Not known	2.1	4	281	482

Service	Investment in 2012/13 (Gross spend) £	Amount of total that is from statutory sources £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Barnardo's									
Newry Adolescent Partnership	314,653	273,192	0	41,461	Not known	3.8	4	173	1,819
Service: Newry Family Resource Centre	447,179	391,385	0	55,794	Not known	8.1	4	275	1,627
Pharos	501,338	387,133	0	114,205	Not known	8.5	4	320	1,567
Safe Choices	210,676	102,661	0	108,015	Not known	5.0	4	103	2,045
Simpson Family Support	120,832	103,980	0	16,852	Not known	3.0	3	143	845
Simpson Family Resource Centre	301,587	268,731	0	32,856	Not known	7.5	4	214	1,409
Strabane Family Centre	220,482	162,062	0	58,420	Not known	7.3	4	170	1,297
Windsor Avenue Family Resource Centre	133,169	112,146	0	21,023	Not known	3.7	4	61	2,184
Adolescent Fostering Partnership	542,480	542,480	0	0	Not known	2.5	5	24	22,603
Children's House	746,638	746,638	0	0	Not known	15.3	5	8	93,330
Leaving Care	645,508	595,831	0	49,677	Not known	9.3	5	37	17,447
NOVA	159,236	141,080	0	18,156	Not known	2.0	5	97	1,642
PACT	505,259	486,678	0	18,581	Not known	6.8	5	57	8,865
Professional Fostercare	1,089,012	1,076,569	0	12,443	Not known	6.9	5	119	9,152

Service	Investment in 2012/13 (Gross spend) £	Amount of total that is from statutory sources £	Income from service users £	Total investment net service users' contributions £	Staff numbers working with children (Numbers)	Staff numbers working with children (FTEs)	Level of intervention (proportion of net expenditure by level)	Number of children benefiting	Unit cost per child served £
Barnardo's									
Young People's Therapeutic Service	151,911	134,182	0	17,730	Not known	1.3	5	13	11,686
Service: Choices for Children	348,324	314,725	0	33,599	Not known	2.9	6	390	894
Disabled Children & Young Peoples' Participation Project	163,321	141,159	0	22,162	Not known	3.0	6	348	470
Dr B's Kitchen	363,971	254,474	0	109,497	Not known	5.6	6	57	6,386
Willowgrove	437,269	389,632	0	47,637	Not known	7.3	6	58	7,540
NIACRO									
CAPS (Children and Parent Support)	452,000	452,000	0	0	10	Not known	3	120	3,766
Family Links	138,000	138,000	0	0	5	Not known	1, 2, 3 (split not known)	2000	69
Independent Representation Project - Lakewood Secure Care Centre	21,636	21,636	0	0	2	Not known	5	Not known	Not known
Independent Visitors Project - (BHSCT)	76,006	76,006	0	0	2	Not known	5	30	2,533

Appendix G

The Dartington Social Research Unit

The Dartington Social Research Unit (DSRU) is an independent charity that seeks to increase the use of evidence of what works in designing and delivering services for children and their families. We are also a strong advocate of prevention and early intervention based approaches.

We have over 50 years' experience of researching what works in improving children's outcomes across the education, health, social care and criminal justice systems.

We work to disseminate research on what works to people working at the frontline of services, by bridging the gap between social science evidence and everyday service delivery. We have significant expertise in the design, delivery and implementation of Evidence-Based Programmes (EBPs) and interventions.

Much of our work is also focused on supporting decision-makers and practitioners to develop and use evidence of what works in decisions that get made about how children's services are designed, commissioned and delivered. We work with local authorities, trusts and foundations, and children's service providers across the UK and internationally.

More information can be found at www.dartington.org.uk

Notes

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