

'Children's Budgeting'

Investing in Children at a time of Austerity: Developments in Children's Budgeting

Friday 16 October 2015



WELCOME

Mairéad McCafferty

NICCY Chief Executive

Welcome and overview of the day

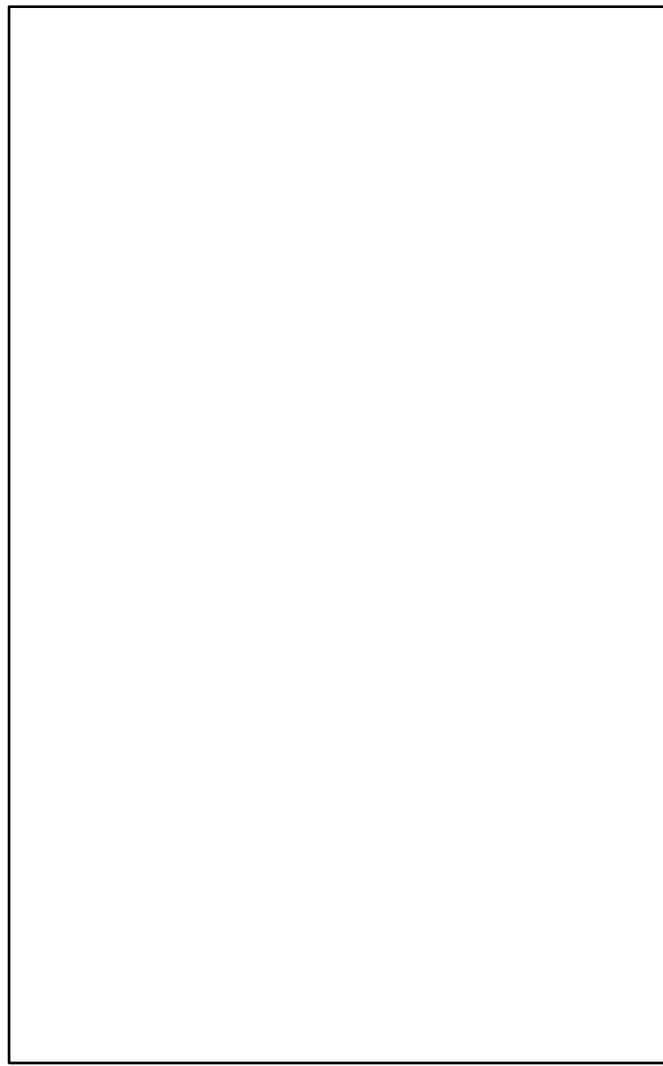
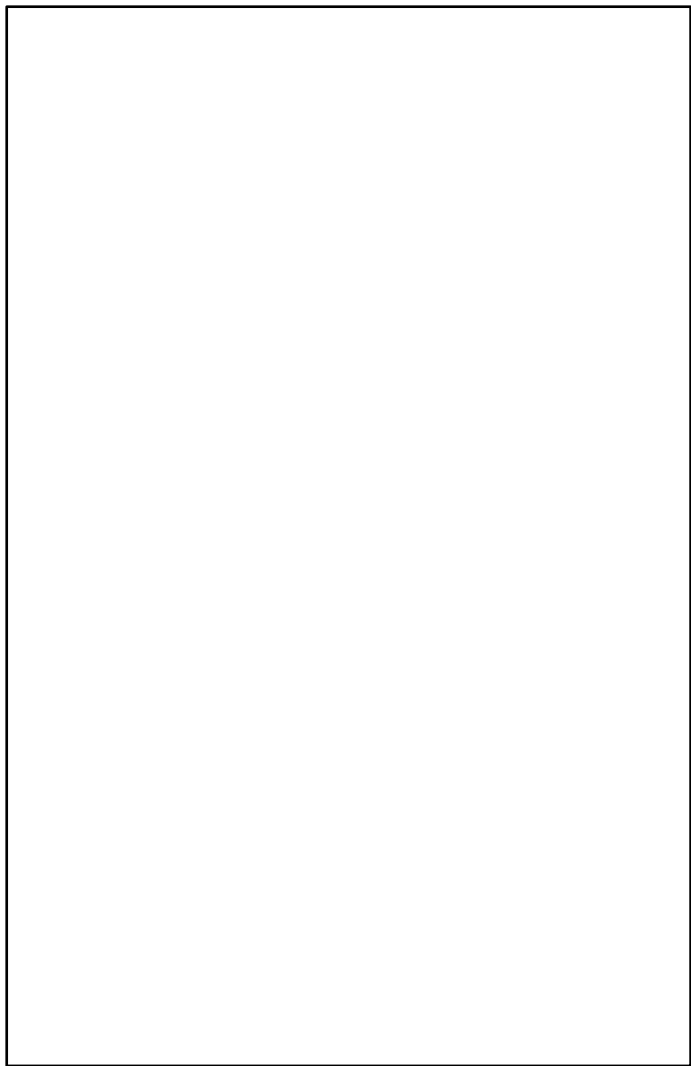
Remember to use **#childrensbudgeting**

