Cuts that cost:
Trends in funding for early intervention services
Introduction

The last coalition government’s programme of austerity, while protecting funding for schools and the NHS, resulted in reduced central government funding for a range of services and interventions across welfare, social care and children’s services. This report analyses the impact of this austerity programme on central government funding for local authority early intervention services in England, and local authorities’ own spending on a number of key services, which could be described as providing ‘early intervention’.

Defining early intervention

In this report, we have taken a broad approach to defining early intervention, incorporating some universal and targeted services. This reflects the government’s own approach; it has expected local authorities to use their early intervention funding allocation – previously called the Early Intervention Grant - to pay for a range of universal and targeted services, including information and advice for young people, Sure Start children’s centres, teenage pregnancy services, respite care for families of disabled children, and other support for families. Where possible, we have sought to analyse local authority spending that aligns with the types of services the coalition government brought together into its early intervention funding allocations. However, as discussed in chapter 2, the categories used for monitoring local authority spending do not always align with the national allocations, making direct comparisons more difficult.

The report firstly looks at changes to national government’s funding for early intervention over the period of the last coalition government (2010 to 2015) and into 2015-16, using data published by the Department for Communities and Local Government. Then, it analyses local authority spending on early intervention services between 2010 and 2015, based on spending data published by the Department for Education. Drawing on figures supplied by local authorities as part of a Freedom of Information request carried out in collaboration with Children & Young People Now magazine, the report goes on to look at planned local authority spending on early intervention services for 2015-16 in order to determine if the trend over the previous five years is set to continue.

Finally, the report considers the impact of the cuts, including concerns raised by Directors of Children’s Services in a survey conducted by Children & Young People Now magazine that has been published at the same time as this report.
In carrying out this analysis, we found that:

- The last coalition government made significant cuts to its allocations for local authority-funded early intervention services. The value of the early intervention allocation to local authorities (as measured through the value of the Early Intervention Grant and ongoing equivalent allocation) has fallen by 55%, from around £3.2 billion per year in 2010-11, down to just £1.4 billion in 2015-16 – a cut of £1.8 billion per year.

- Changes in local authority spending on children’s centres and young people’s services over the same period reflect this pattern, although spending on family support services has remained more stable.

- Taken together, spending on children’s centres, young people’s and family support services fell by 24%, from £3 billion in 2010-11 to £2.3 billion in 2014-15, a cut of over £700 million per year.

- Therefore, despite significant cuts to early intervention spending by local authorities, overall these do not appear to be as severe as reductions to central government’s early intervention allocation. This indicates that some local authorities are finding ways to protect these services and secure resources from elsewhere.

- Early indications of local authority spending plans for 2015-16 suggest the pattern will continue, with significant reductions in spending on children’s centres and young people’s services and more stable spending on family support. Based on data from over 30 local authorities, spending on children’s centres and young people’s services is set to fall by 17% and 13% respectively, between 2014-15 and 2015-16, while spending on family support is expected to increase by 11%.

- Further cuts to non-protected budgets, including children’s services and public health, expected in the forthcoming Summer Budget, are likely to make it even more difficult for local authorities to protect these early intervention services that seek to improve the lives of children and families and prevent poor, and more costly, outcomes.

Throughout this report, we provide figures for early intervention funding and spending in 2015 prices, taking into account inflation.
Chapter 1:
National government funding for early intervention services from 2010-11 to 2015-16

Prior to 2010, funding for early intervention services was delivered through a number of different ring-fenced local authority grant allocations, such as the Sure Start Grant and the Connexions Grant for information, advice and guidance. This chapter analyses how the value of national government funding for local authority early intervention services has changed since then.

In 2010, the then coalition government made the decision to bring together the separate early intervention allocations into one non-ringfenced grant known as the Early Intervention Grant (EIG). The EIG therefore brought together funding intended for a range of local authority funded early intervention services, including: children’s centres; information and advice for young people including careers services; positive activities for young people; teenage pregnancy and substance misuse services; young offender and crime prevention services; respite care for families and disabled children and other family support services; and early years and children’s social care workforce development.

