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Parenting and family support programmes

Evidence to support the business case

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About this evidence pack

- This evidence pack is intended for Troubled Families coordinators and local commissioners of parenting and family support programmes.
- It brings together and signposts a range of existing evaluation evidence and resources on the business case for parenting and family support.
- This includes:
 - The fiscal cost of 'late intervention'
 - Existing evaluation and cost-benefit results for selected parenting and family support programmes
 - Resources for doing cost-benefit analysis
 - Other resources on 'what works' for parenting and family support
- This evidence pack supplements and feeds into EIF's guidance document, 'Commissioning parenting support for Troubled Families'.

- **Download** all these resources from: <http://www.eif.org.uk/publication/commissioning-parenting-and-family-support-for-troubled-families>

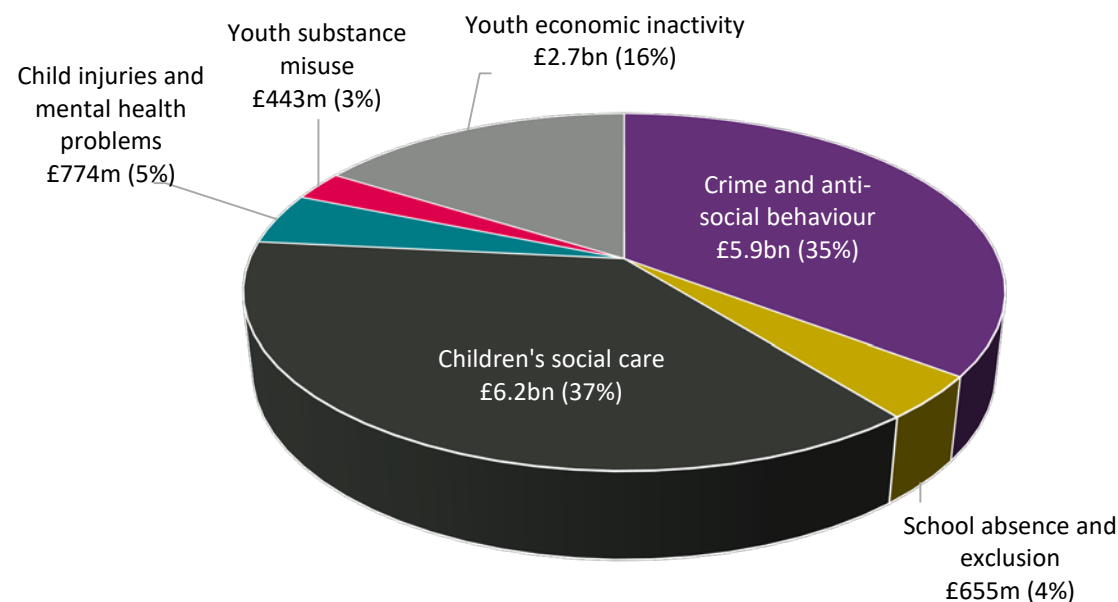


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The fiscal cost of 'late intervention'

- EIF has shown that nearly £17 billion is spent each year by local and national agencies on acute and statutory services for children, young people and families in England and Wales. This is equivalent to £287 per person.
- £6.4 billion is spent by local government, almost all of which goes on child protection and children's social care.

Total annual spend: £16.6bn (2016-17 prices)



Crime and anti-social behaviour

- Reported cases of domestic violence and abuse
- Reported anti-social behaviour incidents
- Young people in the Youth Justice System

School absence and exclusion

- Number of persistent absentees
- Number of permanent school exclusions
- Annual spending on Pupil Referral Units

Child protection and children's social care

- Annual spending on Looked After Children
- Number of Child Protection Plans
- Number of Children in Need

Child injuries and mental health problems

- Children admitted to hospital due to injuries
- Children admitted to hospital due to mental health
- Children admitted to hospital due to self-harm

Youth substance misuse

- Young people admitted to hospital due to substance misuse
- Children using specialist substance misuse treatment services
- Children admitted to hospital due to alcohol

Youth economic inactivity

- 16-17 year-olds who are NEET
- 18-24 year-olds who are NEET

- [Download The Cost of Late Intervention: EIF analysis 2016](#)