OPENING REMARKS

Koulla Yiasouma

Northern Ireland Commissioner for Children and Young People

Austerity and the importance of children's budgeting



Children's Budgeting in Northern Ireland: an Exploratory Study”

- Information on expenditure against budget lines such as education, child and family services and youth justice should be compiled as they are identifiable
- Options for estimating ‘indirect’ spend on children and young people include using population breakdowns or more accurate estimations using service usage statistics with age breakdowns

Article 4 - UNCRC

“States Parties shall undertake all appropriate legislative, administrative, and other measures for the implementation of the rights recognised in the present Convention.

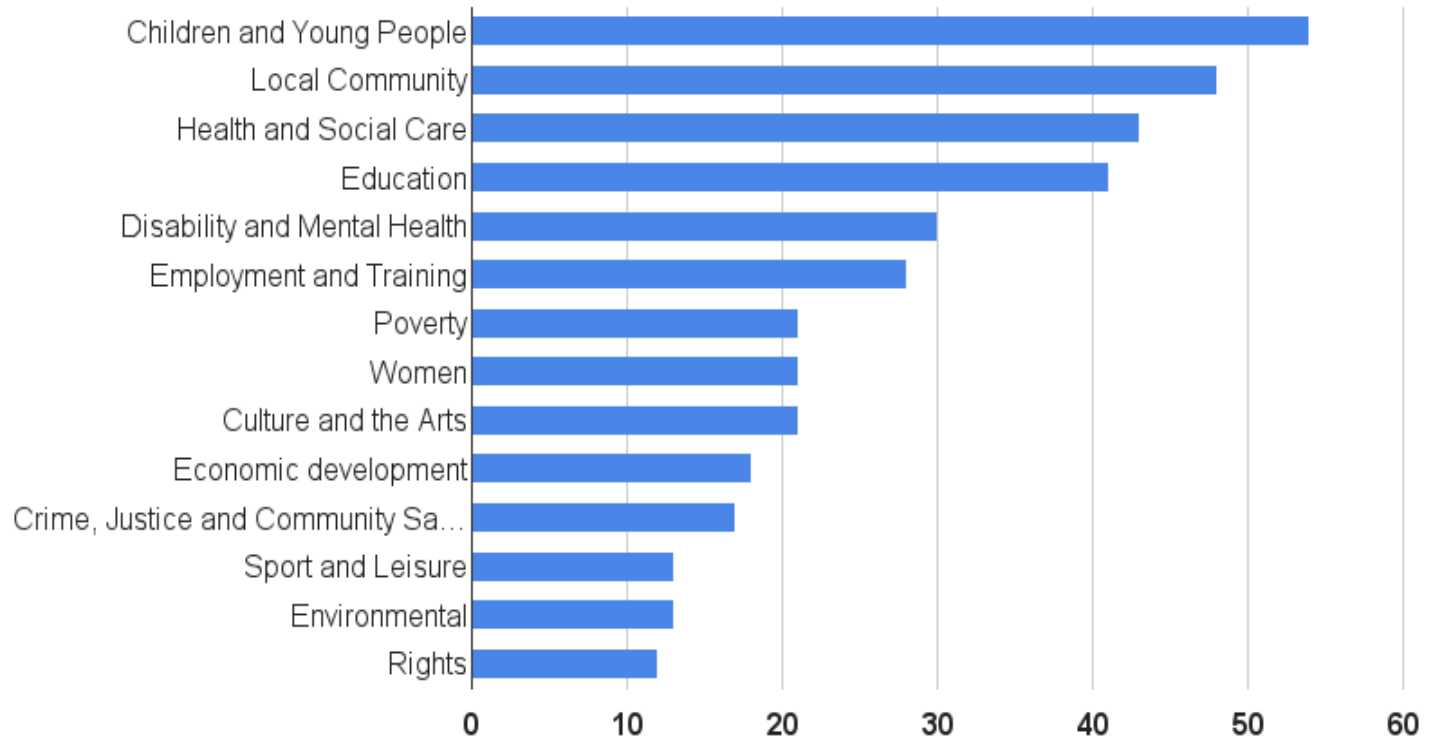
With regard to economic, social and cultural rights, States Parties shall undertake such measures to the maximum extent of their available resources and, where needed, within the framework of international co-operation.”

“Budgets which reduce the underpinning of the school and health care systems are ill-advised and only plant the seeds of more serious problems in the future. They also constitute a breach of the pledge made to children in the UN Convention on the Rights of the Child – that we should allocate the maximum extent of our available resources to children and their rights.”