The value of this grant when it was introduced was significantly lower than the value of the predecessor allocations. The value of the 2010 predecessor allocations was about £3.2 billion in total, and was reduced to £2.8 billion when the EIG was created – the result of a 2010 “emergency budget” reduction – a fall of 13%. Since then the early intervention allocation for local authorities has fallen consistently.

The EIG since 2010

It was decided that from 2013-14, the EIG would no longer be paid as a separate grant allocation. Instead, it now forms part of the wider central government revenue allocation made to local authorities. However, since then, a line in the Local Government Finance Settlement, produced by the Department for Communities and Local Government, has continued to indicate that the resource is provided to local authorities on account of their need to provide early intervention services.

This analysis uses this indicative allocation to assess continued central government financing of early intervention services (for simplicity we refer to this as the ‘early intervention allocation’).

Since 2010, some services have been removed from the early intervention allocation. These include funding for the so called “disadvantaged two year
old offer” of childcare support for two year olds from low income families which was moved to the Dedicated Schools Grant (DSG).

The Department for Education also decided to hold back £150 million of funding from the early intervention allocation, for projects which it wished to fund from central allocations. For this reason the analysis in this chapter is presented in two formats – changes to the early intervention allocation as it currently exists (excluding the value of the disadvantaged two year old offer (D2YOO) and the £150 million of “held back” funding) and the value of the early intervention allocation plus the value of components that had previously formed part of this grant (i.e. allocation plus the disadvantaged two year old offer and the held back funding.) The latter provides a picture of finance for overall early intervention funding, whilst the former provides a picture of finance for early intervention services as funded by local authorities.

**How has the value of the early intervention allocation for local authorities changed since 2010?**

Table 1 and figure 1 illustrate the changing value of the early intervention allocation since the final year of the predecessor grants in 2010. As can be seen, the value of early intervention allocation has fallen from around £3.2 billion per year in 2010-11, down to just £1.4 billion in 2015-16 – a cut of £1.8 billion per year – significantly more than half the overall value in 2010 (55%).

**Table 1: Real terms value of the early intervention allocation for local authorities, 2010-11 to 2015-16 (£millions)**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total allocation minus D2YOO and held back funding</th>
<th>Total allocation plus D2YOO and held back funding (2015 prices)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010-11 (before emergency budget)</td>
<td>£3,178</td>
<td>£3,256</td>
</tr>
<tr>
<td>2010-11</td>
<td>£2,816</td>
<td>£2,894</td>
</tr>
<tr>
<td>2011-12</td>
<td>£2,403</td>
<td>£2,474</td>
</tr>
<tr>
<td>2012-13</td>
<td>£2,221</td>
<td>£2,532</td>
</tr>
<tr>
<td>2013-14</td>
<td>£1,767</td>
<td>£2,475</td>
</tr>
<tr>
<td>2014-15</td>
<td>£1,590</td>
<td>£2,508</td>
</tr>
<tr>
<td>2015-16</td>
<td>£1,436</td>
<td>£2,396</td>
</tr>
</tbody>
</table>

(Sources as presented in footnote 4)
Figure 1: Real terms change in value of early intervention allocation for local authorities and the allocation plus D2YOO and held back funding, 2010-11 to 2015-16 (millions)

![Graph showing real terms change in value of early intervention allocation](image)

(Sources as presented in footnote 4)

Whilst the cut in support is less severe if the value of the D2YOO and the £150 million of held back funding is included, the cut in the value of support is still £900 million per year – or more than a quarter (27%) of the value of early intervention services prior to the emergency budget in 2010.

Figure 2 shows the cumulative reduction in the value of the early intervention allocation since 2010, the total of successive reductions year on year. As can be seen, by the end of 2015-16, the allocation provided to local authorities through the revenue support grant will have been cumulatively reduced by £6.8 billion compared to funding for comparator services prior to the emergency budget in 2010.

When considering this funding for local authority delivered early intervention services, plus the value of the D2YOO and the £150 million of held back funding by the DfE, the cumulative reduction is £4.3 billion between 2010-11 and 2015-16.
As already noted, the local government financial settlement includes an allocation that is described by the Department for Communities and Local Government (DCLG) as being for early intervention services. DCLG publishes the allocation for each local authority.