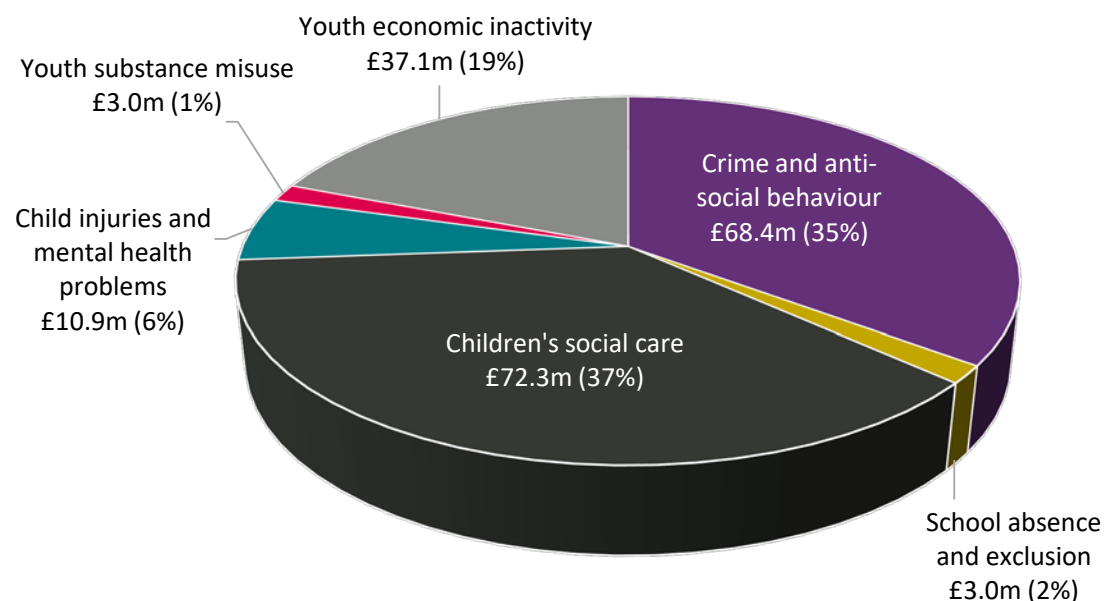


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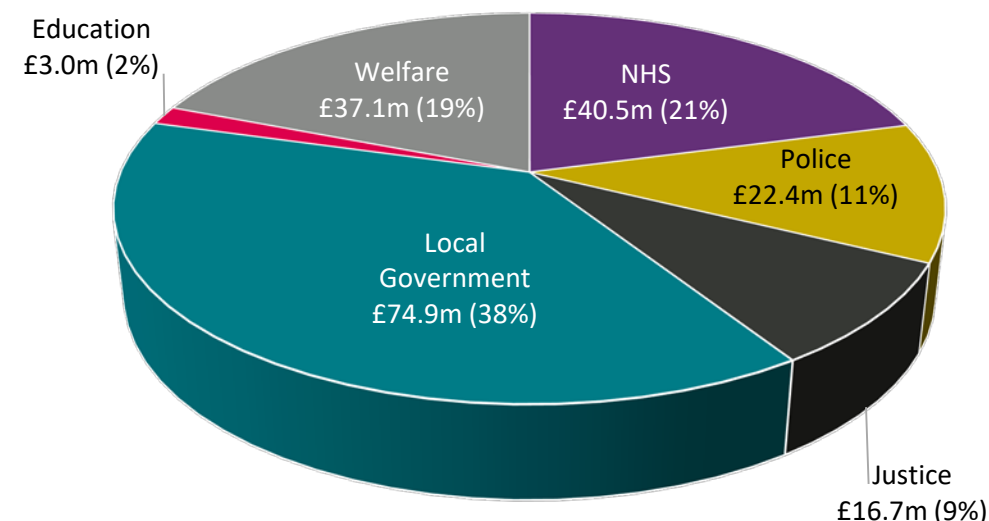
How much does late intervention cost in your local area?

- This analysis can be produced for any local authority, police force area or region in England.
- The examples below show the profile of late intervention spend for one local authority in the East Midlands, where £195 million is spent per year in total.

Annual spend by issue (total: £195m, 2016-17 prices)



Annual spend by issue (total: £195m, 2016-17 prices)



- See our interactive map: [What is the cost of late intervention in your local area?](#)



Relevant parenting and family support interventions with cost-benefit results

1 of 3

- A range of interventions have been shown to be effective in previous evaluation studies for families facing multiple and complex issues (see our [commissioning guidance](#) for examples).
- Of these, some are available in the UK and also have had monetary cost-benefit estimates produced:

Intervention name	Delivery model
Triple P Group	Group
Triple P Standard	Individual
Helping the Noncompliant Child	Individual
Incredible Years Preschool	Group
Incredible Years School Age	Group
TFCO-UK (Adolescents)	Individual
Functional Family Therapy	Individual/home visiting
MST-UK	Home visiting

- For these programmes, the cost per child/family has been calculated. Estimated benefits have also been calculated, based on the outcomes reported in evaluation studies.



Relevant parenting and family support interventions with cost-benefit results

2 of 3

- The figures below are the results of economic and fiscal modelling by other organisations, not EIF.
- Estimated benefits are forecasts over the long term (eg 20–30 years).
- Economic and fiscal benefits are rarely reported directly in evaluation studies. Instead, they are forecast by predicting long-term impacts from the short-term impacts reported in evaluation studies.
- These figures are a “best guess” given current evidence, but there is always a margin of error around these estimates.
- These figures are not a guarantee of what would happen if these programmes were implemented now in your area.
- Please note that the estimate of the unit cost of Triple P Group is based on an implementation of Triple P in Birmingham in which there was very intensive training of practitioners but little uptake in practice, leading to a very high unit cost in that estimate. Cost estimates from the Washington State Institute of Public Policy in the US, and Triple P’s own work with five statutory and voluntary providers in the UK, indicate costs in line with the EIF cost rating of 1 – a unit cost of between £0-100.

Intervention name	Unit cost	Fiscal benefits	Total benefits
Triple P Group	£1,168	£785	£1,067
Triple P Standard	£1,286	£838	£2,540
Helping the Noncompliant Child	£574	£478	£1,321
Incredible Years Preschool	£1,253	£1,101	£1,711
Incredible Years School Age	£1,253	£1,101	£1,711
TFCO-UK (Adolescents)	£8,092	£4,711	£21,328
Functional Family Therapy	£3,585	£7,167	£32,573
MST-UK	£10,069	£4,548	£20,583

All figures are per child/family.

Unit cost: Average cost of programme provision.

Fiscal benefits: Reduced spending on benefits or services, or increased tax revenue. These can be attributed to specific agencies.