Thomas Hammarberg

NICVA Cutswatch Survey

Work areas hit by cuts, by number



NICCY's 2011 report, Barriers to Effective Government Delivery for Children in Northern Ireland

“...concern at the extent to which such tracking would be possible and cost effective.”

Thank You

CHILDREN'S RIGHTS AND PUBLIC EXPENDITURE

Professor Laura Lundy, Dr Karen Orr and Dr Chelsea Marshall

The Centre for Children's Rights, Queens University Belfast

- **The draft General Comment on Public Spending, and presentation of report: 'Towards better investment in the rights of the child: the views of children'**

Children's Rights and Public Expenditure

Professor Laura Lundy , Dr Karen Orr, Dr
Chelsea Marshall

Centre for Children's Rights
Queen's University, Belfast

www.qub.ac.uk/ccr

The link between public expenditure and children's rights

- All rights need resources.
- The lack of sufficient, efficient and equitable investment in children in many countries is one of the biggest barriers to realizing children's rights.
- Many countries - rich and poor - fail to budget and spend adequately to realize children's rights.

A global Human Rights policy imperative



Human Rights Council Day of Discussion
on Investment in Children,
March 2015

European Commission
Recommendation, 2013



Child poverty and children's rights

'If children don't have realized the right to support when families cannot afford food, clothing or housing, they cannot have accessible healthcare and all of the other rights'.

(child from Eastern Europe)

The language of rights ... changes the analysis of world conditions and the discussion of responsible policies. It shifts the focus of debate from the personal failures of the 'poor' to the failures to resolve poverty of macro- economic structures and policies of nation states and international bodies

(Townsend, 2009)

Draft General Comment on Article 4



Committee on the
Rights of the Child
UNITED NATIONS

**General comments
are authoritative
interpretations of
the UNCRC**

- The General Comment was informed by consultations held by the Committee on the Rights of the Child with representatives of States, the United Nations, non-governmental organizations, and 2693 children from 71 different countries – through surveys, meetings and regional consultations in Asia; Europe; Latin America and the Caribbean; Middle East and North Africa; and Sub-Saharan Africa (para 2, draft GC).

Centre for Children's Rights input

- Worked with two advisory groups to design consultations
- Designed face-to-face consultations
- Developed and ran a global survey
- Data analysis and report writing



All levels of decision-making

States must take children's rights into consideration throughout the different stages of their budget processes and administrative systems at national and sub-national levels.



All heads of public expenditure

- States must take steps to ensure that explicit consideration is given to the impact on children in all its public spending decisions, not only those aimed directly at programmes for children



All stages of budgeting processes

- Planning
- Enacting
- Executing
- Reporting and Evaluating

Four key principles

Public spending must be:

- Sufficient
- Equitable
- Effective
- Efficient

Sufficient

What does the General Comment say?

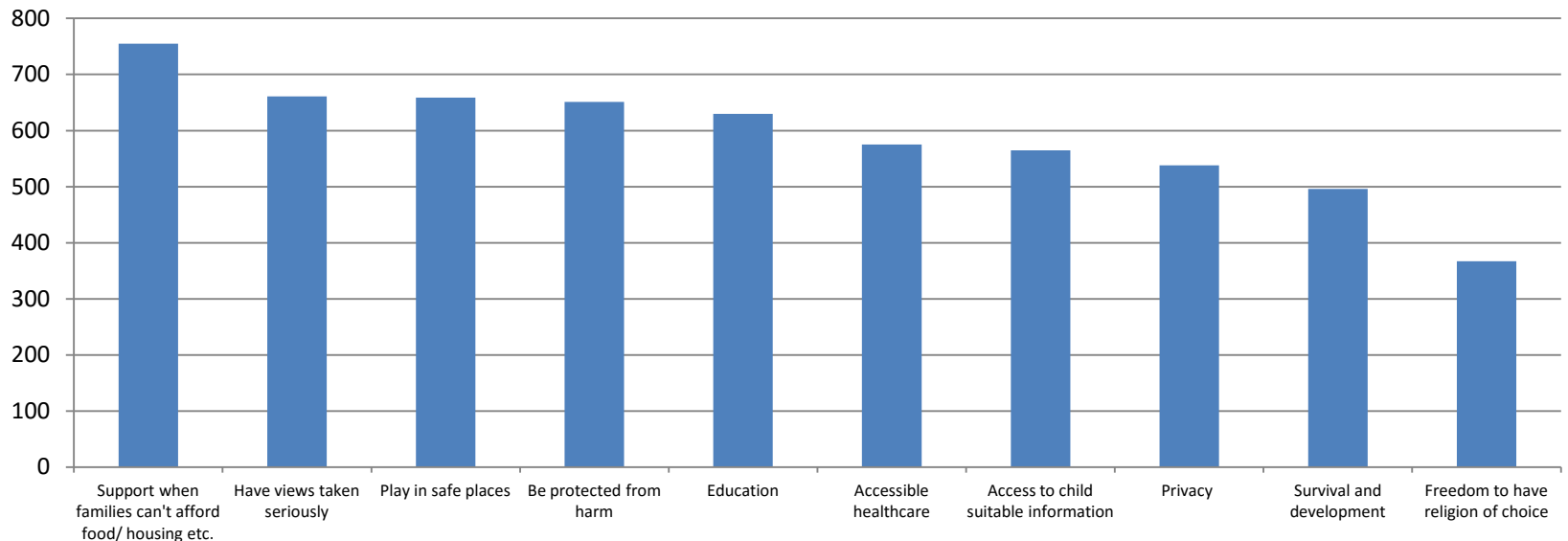
- States ‘must prioritize allocations and spending toward child rights-related areas’.
- ‘Funds allocated to the rights of the child must be fully spent’.