We have analysed this data to show how the money given to each local authority changed over the last parliament and what has been allocated for the current financial year 2015-16.

The level of early intervention allocation cuts between 2010-11 and 2015-16 varies from 51% to 60% across local authorities. This means that all local authorities saw their early intervention allocation cut by at least half.

Full data on the early intervention allocation, including by local authority, and calculations for changes in the value of early intervention funding can be found at: www.ncb.org.uk/cutsthatscost.
Chapter 2:
Local authority spending on early intervention services 2010-11 to 2014-15

Local authority spending on early intervention services will principally be determined by the amount of funding they receive from central government in order to deliver these services. This chapter looks at changes to local authority spending on early intervention services between 2010-11 and 2014-15.

In order to gain an understanding of what was spent on early intervention services at the local level, we analysed data provided by local authorities to the Department for Education for the five years from 2010-11 to 2014-15. For 2014-15, we used data on planned spend, as the final figures were not available at the time of writing.

Early intervention can encompass a very broad range of local authority funded services and interventions. So, in order to get a picture of trends in spending, we have focused on three key areas of children, young people and family services which can be classed as early intervention services and are expected to be covered by the early intervention funding allocation that is given to local authorities:

- **Children’s centres and other early years services**
  This includes local authority spending on the management of children’s centres and delivery of their services, area-wide services for young children and their families delivered through children’s centres (such as outreach services), local authority support for children’s centres (such as management, data collection and improvement support), and development of the local early years workforce. It does not include the early education free entitlement for disadvantaged two year-olds and all three and four year-olds.

- **Family support services**
  This includes targeted family support (such as intensive family interventions, home care and contributions to healthcare for children) and universal family support (for example, home-school liaison, peer to peer support services and relationship support). In addition, it includes spending on short (respite) breaks for disabled children and other support for disabled children, such as equipment or home adaptations. Targeted family support would include services provided through the Troubled Families programme.
- **Services for young people**
  This includes targeted and universal services for young people, such as: youth work, activities for young people, services to support young people’s participation in education or training, student support, and preventative substance misuse and teenage pregnancy services.

These are based on the categories of spending included in the financial returns local authorities must provide to the Department for Education, known as section 251 returns. It should be noted, however, that the categories used to report spending do not align directly with the range of services that the coalition government incorporated into the EIG. However, in the absence of more robust approaches by government to monitoring local authority spending on early intervention, we have focused on these services in order to provide an indication of the patterns in local authority spending over the last five years.

Tables setting out spending by each local authority on these three types of service can be found at: www.ncb.org.uk/cutsthatcost.

**Change in spending on children’s centre, young people’s and family support services**

Overall, local authorities in England reduced spending on children’s centre, young people’s and family support services by over £718 million in real terms between 2010-11 and 2014-15, a 24% reduction in funding. This amounts to cumulative spending reductions of over £1.5 billion over the five years 2010-11 to 2014-15.

Table 2 and figure 3 outline overall spending on these services for children, young people and families over the last five years.

**Table 2: Local authority net real terms expenditure on 3 areas of early intervention, 2010-11 to 2014-15**

<table>
<thead>
<tr>
<th>Year</th>
<th>Children’s centres</th>
<th>Family support</th>
<th>Young people</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010-11</td>
<td>£1,451,776,740</td>
<td>£901,231,598</td>
<td>£701,580,822</td>
<td>£3,054,589,160</td>
</tr>
<tr>
<td>2011-12</td>
<td>£1,127,661,117</td>
<td>£886,498,992</td>
<td>£806,449,352</td>
<td>£2,820,609,461</td>
</tr>
<tr>
<td>2012-13</td>
<td>£1,186,147,089</td>
<td>£950,864,902</td>
<td>£774,364,418</td>
<td>£2,911,376,409</td>
</tr>
<tr>
<td>2013-14</td>
<td>£998,005,714</td>
<td>£987,644,106</td>
<td>£656,800,270</td>
<td>£2,642,450,089</td>
</tr>
<tr>
<td>2014-15</td>
<td>£907,526,984</td>
<td>£864,509,554</td>
<td>£563,669,706</td>
<td>£2,335,706,244</td>
</tr>
</tbody>
</table>