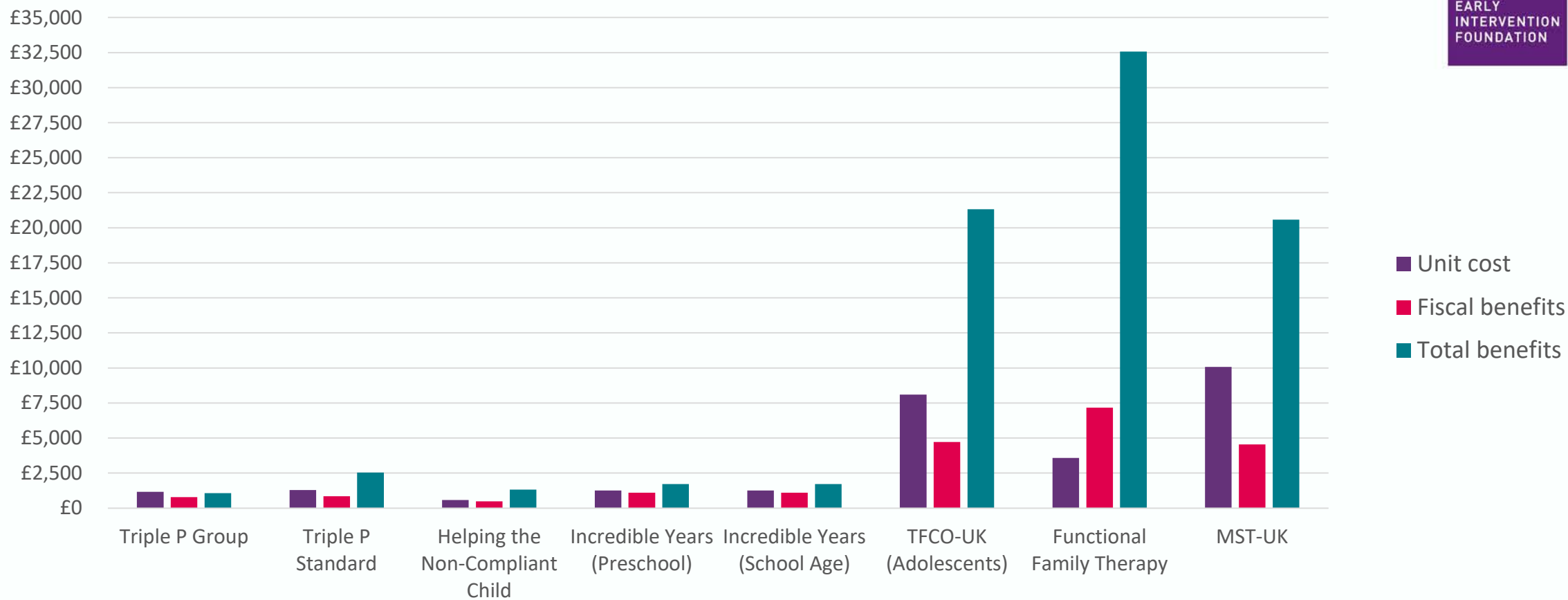
Total benefits: Fiscal benefits plus wider benefits to programme participants and other individuals (eg benefits of higher income, less experience of crime, etc).



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Relevant parenting and family support interventions with cost-benefit results

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Hypothetical examples of cost-benefit calculations

Example 1: offering Incredible Years to 30 families

- Expected cost: $30 \times \text{£}1,253 = \text{£}37,590$
- Expected fiscal benefit: $30 \times \text{£}1,101 = \text{£}33,030$
- Expected total benefit: $30 \times \text{£}1,711 = \text{£}51,330$
(includes fiscal and non-fiscal benefits)

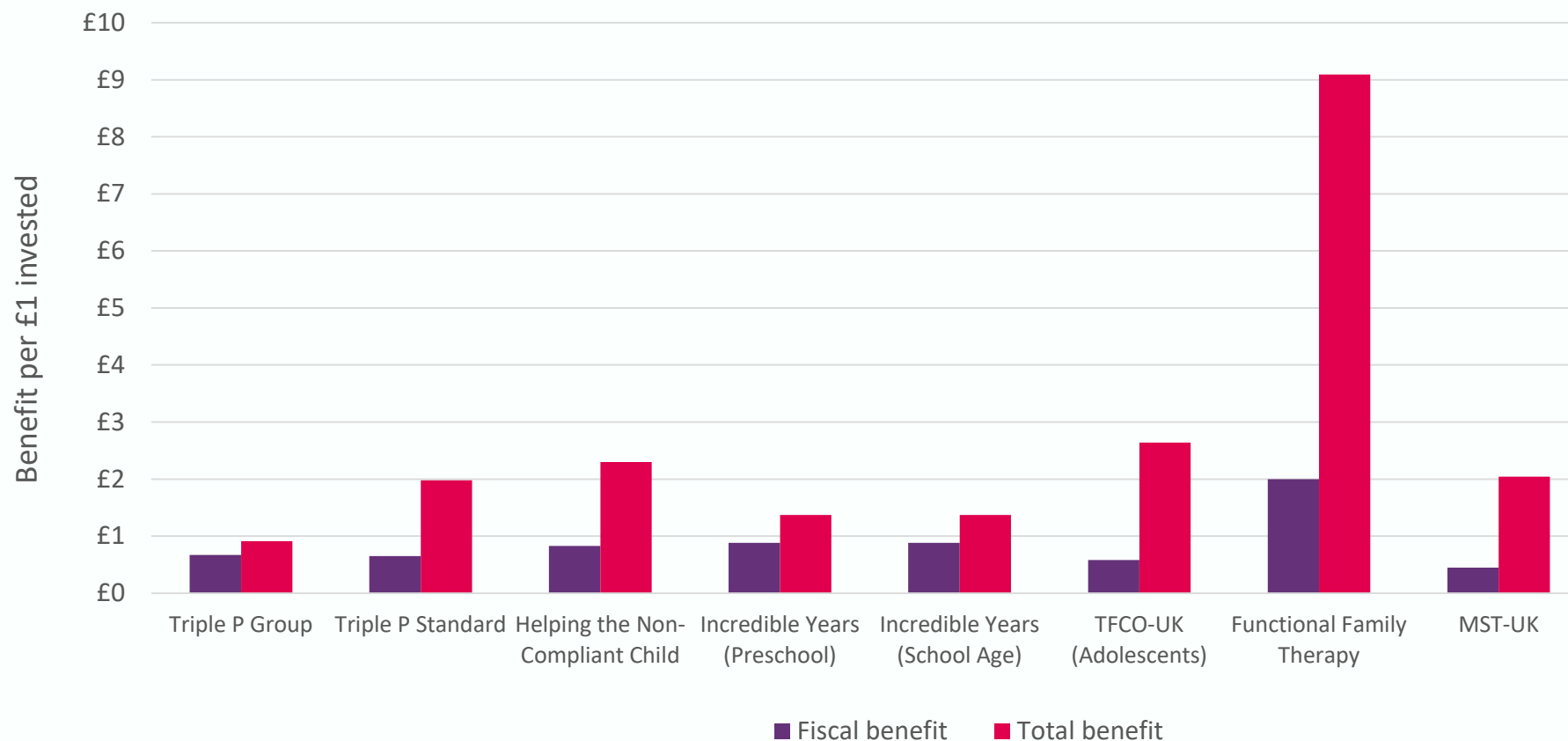
Example 2: offering Functional Family Therapy to 50 high-need families