Sufficient

What did the children say?

'There should be enough budget to provide for all the rights of children' (child from Asia-Pacific)

Figure 1: Rights on which governments are not spending enough



Equitable

What does the General Comment say?

- ‘States must ensure...distributional outcomes that reach different geographical areas and children in vulnerable situations’.
- ‘States are obliged to remove all discriminatory barriers boys and girls may face to access their rights’.

Equitable

What did the children say?

'All children, not just a few selected groups, should equally benefit from programs, projects or services' (child from Asia-Pacific)

Children with disabilities: *'There should be equity between children with and without disability'* (child from Asia-Pacific)

Children living on the street (homeless): *'There are no financial resources for them, they are prone to infections, their quality of life is very low'* (child from LAC)

Child-headed households: *'Many orphaned children are forced to look after their young siblings; for a variety of reasons but mainly because they do not want to split up'* (child from Africa)

Children in state care: *'Society marginalises them and they often live in conditions that are not adequate for their development and blossoming'* (child from WEOG)

Effective

What does the General Comment say?

- ‘States should not pay more than necessary for goods and services, and not spend on unnecessary items’.
- ‘States should transfer funds to implementing agencies in a well-planned way throughout the budget year’.

Effective

What did the children say?

‘Good planning so unspent money does not have to be returned’ (child from Africa)

‘Don’t waste money on things that don’t help children’ (child from WEOG)

‘Avoid unnecessary duplication’ (child from Asia-Pacific)

Children’s recommendations for accountability

A Committee specifically assigned to handle money allocated to the needs of children (Africa)

Children’s rights inspectors to investigate the situation of children and come up with solutions to the dilemma they face (Africa)

Create Control Commissions (LAC)

Community committees to monitor local funds LAC)

Dedicated point persons who will ensure children’s rights are protected (Asia-Pacific)

Radio and TV should announce updates like they do with the stock exchange (Africa)

Efficient

What does the General Comment say?

- ‘States should ensure that public spending ...leads to sustainable advances in children’s rights, and includes boys and girls in vulnerable situations’.
- ‘States must assess in what way public spending affects different groups of children’.

Efficient

What did the children say?

'Don't waste our money on something that is useless....BE EFFICIENT! SAVE MONEY!' (child from Asia-Pacific)

'The government and the school committee should give us reports and budget allocation manuals, so that we will be able to know how much was allocated; how much resource allocated was used and what remained' (child from Africa)

'A lot of people may not be interested but the information has to be there, and whoever is interested should have it available' (child from LAC)

Involving children

- The Committee emphasizes the importance of States reviewing existing, or creating new mechanisms to regularly consult with children, children's caretakers and those working for their rights – including human rights commissions and children's ombudsmen - to hear and seriously consider their views on what should be prioritized and taken into account in decisions made throughout the budget year.



Children want to be involved

Table 1: Children's willingness to be involved in expenditure decisions

Question	% Agreeing/strongly agreeing
I would like to be involved when the government makes decisions like these	81%
I would feel comfortable being involved in government's decision making about important topics	79%
I think most other children would like to be involved in making these decisions	76%
I think most other children would feel comfortable doing this	68%
I think it is important that governments listen to children's views on how to spend money	87%
I think children would be able to help governments make important decisions like this	77%
I think it is important that governments take action based on children's views	84%

Children's views on children's participation

- *'It is impossible for them to invest in us if they do not ask us what to invest in! We know; they should ask'* (child from LAC)
- *'We are our first defence; we have the right to be heard. If adults listen to us their planning will become more realistic and achievable'* (child from Asia-Pacific)