(Sources as presented in footnote 5)
Change in spending on children’s centres

Data on spending provided by local authorities shows that children’s centres and related early years services (excluding the early education free entitlement) took the biggest hit in terms of cuts to spending over the five years to 2014-15. Local authority spending on children’s centres has been cut by well over a third (37%), with a reduction in spending of £544 million in 2014-15 compared to 2010-11 (see figure 4). This represents a cumulative reduction in spending of over £1.5 billion over the 5 years.
Figure 4: Real terms changes in local authority expenditure on children’s centres and other early years services, compared to 2010-11 baseline

(Sources as presented in footnote 5)

Change in spending on young people’s services

Services for young people have been subjected to a similar squeeze on funding, with spending cuts of **almost 20%, a reduction of nearly £138 million in real terms, in 2014-15 compared to 2010-11** (see figure 5).

However, the figures actually show a relatively small cumulative decrease in funding of just over £5 million. This could be explained by the significant increase in spending on young people’s services in 2011-12, as shown in figure 3 above. This might have been due to the publication of the then government’s youth policy, “Positive for Youth”\(^8\), in December 2011 following a period of engagement over that year, which included a commitment by government to publish national measures on young people’s outcomes. It could also have resulted from a change in the category of ‘spending on young people’s’ services in section 251 data returns for 2011-12 which added a new sub-category of ‘other services for young people’.

Alternatively, it could have followed an abnormal decrease in spending in 2010-11. However, comparisons with 2009-10 are difficult due to changes government made to the categories used in s.251 returns between those years. It is difficult to know the exact reason for this apparent shift in 2011-12. If we use that year as the baseline, however, we see that spending on young people’s services in 2014-15 was over **£240 million less, in real terms, than in 2011-12, a fall of 30%**.
Figure 5: Change in local authority expenditure on young people’s services, compared to 2010-11 baseline

![Change in local authority expenditure on young people’s services](chart)

(Source as presented in footnote 5)

**Change in spending on family support services**

The data on spending on family support suggests that these services have been relatively protected from national early intervention cuts, particularly when compared to children’s centres and young people’s services.

Despite significant reductions in the early intervention allocation, outlined in chapter 1, spending by local authorities on family support services in 2014-15 was only **4% lower** than in 2010-11, although this still signifies a real terms **reduction of over £36 million** (see figure 6).

Overall, there appears to have been a cumulative increase in spending on family support services of **£84,591,162** in real terms over the five years to 2014-15. This likely reflects the government’s additional investment in family support through the Troubled Families programme which provided an additional **£448 million** over the three years from 2012 to 2015, as well as additional funding by bringing forward the implementation of phase 2 of the programme (2015-20) by one year.

In fact, one Director of Children’s Services, responding to a Children & Young People Now magazine survey, published alongside this report, cited the ‘creative use of troubled families funding around early help’ as one way in which their local authority is coping with spending cuts.
What have been the changes within each local authority?

It is difficult to get a clear and accurate picture of how each local authority has changed their spending on children’s centres, young people’s services and family support. Detailed tables setting out spending by each local authority on these three types of service, as recorded in their s.251 returns, can be found at: www.ncb.org.uk/cutsthatcost.

These show that some local authorities have had abnormally large increases, and some abnormally large decreases, indicating that there may have been changes to the way spending was categorised and reported from year to year. In some years, some local authorities have even recorded spending of £0 on specific services, implying that spending has been moved to another category rather than a complete cut in all spending in that service area.
However, when looking at patterns in individual local authority spending, we find that, between 2010-11 and 2014-15:

- 120 out of the 152 local authorities (79%) cut their spending on children’s centres. Just under a third of all authorities (45 local authorities) made cuts of more than 50% to children’s centre services.

- Two thirds of local authorities (101 areas) cut spending on young people’s services, with 22 areas (14%) making cuts of more than half.

