

# Measuring aggregate vulnerability in childhood

Vulnerability Technical Report 1

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# Acronyms

Acronym	Meaning
CIN	Children in Need
CLA	Children looked after
ССО	Children's Commissioner's Office
SEN	Special Educational Needs
LA	Local Authority
SGOs	Special Guardianship Orders
NRM	National Referral Mechanism
EHC	Education, Health and Care plan
АР	Alternative Provision
PRUs	Pupil Referral Units
LFS	Labour Force Survey
FRS	Family Resources Survey
APMS	Adult Psychiatric Morbidity Survey
NEET	Not in Education, Employment or Training
ONS	Office for National Statistics
DfE	Department for Education
DWP	Department for Work and Pensions
МН	Mental Health
СРР	Child Protection Plans
NHS	National Health Service
FGM	Female Genital Mutilation
CSEW	Crime Survey for England and Wales
TF	Troubled Families

# Introduction

#### Background

The robust measurement of vulnerable children and young people in England can assist practitioners and policymakers to assess needs, identify gaps in provision, and understand trends in order to develop targeted services to improve outcomes. However, there are two key challenges encountered when attempting to quantify the number of vulnerable children. Firstly, gaps in data collection can lead to limited knowledge on children with certain characteristics. Secondly, it is common for children to face multiple vulnerabilities, leading to overlaps that are challenging to estimate.

With this in mind, the Children's Commissioner's Office launched the Measuring Vulnerability Project. In the first phase of the project, Alma Economics provided preliminary estimates of the number of children in 29 groups associated with vulnerability. The initial evidence review assessed the quality of data sources, identified limitations and gaps in the relevant datasets and statistics, and provided recommendations to improve future data collection practice. In addition, various information sources (e.g. data, statistics, peer-reviewed literature) were combined to obtain preliminary estimates of the number of children in 4 aggregate types of vulnerability.

The second phase of the project aims to extend the original analysis by:

- 1. increasing the number of groups of vulnerable children estimated
- 2. collecting time-series and disaggregated characteristics (e.g. age groups)
- 3. building on estimates of co-occurrence of several characteristics of vulnerability produced in the first phase and presenting a revised aggregate framework

#### Aim

In consultations with key government and non-government stakeholders, the CCO has developed a framework for understanding different experiences of vulnerability and unmet need. From these consultations, three aggregate vulnerability types were constructed:

- 1. Type I: Children receiving statutory support
- 2. Type II: Children with complex family needs
- 3. Type III: Children with health-related vulnerabilities

The groups included within each aggregate type are summarised in Table 1. In addition, we have estimated a headline number of the total number of children within each aggregate type, taking into account overlaps between groups.

The aim of this technical report is to discuss the data sources for each group within the aggregate types and the methodology for obtaining the headline numbers.

## **Table 1:** Vulnerability types and groups of vulnerable children

Type I: Children receiving statutory support	Type II: Children with complex family needs	Type III: Children with health-related vulnerabilities
<ul> <li>Children in care</li> <li>Children in secure settings         <ul> <li>Immigration detention</li> <li>Youth Custody</li> <li>Mental health secure Tier 4</li> <li>Secure welfare accommodation</li> </ul> </li> <li>Children in Need (CIN)</li> <li>Children who are subject of Child Protection Plans</li> <li>Children with prior care experience         <ul> <li>Former Relevant Children and Qualifying children</li> <li>Children who have been sexually abused or exploited</li> </ul> </li> <li>Children who have been sexually abused or exploited</li> <li>Children who have been victims of FGM</li> <li>Children who have been victims of FGM</li> <li>Children with SEN statements or Education, Health and Care (EHC) plan</li> <li>Children at risk of forced marriage</li> <li>Children believed to be radicalised</li> <li>Children health and Sylum Seeking Children</li> <li>Children missing from mainstream education</li> <li>Children in Alternative Provision &amp; Pupil Referral Units</li> <li>Children who are homeless or who are in insecure/unstable housing</li> </ul>	<ul> <li>Children in low-income families and materially deprived</li> <li>Children of prisoners</li> <li>Children whose parents use substances problematically</li> <li>Children exposed to Domestic Violence &amp; Abuse</li> <li>Children with mental-ill health in the family</li> <li>Young carers</li> </ul>	<ul> <li>Children who have SEN         <ul> <li>Children with SEN support (without statements or EHC plans)</li> <li>Children with SEN statements or EHC plans</li> </ul> </li> <li>Children with physical ill- health         <ul> <li>Children with physical ill- health</li> <li>Children with a limiting longstanding illness</li> <li>Children with a limiting longstanding illness</li> <li>Children with mental health (MH) difficulties</li> <li>Children with low-level MH conditions</li> <li>Children receiving MH treatment</li> <li>Children receiving in- patient MH treatment</li> </ul> </li> </ul>