- Expected cost: $50 \times \text{£}3,585 = \text{£}179,250$
- Expected fiscal benefit: $50 \times \text{£}7,167 = \text{£}358,350$
- Expected total benefit: $50 \times \text{£}32,573 = \text{£}1,628,650$



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Return on investment: comparison of costs and benefits for example programmes

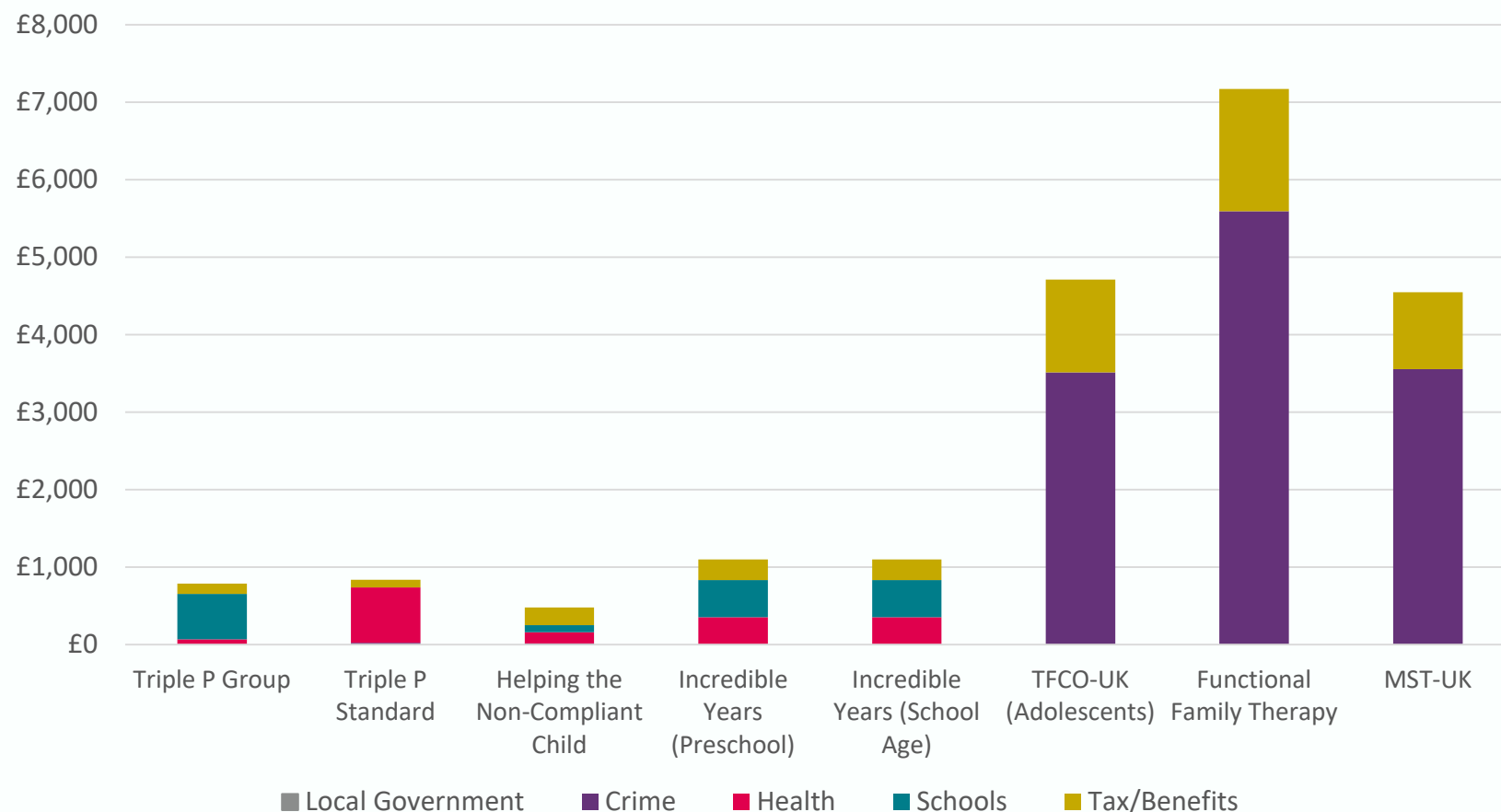


- Functional Family Therapy has the highest fiscal and total benefits per £1 invested. This is driven by estimated reductions in youth crime as result of the programme.
- Programmes aimed at adolescents are more likely to achieve a fiscal benefit through reduced crime.
- Early years parenting programmes are more likely to demonstrate impacts that are more upstream: improved parenting, child development, etc.



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Which agencies see the fiscal benefits?



- For these programmes, the fiscal benefits that have been quantified through CBA have tended to be savings for partner agencies (such as police, health and schools) or increased tax revenue.
- For intensive programmes that work with older children at risk, a key fiscal benefit is reduced crime (purple bars).
- Some parenting programmes may have benefits for schools (green bars) through estimated reductions in disruptive behaviour.
- Another source of fiscal benefit is higher expected taxes (gold bars) as a result of improved school attainment. If this arises, it is a benefit for HMRC.
- **All figures are per child/family.**



Hypothetical examples: who benefits?