Children's recommendations for participation

- Media campaigns (WEOG)
- A child-led Facebook page (Africa).
- Video conferences with Minister (Asia-Pacific)
- Child Parliament can meet with the Finance Minister before the formulation of the budget (Africa)
- Peer research (EE)
- Schools have a dedicated budget for children to spend for their own use (Africa)
- A focal person in the local government who will listen and appropriately process the recommendations of children (Asia-Pacific)
- Suggestion boxes (Africa)
- Children's Councils at every level (Asia-Pacific)
- Invest in NGOs who can raise the importance of including children's opinions (EE)

Conclusion & closing remarks

- Children's rights must be considered throughout the different stages of budgeting processes
- Children want to be involved in decisions regarding public expenditure
- It is important that children's views are reflected in the GC
- The GC is open to consultation until December 2015

Comfort break and refreshments

COMMISSIONING THE FUND MAPPING REPORT

Paul Murray

On behalf of Atlantic Philanthropies

PRESENTATION OF THE REPORT

Frances Kemp and Dr Louise Morpeth

Dartington Social Research Unit

- **‘Fund Mapping: the investment of public resources in the wellbeing of children and young people in Northern Ireland.’**



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Investment in the wellbeing of children and young people in Northern Ireland

Results and reflections

Frances Kemp & Dr Louise Morpeth, DSRU
October 2015

Context

- Previous NICCY report on Children's Budgeting
- Interest and experience of Dartington Social Research Unit



DSRU experience of fund-mapping

- Working with organisations that wish to be at the cutting edge of delivering new ways of improving outcomes for children
- Fund-mapping with Scottish and English local authorities
- Not about changing everything but helping a small shift to evidence-based prevention and early intervention
- Fund-mapping part of the planning and implementation of this change
- First time at a regional level



The aim of the research

- To map the totality of annual government expenditure on services for children and young people
- To assess the extent to which services are seeking to prevent or intervene early in the development of difficulties in children's lives, and
- To chart expenditure on evidence-based programmes and practices
- Previous methodology adapted to the Northern Ireland context
- Specific spend on children and young people – the obvious and that where a robust assumption could be made to apportion spend



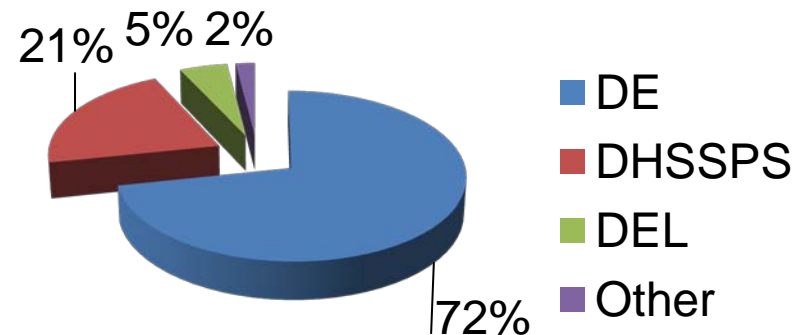
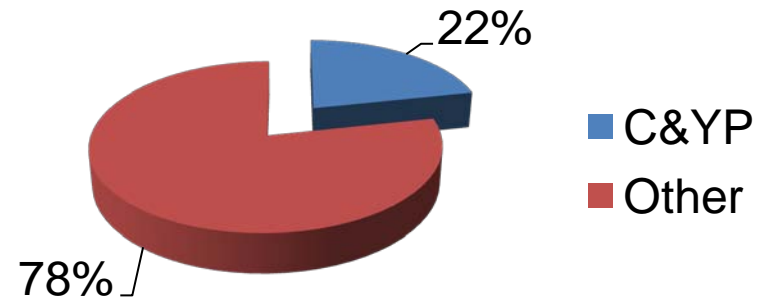
Headline results

- £2.28 bn invested in children and young people - 22% of government spend
- 72% invested by the DE and 21% by DHSSPS
- 57% for all children regardless of need
- Nearly 1 in £5 invested in children with clearly identified high, and often complex, needs
- At least 60,000 people work with children and young people including some who are volunteers
- £5,268 spent on average per child/young person
- Not able to say what was invested in evidence-based programmes in 2012/13



Total investment

- £2.28 bn
- 22% of government spend
- 72% invested by the Department of Education
- 21% by DHSSPS



Government expenditure on children and young people

Executive Departments	Total Resource DEL £m	Spent on children £m	Departmental spend as %
DARD	218.77	1.34	0.1%
DCAL	115.44	18.10	0.8%
DE	1,888.57	1,632.56	71.7%
DEL	1,010.85	103.40	4.5%
DETI	199.23	-	0.0%
DFP	179.88	-	0.0%
DHSSPS	4,495.32	483.99	21.3%
DOE	130.96	3.10	0.1%
DOJ	1,248.04	15.30	0.7%
DRD	486.57	7.67	0.3%
DSD	464.53	8.50	0.4%
OFMDFM	76.98	1.82	0.1%
	10,515.14	2,275.78	100.0%