- Over half of local authorities (57%, 86 areas) made cuts to spending on family support services, with 30 areas (20%) making cuts of over a third and 9 areas (6%) making cuts of more than 50%.
Chapter 3:
What do we expect to happen in 2015-16?

Figures for national early intervention allocations and local government spending on key early intervention services show an overall downward trend, with children’s centres and young people’s services faring worse than family support services. So will this pattern continue into 2015-16?

As outlined in chapter 1, for 2015-16, local authorities have been allocated just over £1.4 billion by the government for early intervention services. Compared to the previous year, this represents further cuts in early intervention funding of 10%. In the case of the largest authority (Birmingham) this amounts to around £4.1 million. Tables setting out each local authorities’ allocations can be found at: www.ncb.org.uk/cutsthatcost.

The Department for Education has yet to publish final figures for planned spending by local authorities in 2015-16. So, in collaboration with Children & Young People Now magazine, a freedom of information request was sent to all local authorities, asking how much they planned to spend in 2015-16 on the same three key early intervention services. Their responses show a continuing trend, with challenging times ahead for children’s centres and young people’s services and more positive indications for family support services.

Spending plans for children’s centres

36 local authorities (24%) provided information about their spending plans for 2015-16 in a format that could be compared with spending in previous years.

As shown in figure 7, total spending on children’s centres by these 36 local authorities will continue to fall in 2015-16. Their budgets indicate that spending on children’s centres in 2015-16 will fall by 17% (£45 million) between 2014-15 and 2015-16. This represents a fall of 46% compared to 2010-11, a reduction of £189 million.
Figure 7: Real terms expenditure on children’s centres by 36 local authorities, 2010-11 to 2015-16

(Sources as presented in footnote 5 and Freedom of Information request May 2015)

**Spending plans for young people’s services**

Thirty-five local authorities (23%) provided information about their planned spending on young people’s services in 2015-16 which could be compared with previous years, and their figures show a continuing pattern of spending cuts (see figure 8).

Across these 35 local authorities, **spending on young people’s services in 2015-16 will be over £17 million (13%) less than in 2014-15**, and **28% (over £48 million) less than in 2010-11**.
Figure 8: Real terms expenditure on young people’s services by 35 local authorities, 2010-11 to 2015-16

(Sources as presented in footnote 5 and Freedom of Information request May 2015)

Spending plans for family support services

35 local authorities provided figures for planned spending on family support in 2015-16 which allowed for comparison with previous years. As in the findings up to 2014-15, spending on family support continues to show a more positive trend into 2015-16 (see figure 9).

Across these local authorities, spending on family support is expected to increase in real terms by 4% in 2015-16, an increase of over £9 million compared to 2014-15. Between 2010-11 and 2015-16, spending is expected to increase by over £25 million (11%). It is likely that this reflects government’s continued Troubled Families programme, announced in the 2013 Spending Review.11
Figure 9: Real terms expenditure on family support services by 35 local authorities, 2010-11 to 2015-16

(Sources as presented in footnote 5 and Freedom of Information request May 2015)
Chapter 4: What has been the impact?

It is challenging to establish a clear causal link between changes in spending on early intervention services and actual outcomes for children, particularly when systems for monitoring local authority spending do not allow for a clear picture of expenditure on early intervention. This chapter reflects on the potential impact of these funding changes on early intervention services and on children and families.

There is no doubt that reductions in funding will have had some impact and ultimately could prove costly if it means more children need late intervention through either the child protection system or the care system. Levels of demand on the child protection and care systems can provide some indication of the effectiveness of services that work to support families struggling to care for their children and to prevent them reaching crisis point. The evidence shows that demand is on the rise. The number of care applications\(^1{12}\) has risen and fallen over the past five years. However, between 2013-14 and 2014-15, care application levels increased by 5%, and figures published so far for 2015-16 show they are continuing to rise with Cafcass receiving 11% more applications in April-May 2015, compared to the same two months last year.

The number of children involved in the child protection system has also increased. The numbers of children subject to s.47 enquiries\(^1{13}\) or an initial child protection review both went up by around a quarter between 2010-11 and 2013-14\(^14\).