Example 1: offering Incredible Years to 30 families

- Expected cost: $30 \times £1,253 = £37,590$
- Expected fiscal benefit: $30 \times £1,101 = \text{£33,030}$
- Expected total benefit: $30 \times £1,711 = £51,330$
(includes fiscal and non-fiscal benefits*)

* Fiscal benefits can be attributed to agencies, but wider social or non-fiscal benefits cannot

Health share (32%): £10,470
Education share (44%): £14,460
HMRC share (24%): £7,980

Example 2: offering Functional Family Therapy to 50 high-need families

- Expected cost: $50 \times £3,585 = £179,250$
- Expected fiscal benefit: $50 \times £7,167 = \text{£358,350}$
- Expected total benefit: $50 \times £32,573 = £1,628,650$

Police share (78%): £279,700
HMRC share (22%): £78,700



Interpreting CBA results

- **Most parenting and family support programmes do not have CBA figures.** This is not unusual.
 - Rigorous evaluation, long-run evaluation, and CBA are all challenging, time-consuming and expensive.
 - If a programme has no CBA information, that does not mean that it is ineffective or does not provide benefits.
 - The interventions which do have CBA estimates are those which have been continuously and rigorously evaluated over long periods. This is a small and unrepresentative sample of all parenting and family support programmes.
- **The CBA results that are available may not be a comprehensive picture of all potential benefits.**
 - CBAs can only quantify the benefits of outcomes that evaluations have measured. Evaluations cannot and do not measure every possible outcome.
 - It may be difficult for programmes, especially early years parenting programmes, to demonstrate impact on children's social care demand directly. Evaluations may not have access to the long-term (and perhaps highly sensitive) data that would be needed to show this.
 - It also is possible that some measured outcomes, such as improved child behaviour, offer potential benefits for LAs. But this may depend on local arrangements so existing CBAs have not taken this into consideration.
- The CBA evidence here indicates that partner agencies (such as the police) may be likely to benefit from parenting and family support programmes. It is important to make this case locally in partnership discussions across local government and PCCs and the police about funding and investing in such programmes.
- If you are implementing a programme locally and evaluating its impacts/benefits, we would love to hear about your experiences and share your lessons – please do get in touch.

Applying CBA results

1 of 2

- These CBAs relate to a very select and specific group of branded programmes, which may or may not be similar to what you are providing locally.
- The costs and benefits are not annual or initial amounts. They are cumulative totals based on adding up a forecast over a very long period into the future, in order to calculate a total lifetime amount (eg earnings).
- Further details on how exactly costs and benefits were calculated, and the economic and statistical analysis involved, is available through by the [Washington State Institute for Public Policy](#) in the US.
- These figures are based on past evaluations in other contexts and locations (outside the UK). The figures also depend on economic and population assumptions, which are context- and country-specific.
- All of the original cost-benefit figures are specific to the US – using Washington/US population, fiscal and economic figures.
- In all cases except Helping the Noncompliant Child, these figures have been adapted using UK population, fiscal and economic figures. More information on how this was done is available in the ‘Investing in Children’ report. This work was carried out by the Social Research Unit at Dartington. However, this is not a proper substitute for actual UK-based cost-benefit analysis.

Applying CBA results

2 of 2



- These CBAs can inform but not replace your own local analysis of potential programme benefits. They should not be taken as a guarantee of the type and scale of benefits you can expect in your local area.
- It not possible to estimate the 'transferability' of these CBA results to different UK local authorities. While this is undoubtedly important, local system and population context are always evolving and can be very difficult to measure and account for.
- Local workforce capability and system features (eg thresholds, referral pathways, other interventions available elsewhere in the system) will play a crucial role in determining how this analysis might need to be adjusted. However, that information will only available to you, if at all. Therefore such an exercise is best attempted locally.
- If you want analysis of your own current or future provision in your area, these figures are not recommended. It is likely to be more useful to attempt to create your own CBA. The next section contains tools for doing this.

Conclusions and key messages

1 of 2



1. **There is a strong rationale for intervening early to support parents and families.** This is well-established by research across a range of disciplines, plus data on the costs of late intervention.
2. **The majority of parenting and family support programmes implemented in practice have not been rigorously evaluated for impact.** This means that there is not enough empirical evidence that would enable causal statements to be made about whether these programmes genuinely lead to improved outcomes or reduced costs.
3. A minority of programmes have been rigorously tested in controlled environments. EIF assesses these programmes as 'effective' for the outcomes that evaluation studies measure and report against.
4. **Evaluations tend to focus on direct, intended outcomes of a particular programme.** There may always be other potential outcomes that were not examined, for which the potential effectiveness remains unknown.
5. **Cost-benefit analysis is even more rare than rigorous impact evaluation, because it requires long-term evaluation and data.** The set of programmes with CBA is a small subset of the programmes that have been shown to be effective, which in turn is a small subset of the programmes that may actually be effective.

Conclusions and key messages

2 of 2



6. If a programme has CBA results, that indicates plausible outcomes and benefits given existing evaluation evidence in other contexts. **It does not guarantee what benefits will arise in future or in other areas and therefore cannot be the sole basis for commission decisions.**
7. If a programme does generate benefits, they may accrue to a range of agencies. There is a case for joint commissioning between local authorities and partners such (eg police/PCCs) who also have an interest in the outcomes delivered.
8. Local CBA and appraisal – taking into account a range of evidence, as well as local needs, referral pathways, fit within broader system and offer, as well as quality and feasibility of implementation – will generally offer a more reliable assessment of a programme’s potential benefits. **EIF calls this ‘intelligent commissioning’.**