2012/13



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Staff working with children and young people

- At least 63,000 but many departments were not able to say how many
- 60,000 in DE including
 - 19,400 teachers in pre-school, primary and post-primary education
 - 23,000 in youth services which included volunteers
- 2,670 in DHSSPS
 - but this included only social work, health visiting and school nursing staff
- At least 960 in DCAL, 115 in DoE, 52 in DSD and 28 in OFMDFM



Level of intervention

- A six-category definition of the level of intervention of the service
- To reflect the extent to which the service was universal or targeted and, if targeted, then on what basis
- We recognised that interventions could be on more than one level
- Some services very obviously fell into one category and some included provision at a range of levels.
- In some cases this investment was disaggregated on a clear assumption and in other cases no breakdown could be given

Purpose: To assess the extent to which services are seeking to prevent or intervene early in the development of difficulties in children's lives



Levels of intervention

- **Level 1: Promotion interventions** i.e. those promoting good outcomes for all children
- **Level 2: Universal preventive interventions** i.e. those services for all children irrespective of need aimed at preventing poor outcomes
- **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
- **Level 4: Indicated preventive interventions** i.e. those targeted at high-risk individuals who are identified as having minimal but detectable signs foreshadowing the development of adverse developmental outcomes
- **Level 5: Treatment** i.e. services targeted at those who are identified as currently suffering from a recognisable detrimental situation, problem or disorder.
- **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



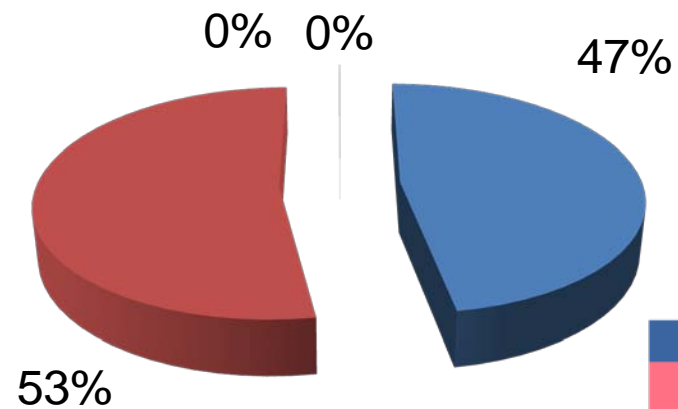
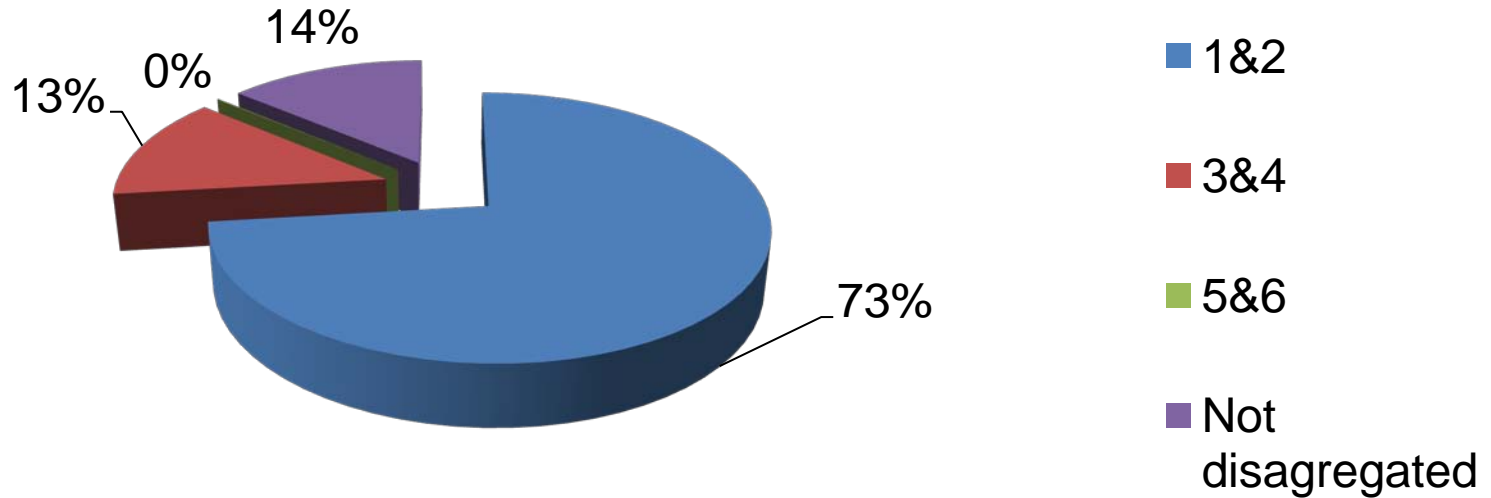
Spend by intervention level