High profile child sexual abuse cases, and professionals becoming more aware of the need to intervene early, may have had an impact on these trends. However, experts in children’s services and social work have suggested a link between reductions in spending on universal and early help services and the rise in, for example, care applications. Alison O’Sullivan, President of the Association of Directors of Children’s Services (ADCS) recently acknowledged this saying: “it is clear the current direction of travel is putting our ability to intervene early in jeopardy.\(^15\)

It is clear that spending reductions over the last five years are having an impact on the make-up and availability of early intervention services. For example, 79% of local authorities responding to a recent ADCS survey reported that early intervention services, including children’s centres and youth services, are having to become more targeted due to funding pressures.\(^16\)
The number of children’s centres fell from 3,631 in April 2010 to 3,019 in June 2014, although the extent of closures has varied across the country. The most recent census of children’s centres found that, over the coming year, 57% of children’s centres expect their budget to reduce, 44% of stand-alone centres expect to become part of a cluster and up to 112 centres expect to close.

Research by Unison into the impact of spending cuts on young people’s services found that between 2011 and 2014, across the UK, around 350 youth centres have closed and 35,000 hours of outreach work by youth workers have been removed.

When asked about the future of children’s services in a survey for Children & Young People Now magazine, published alongside this report, Directors of Children’s Services expressed concerns about the lack of resources or prioritisation of children’s services at the national level. Some said this is a particular challenge in the context of increasing demand, particularly for child sexual exploitation and mental health services, and some highlighted their concerns about the future viability of non-statutory and early help services.

However, respondents outlined various ways in which they are working to maintain early intervention services in the context of funding reductions, including: more effective partnership working, integration of services and information sharing; identifying children and young people as a shared priority with health and public health; partnering with schools; mutualisation of youth provision; making savings through a ‘Value for Money programme’ to minimise reductions in service provision; and using Troubled Families funding to deliver early help. One respondent said they had made ‘radical investment in early intervention/ prevention’, while another described cutting all non-statutory services. It seems that reductions in funding from central government for early intervention services has led some local authorities to adapt and to develop means to ensure vital early help provision is protected.

However, there is a concern that in the context of further reductions in spending on early intervention services this financial year, as set out in the previous chapter, local authorities’ efforts to protect these vital services may be difficult to sustain. As one respondent to the Children & Young People
Now magazine survey said: ‘children’s services have been protected from the worst of cuts but ongoing austerity will mean we have to cut early help and focus only on statutory child protection, not a good place to be for future financial balance and a terrible place to be for families.’
Conclusion

As the Conservative government prepares spending plans for its next five years in office, this report has taken an independent look at the change in funding for early intervention services over the last half decade, and how local authorities have then spent the money on those services.

It is important to note that the report has not examined all central government funding that might be described as being on early intervention (it is difficult to define exactly what should and should not be considered as such), but looks at funding provided through the Early Intervention Grant and subsequent comparative allocations. Similarly, it has reviewed local authorities’ own spending on a number of key services which broadly align with the central government allocation and which could be categorised as ‘early intervention’ services. The aim is to give some indication of what is taking place at the local level.

There is certainly a need for more robust data to determine spending on early intervention by local authorities. The national data we have drawn on is far from perfect for measuring specific funding for early intervention services. This gap needs to be addressed by the government if there is to be a better understanding of changes in funding for early interventions and the effectiveness of efforts to change the way national and local governments spend. A far more effective approach to measuring spending on early intervention services is long overdue.

Our analysis clearly shows that the government’s move to reduce allocations for early intervention services has been reflected in local authority spending patterns, with significant cuts particularly to children’s centres and youth services of 37% and 20% respectively. However, the figures also suggest that local authorities have sought to protect these services from the significant cuts made at the national level.

The early intervention allocation to local authorities was cut by 55% between 2010-11 and 2015-16. However, across the three early intervention services examined in chapter 2 – children’s centre, family support and services for young people – there was only a 24% reduction in the five years to 2015. Local authorities appear to have used creative means, drawing on other budgets and reconfiguring services, to do their best to protect provision. The additional funding for the Troubled Families programme appears to have enabled local authorities to make much less severe cuts to family support.