# Methodology

While every effort has been made to produce headline numbers that are as accurate as possible, it is important to stress that the estimates presented in this report should be seen as preliminary and approximate. More robust headline figures can be obtained with access to detailed administrative data.

As previously noted, children with complex needs can often be included in multiple groups of vulnerability (e.g. a child whose parents use substances problematically may also be exposed to domestic violence and abuse). Consequently, to arrive at the total number of children in each of the three aggregate types, we needed to account for overlaps between the lower-level groups.

#### **Data quality**

To estimate the number of children in each group and the potential overlaps we used official statistics where possible. If no accurate data sources were available, we utilised literature or made analytical assumptions. The quality of each data source has been assessed using the criteria outline in Table 2.

Ref	Type of data/statistics	Description	Accuracy
1a	Population statistics - National statistics	Data or statistics which has been extracted from administrative datasets and designated as National Statistics by the UK Statistics Authority	Accurate
1b	Population statistics - Official statistics	Data or statistics which has been extracted from administrative datasets and published by government departments but are not designated as National Statistics	Accurate
2a	Official estimates – National statistics	Estimates based on survey data (e.g. Labour Force Survey, Family Resources Survey) designated as National Statistics by the UK Statistics Authority	Accurate estimates
2b	Official estimates – Official statistics	Estimates based on survey data (e.g. Labour Force Survey, Family Resources Survey) and provided by government departments but not designated as National Statistics	Accurate estimates
3	Experimental estimates	Newly developed or innovative statistics in early stages of testing and quality assessment	Experimental
4	Non-official estimates based on assumptions and/or survey data	Estimates obtained from academic literature or other non-official sources, including analytical assumptions	Non-official estimates

#### Table 2: Data quality assessment framework

#### **Stocks**

A reoccurring issue in our analysis was limited information on the number of children currently in a particular group. Ideally we would like to know the number of children in each vulnerability group at a particular day in the year, also referred to as the 'stock' of children, or a snapshot of the number of children on that day. However, for some groups we had information only on the number of children entering or leaving the group during the reporting period. For example, there are official statistics reporting on the number of children who became the subject of a Special Guardianship

Order (SGO) during the past year but there is no information on all children currently in SGOs in England. Where relevant and possible, we have provided estimates of the stock.

#### Age

As the data and statistics collated come from various sources using different data collection methodologies, the definition and reporting of children and young people varies. For example, in the Department for Education's (DfE) Children in Need and Children Looked after statistics, age is disaggregated from unborn to 16 years and over. In contrast, the Home Office's data regarding the Prevent Programme only reports the number for all children aged 0 to 14. Where possible, we standardised the reporting approach to capture children aged 0 to 17 years old.

#### **Time period**

As discussed above, the data and statistics used in this report come from a wide range of different sources. Each data source has different publication dates and different reporting periods. For example, the majority of the Department's for Education's (DfE) publications report their data on a financial year basis, while other statistics (e.g. NRM statistics) use calendar years. Another issue is that some of the sources used were updated to report data for the 2017/18 FY, while others will be updated after this report is released. Where possible, we standardised the indicators included in each aggregate type to refer to the same period.

## Data Summary

In order to be able to robustly estimate the total for each aggregate group, we need good quality data on the number of children in each low-level vulnerability group, preferably disaggregated by age and gender and tracked over time. While we have high quality information on some groups, there are a range of data quality issues which will need to be addressed in future work.

It should be noted that the data review was finalised on the 21<sup>st</sup> May 2018 and consequently, any information published after this date is not captured in this report.

#### Well-measured groups

Generally, information for well-measured groups is that which is included in National or Official statistics published on an annual basis with disaggregated information on age, gender and geography. For the majority of these groups, there is also time-series data available for at least the past 10 years.