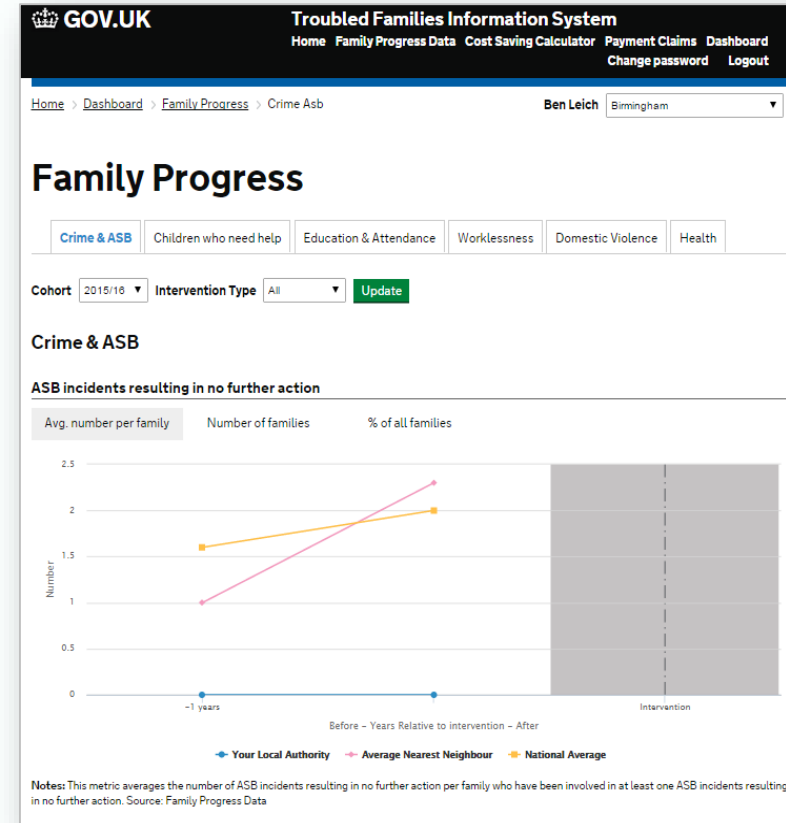


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Resources for conducting your own cost-benefit analysis and evaluation

Troubled Families Information System (TFIS)

- Provides aggregated linked administrative data on outcomes, also being shared with all local authorities delivering the programme through an online portal.
- Outcomes data for families before and after starting on the programme.
- Ability to compare your outcomes with national average and your nearest statistical neighbours and to receive cost-benefit analysis based on these outcomes.
- There are almost 40 outcomes measures included in the tool covering the programme criteria:
 - Crime and antisocial behaviour
 - Children who need help
 - Education and attendance
 - Worklessness
 - Domestic violence
 - Health





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Greater Manchester Unit Cost Database

- Database of service unit costs for a range of public services across the following themes: crime, education and skills, employment and economy, fire, health, housing and social services.
- Costs are broken down into fiscal and non-fiscal components. Fiscal component is broken down by agency where applicable. Below is an example for crime-related unit costs.

Outcome detail	Cost / saving detail	Unit	Agency bearing the cost	Fiscal Cost	Economic Cost	Social Cost
ANTI-SOCIAL BEHAVIOUR	Anti-social behaviour further action necessary (cost of dealing with incident)	Per incident	Police	£ 673		
DOMESTIC VIOLENCE	Domestic violence - average cost per incident (fiscal, economic and social values)	Per incident	Multiple	£ 2,836	£ 1,692	£ 7,803
OFFENDING	Offender, Prison Average cost across all prisons, including central costs (costs per prisoner per annum)	Per person per year	Criminal Justice System	£ 34,840		
YOUTH OFFENDING	Youth offender, average cost of a first time entrant (under 18) to the Criminal Justice System in the first year following the offence	Per year	Criminal Justice System	£ 3,620		

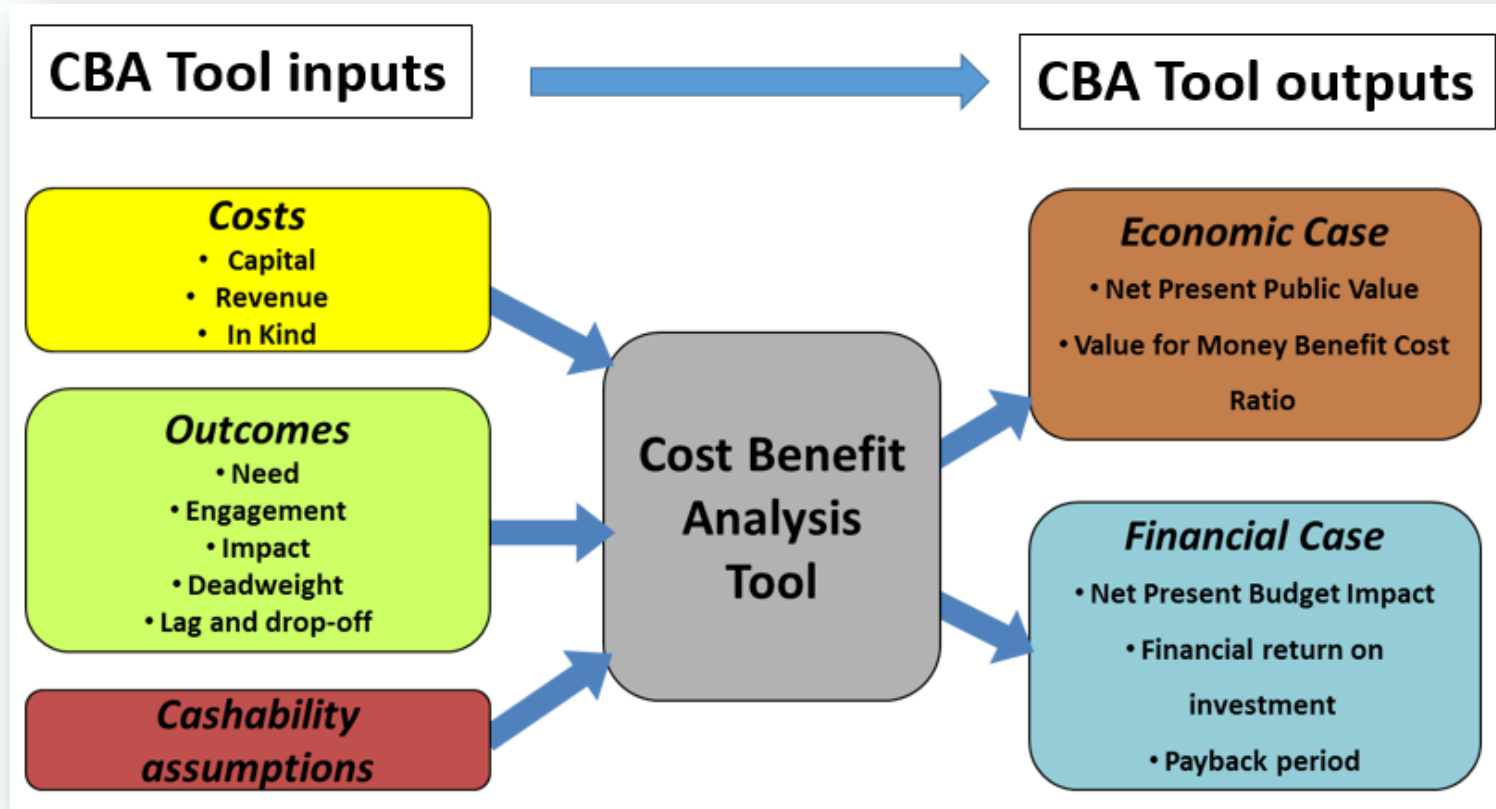
[Access the Greater Manchester Unit Cost Database](#)



Greater Manchester Cost-Benefit Analysis Tool

1 of 3

- This model allows you to produce bespoke cost-benefit analysis and financial modelling for a range of local interventions or new public service approaches. It is endorsed by HM Treasury and DCLG for business cases.