The question now is whether or not local authorities will continue to be able to find sources of income or other ways to protect these services should further cuts be introduced, or whether they will have to make even more difficult
decisions about the future of their services. If government really wants to see a shift towards early intervention, rather than costly late intervention, there is no doubt it will have to prioritise early intervention funding to ensure local authorities can maintain these services. The next budget and spending round will be critical in determining how early intervention services are shaped in the future.
Recommendations

1. The 2015 Summer Budget should include increased funding for early intervention services for children and young people. An approach similar to the Troubled Families programme could be taken, for example developing an early intervention programme for teenagers facing emerging problems.

2. In the next Spending Round (autumn 2015), the government should show its commitment to preventing poor outcomes for children by introducing five-year protected support for early intervention services, which represents an increase on current funding levels.

3. Local authorities should be supported by government to set up an Early Intervention Improvement Board, aligned with the Early Intervention Foundation, to identify and share creative approaches to maintaining and strengthening early intervention services.

4. The government should develop an effective approach to measuring spending on early intervention services, providing the foundation for a better understanding of how spending on these services is changing over time and the effectiveness of measures that seek to achieve a move towards earlier intervention.
Endnotes

1. As opposed to the definition of ‘early intervention’ provided by the Early Intervention Foundation – “targeted, preventive activity which supports people who are at risk of experiencing adverse and costly life outcomes, in order to prevent those outcomes from arising” – which excludes universal services. See Spending on Late Intervention: How we can do better for less. p.19. www.eif.org.uk/wp-content/uploads/2015/02/Spending-on-late-intervention.pdf


3. Prices inflated to 2015 in line with the Retail Prices Index (RPI)

4. Sources for early intervention allocations are as follows:

   2010-11 allocation:
   http://media.education.gov.uk/assets/files/xls/e/early%20intervention%20grant%20base%20allocations%20methodology%2020%20%20%20%20updated%202011.xls

   2011-12, 2012-13 allocation:
   http://media.education.gov.uk/assets/files/xls/e/early%20intervention%20grant%20allocations%20latest%20-%20updated%20august%202012.xls

   2013-14 allocation:

   2014-15 and 2015-16 allocations:

   Details of funding for early education offer for disadvantaged 2 year olds (2012-13 to 2014-15) can be found here:
   http://www.local.gov.uk/c/document_library/get_file?uuid=7d2152e6-8764-4322-9a6d-0885ca8f0c0b&groupId=10180

5. Sources for local authority early intervention spending are as follows:

   Department for Education (2012) Local authority and school expenditure on education, children’s services and social care: 2010 to 2011
Department for Education (2013) Expenditure on education, children and young people's services: financial year 2011 to 2012  

https://www.gov.uk/government/collections/section-251-materials

6. Descriptions of the types of services included under the three main categories are taken from Education Funding Agency instructions for local authorities providing data on spending on specific services. Education Funding Agency (2015) Section 251 financial data collection 2015 to 2016: Advice for local authorities compiling their budget statements  

7. For each year, we have included only spending under the categories 'universal services for young people' and 'targeted services for young people'.

8. HM Government (2011) Positive for Youth: a new approach to cross-government policy for young people aged 13 to 19  


10. Note the figures provided by local authorities are subject to government approval. Final figures for all local authorities' budgeted expenditure for 2015-16 are due to be published in the autumn.


https://www.cafcass.gov.uk/media/244417/may_2015_care_demand.pdf

13. Where there is reasonable cause to suspect that a child is suffering, or likely to suffer, significant harm

15. “Understanding the factors driving the increase in care applications” in Children & Young People Now, 11 May 2015
   http://www.cypnow.co.uk/cyp/analysis/1151305/understanding-the-factors-driving-the-increase-in-care-applications

16. ADCS (2014) Safeguarding Pressures Phase 4 Executive Summary

   http://sticerd.lse.ac.uk/dps/case/spcc/WP12.pdf

   http://www.4children.org.uk/Resources/Detail/Children-Centres-Census-2014

19. Unison (2014) The UK’s youth services: how cuts are removing opportunities for young people and damaging their lives