Executive Departments	Levels 1 and 2 £m	Levels 3 and 4 £m	Levels 5 and 6 £m	Not disaggregated £m
DARD	1.34			
DCAL	17.39	0.65		0.05
DE	1,193.99	212.41	0.97	225.24
DEL	48.95	54.41	0.03	
DETI				
DFP				
DHSSPS	29.35	17.00	424.08	13.57
DOE	3.06	0.05		
DOJ		0.80	14.90	0.03
DRD	7.67			
DSD		7.71	0.77	
OFMDFM		0.25		1.57
Total	1,301.75	293.28	440.75	240.46
Percentage split	57%	13%	19%	11%

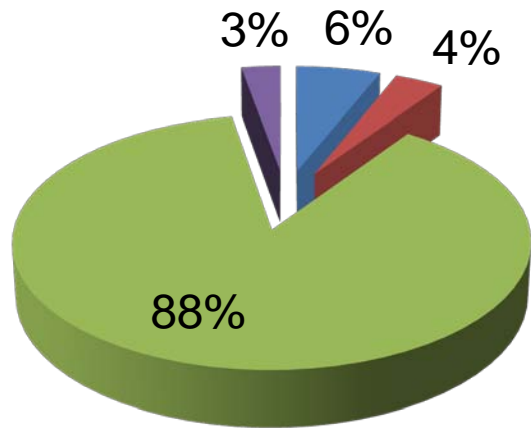


Education and DEL

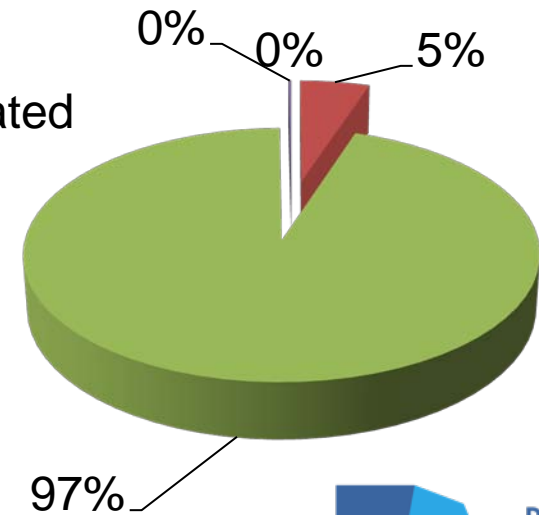
Intervention level of services



DHSSPS and DOJ Intervention level of services

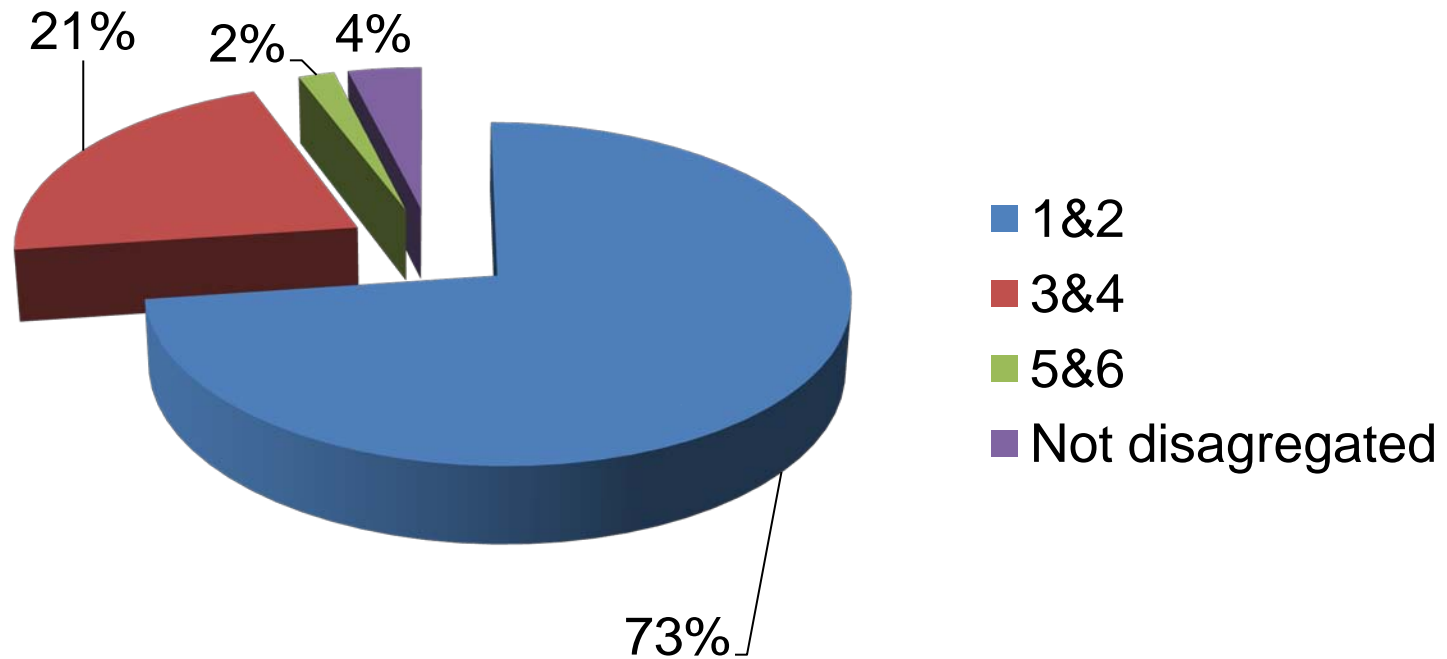


- 1&2
- 3&4
- 5&6
- Not disaggregated



Other departments

Intervention level of services



Average costs

- 432,000 children and young people
- £2,275,780,000 invested
- £5,268 per capita
- Unit costs sought from departments but these are mainly average costs – the amount spent divided by the number of beneficiaries
- The unit nor average cost of a school place – nursery, primary and post-primary – was not available from the Department of Education



Costs per beneficiary

	Interven- tion level	Number of children benefitting	Unit cost
Road Safety	2 (5%)	335,325	3
Sport NI: Active Communities Programme	2	77,236	33
School Nursing	2	117,233	53
Heath Visiting	1	119,454	79
Libraries	1	116,682	98
Youth activities	1,3,4	148,533	203
Early years provision	1,3,4	55,508	326
Social Work - Children receiving services at home	5	26,245	336
Health - Community Midwives	1	26,793	471
Local Employment Intermediary Service	5	532	839



Costs per beneficiary

	Interven- tion level	Number of children benefitting	Unit cost
Sport NI: Special Olympics	5	529	1,146
CAMHS	2,3,5	4,112	3,299
Pre-school play education: Nursery schools delegated budget excl targeted element	1	4,943	3,409
NIGALA	5	1,048	3,872
Care to Learn (NI)	3	84	4,874
College of Agriculture, Food and Rural Enterprise	1	240	5,575

NB. The unit nor average cost of a school place – nursery, primary and post-primary – was not available from the Department of Education



Costs per beneficiary

	Interven- tion level	Number of children benefitting	Unit cost
Youth Justice Agency: Youth Justice Services	5	1,039	6,374
Social Work - Aftercare (Programme of Care 3 only)	5	1,388	6,468