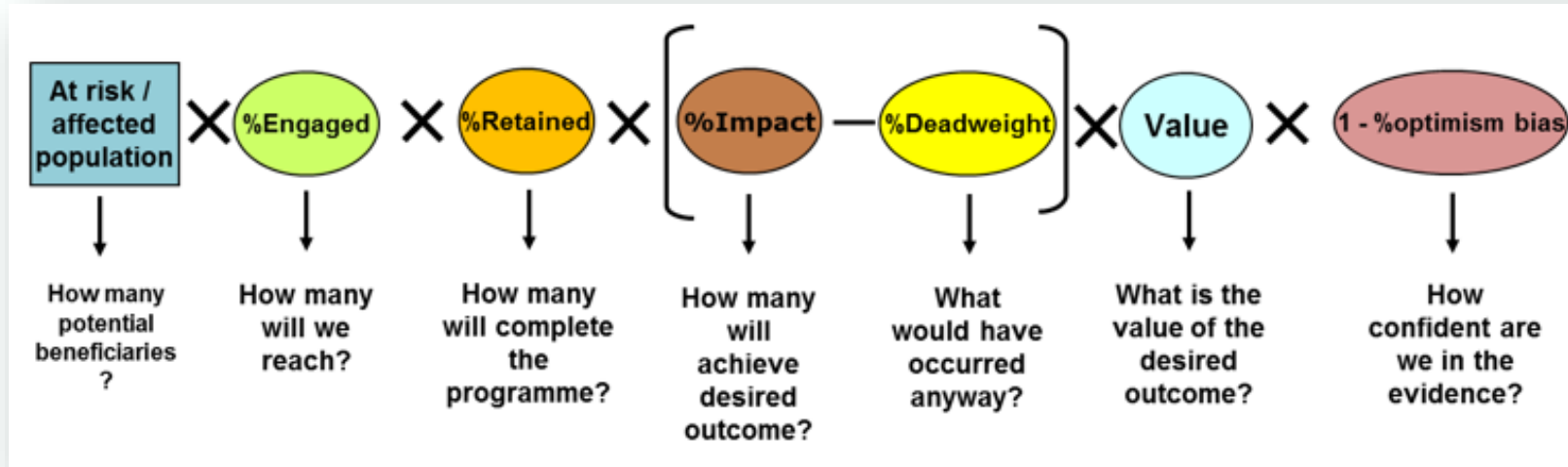
[Access the Greater Manchester Cost-Benefit Analysis Tool](#)



Greater Manchester Cost-Benefit Analysis Tool

2 of 3

- For each outcome of the new intervention, the CBA Tool calculates an expected benefit using this process:



[Access the Greater Manchester Cost-Benefit Analysis Tool](#)



Greater Manchester Cost-Benefit Analysis Tool

3 of 3

- Assumptions are fed in about expected levels of engagement, retention, impact and deadweight from the new intervention.

B	D	E	F	H	J	L	N	P	R	T
Outcomes	Benefits	Who does benefit accrue to?	Target population	Affected population / Predicted incidents	Level of engagement with the affected population (%)	Retention rate (%)	% impact (effectiveness of changing skills / attitudes / behaviours)	% deadweight	Unit fiscal benefit (£)	Unit public value (economic) benefit (£)
Increased employment (reduced benefits payments and health impact)	1) Fiscal benefit of moving people off benefits and into work 2) Improved health outcomes 3) Increased income	1) DWP/HMT							£ 9,800	£ 14,044
		2) DH							£ 8,632	£ 12,568
		3) Individuals							£ 7,570	£ 8,701
Improved skill levels	Increase in earnings amongst residents achieving Level 2 NVQ	Population without Level 2 qualifications							£ 83	£ 443
	Increase in earnings amongst residents achieving Level 3 NVQ progressing from Level 2	Population qualified to Level 2 but not qualified to Level 3+							£ 513	£ 921
Mental health	Reduced health cost of interventions	NHS/Individuals							£ 830	£ 3,841
A&E attendance	Reduced cost of unnecessary attendance	NHS							£ 64	

[Access the Greater Manchester Cost-Benefit Analysis Tool](#)

HM Treasury business case resources



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Supporting public service transformation:

cost benefit analysis guidance for local partnerships

April 2014

Download at
<https://www.gov.uk/government/publications/supporting-public-service-transformation-cost-benefit-analysis-guidance-for-local-partnerships>



HM TREASURY

THE GREEN BOOK

Appraisal and Evaluation in Central Government

Note explaining changes made to the Green Book in July 2011:

This is the 2003 edition of the Green Book. However, pages 57-58, which deal with the valuation of non-market goods have been updated alongside the release of a Green Book discussion paper on this subject - Fujiwara and Campbell (2011), Valuation Techniques for Social Cost Benefit Analysis: Stated Preference Revealed Preference and Subjective Well-Being Approaches.

The changed text on pages 57-58 has been highlighted in red within this updated document. Because of the changes there is some duplication of paragraph numbers, and there is some change to the sequence of footnotes in this section.