Special education for children with emotional and behavioural problems and for children with disabilities	5,6	8,724	7,088
Pupil Behaviour Management Team - Education Other Than At School	5	647	8,131
Disabled Facilities Grants	6	66	11,656
Special schools	5,6	4,653	18,657
Children Looked After	5	2,807	35,722
YJA: Woodlands Juvenile Justice Centre	5	211	36,730



Evidence-based programmes

- Various ways of defining an EBP
- Used the DSRU's Standards of Evidence (SoE) - clear, transparent standards to help identify interventions that are well-designed, proven to improve child outcomes and ready for implementation in public systems
- These are by no means the only set of SoE
- Programmes approved by the 'Blueprints for Healthy Youth Development' database meet these standards
- Also wanted to know about other programmes – with 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.
- We recognise there are concerns about EBPs



Evidence-based programmes

- Not possible to state the level of expenditure on EBPs but likely to be a very small proportion of the total expenditure
- Generally this level of detail was not held centrally
- Four departments reported having no expenditure on EBPs
- Some mentioned programmes that had some evidence behind them but did not meet our criteria.
- DHSSPS had some expenditure on EBPs, eg Family Nurse Partnership.
- LifeSkills Training and Incredible Years were among the list of services receiving grant funding from DOJ.
- Some reported that while they did not have expenditure on EBPs in 2012/13 they had subsequently begun to fund programmes that met the DSRU's standards of evidence



Conclusions and reflections

Contact

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Dr Louise Morpeth, Co-director, lmorpeth@dartington.org.uk

www.dartington.org.uk



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QUESTIONS AND ANSWERS

Chaired by Mairéad McCafferty

NICCY Chief Executive

- **Plenary discussion**

CLOSING COMMENTS

Koulla Yiasouma

Northern Ireland Commissioner for Children and Young People

- **Concluding comments: reflections and way forward**

Thank you and enjoy lunch

Information and PowerPoint presentations from today's event will be available at www.niccy.org