Treasury Guidance

LONDON:TSO

Download at
<https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government>



Other business case resources

- Making an early intervention business case: what should it look like?
<http://www.eif.org.uk/publication/making-an-early-intervention-business-case-what-should-it-look-like/>
- Making an early intervention business case: evidence and resources
<http://www.eif.org.uk/publication/making-an-early-intervention-business-case-evidence-and-resources/>
- Making an early intervention business case: checklist and recommendations for cost-benefit analysis
<http://www.eif.org.uk/publication/making-an-early-intervention-business-case-checklist-and-recommendations-for-cost-benefit-analysis/>
- Unit Costs of Health and Social Care 2015
<http://www.pssru.ac.uk/project-pages/unit-costs/2015/>



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EIF resources on 'What works'

EIF Guidebook

1 of 2

- The Guidebook is EIF's main source of information about effective early intervention activity.
- The EIF Guidebook provides information about early intervention programmes that have been evaluated and shown to improve outcomes for children and young people.
- Through a rigorous assessment process, EIF has rated the strength of evidence for a programme's impact and its relative costs.

Evidence rating

2	3	4
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No effect

Rating 2 includes 2+, 3 includes 3+, 4 includes 4+.

Cost rating

1	2	3
4	5	

Child outcomes

- ☐ Supporting children's mental health and wellbeing
- ☐ Preventing child maltreatment
- ☐ Enhancing school achievement & employment
- ☐ Preventing crime, violence and antisocial behaviour
- ☐ Preventing substance abuse
- ☐ Preventing risky sexual behaviour & teen pregnancy
- ☐ Preventing obesity and promoting healthy physical development



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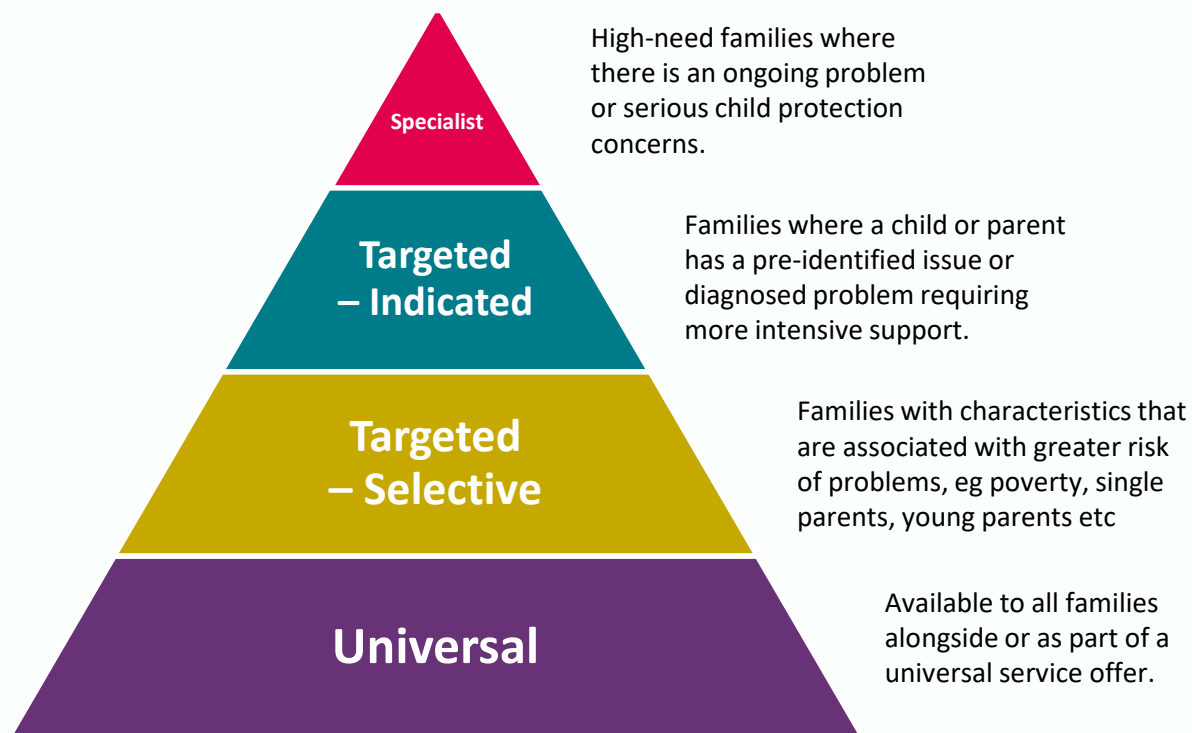
Access the
Guidebook at
<http://guidebook.eif.org.uk/>

- Programmes may be effective for:–

Specific age groups

- ☐ Antenatal
- ☐ Perinatal
- ☐ Infants
- ☐ Toddlers
- ☐ Preschool
- ☐ Primary school
- ☐ Preadolescents
- ☐ Adolescents

A specific level of need



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Access the
Guidebook at
<http://guidebook.eif.org.uk/>

**‘What works?’ is
actually ‘What works
for whom, when?’**

Foundations for Life: effective behaviour-focused programmes

- The following UK-based programmes have been identified by EIF as having been found effective at improving child behaviour for children aged 0–5.

Programme	Child age	Level of need	Delivery model	EIF Cost rating	EIF Guidebook
Empowering Parents, Empowering Communities (EPEC)	1–5	Targeted – Indicated	Group	Low (£0–£99)	Link
Family Check-Up for Children	1–3	Targeted – Selective	Home visiting	Medium-Low (£100–£499)	Link
Helping the Noncompliant Child	3–5	Targeted – Indicated	Individual	Medium (£500–999)	Link
Incredible Years Preschool	3–5	Targeted – Indicated	Group	Medium-Low (£100–£499)	Link
New Forest Parenting Programme	3–5	Targeted – Indicated	Individual	Medium (£500–£999)	Link
Triple P Level 3 Discussion Group	0–5	Universal	Group	Low (£0–£99)	Link
Triple P Level 4 Group	0–5	Targeted – Indicated	Group	Low (£0–£99)	Link
Triple P Level 4 Standard	0–5	Targeted – Indicated	Individual	Medium-Low (£100–£499)	Link

- Download** [Foundations for Life: What Works to Support Parent Child Interaction in the Early Years](#)