#### Children receiving statutory care or support

Robust published administrative data is generally available for groups of children who are receiving support from the state. These groups include:

- > Children in care including children in foster care, placed for adoption, placed with their parents, in other placements in the community (including independent living), I secure institutions, children's homes, semi-independent living accommodation, residential schools and other residential settings.
- > Children who are subject of Child Protection Plans (CPP)
- > Children in Need (CIN)
- > Children who have special educational needs and/or disability (SEND)
- > Children in secure settings
- > Young people involved with the criminal justice system/young offenders
- > Children in Alternative Provision/Pupils Referral Units (PRUs)

#### Children characteristics included in large annual surveys

Good estimates are also available for children with characteristics included in large annual surveys (e.g. Family Resources Survey, Labour Force Survey, Annual Population Survey). These groups include:

- > Children in low-income families and materially deprived
- > Children in workless families
- > Young people Not in Education, Employment or Training (NEET)

#### Groups that are not well-measured

There are a range of issues which affect the measurement of vulnerable children in England, including underreporting, issues with disaggregation and data gaps.

#### Gaps

Some of the vulnerability groups included in the review had no publicly available data or statistics and the prevalence estimates have been taken from one-off reports or assumptions based on literature. These groups include:

- > Undocumented children
- > Sexual and gender minority children
- > Children of prisoners
- > Children in locations with concentrated physical toxicity

#### **Under-reporting**

For some groups with vulnerabilities related to criminal activity against children or experiences which are not well-defined, the official data only provides a snapshot of children who are reported to social care services, police or health providers. It is likely that there are children requiring support who have not been identified by the state. Groups affected by these issues include:

- > Children believed to be radicalised
- > Children at risk of forced marriage
- > Children who have been victims of FGM
- > Children who are homeless or who are in insecure/unstable housing

#### Survey-based estimates

For groups with thresholds that are challenging to define, survey-based estimates are frequently the only source of information. Surveys usually include self-reporting, which may lead to an underestimation of the prevalence of the issue. For example, with children whose parents use substances problematically, it is challenging to identify what level of substance misuse has a substantial impact on the children in the household. Groups affected by these issues include:

- > Children who have experienced maltreatment
- > Children whose parents use substances problematically
- > Children with parental mental ill- health
- > Children exposed to domestic violence & abuse
- > Children living with friends or wider family (informal kinship care)
- > Children in families with poor inter-parental relationship

# Type I - Children receiving statutory support

This type of vulnerability refers to children who have established vulnerabilities identified by the state. These children are either accommodated by the state (e.g. children in secure welfare accommodation) or receive statutory support and services (e.g. Children in Need). Table 3 lists the groups included in this aggregate together with the number of children in each group and information on the data source and the quality of the estimate.

Children in these groups are usually well-represented in the administrative datasets. Consequently, the vast majority of figures in Table 3 are collected from Official and National statistics.

#### Key data issues

#### Children in care

In Table 3, the figures for all children in care have been reported alongside the data for children in each placement type. It should be noted that due to rounding and a few children recorded as in "other placements"<sup>1</sup>, there may be discrepancies between the headline figure and the lower level groups. We have combined some of the smaller groups (i.e. Children placed within secure units, children's homes and semi-independent living accommodation) for ease of reporting but the individual breakdown is available from in the source data.

#### **Children in secure settings**

Children in England are held in various forms of secure settings, including immigration detention, youth custody, mental health secure Tier 4 and secure welfare accommodation. While the majority of data for this group are either National or Official statistics reporting accurate numbers of children, the number reported for mental health secure Tier 4 are experimental and thus considered less reliable. Moreover, the number reported relates to episodes rather than children, and hence may be an overestimate of the actual number of children. In terms of immigration detention, it is interesting to note that while there were there no children in detention on 31<sup>st</sup> December 2017 around 42 children entered and left immigration detention during 2017.<sup>2</sup>

#### Children in need

The Children in Need statistics were previously designated as National Statistics but an inconsistency was identified with the 'Children in need at any point during the year' and the 'Children ended an episode of need' numbers. While these issues do not affect the headline measures, the statistics have been de-designated while the methodology is reviewed.<sup>3</sup> Also it should be noted that the figures reported in Table 2 do not include unborn children, for consistency with the other groups in the type.

<sup>&</sup>lt;sup>1</sup> On 31<sup>st</sup> March 2017, there were 160 children in "other placements".

<sup>&</sup>lt;sup>2</sup> Home Office - Immigration Statistics

<sup>&</sup>lt;sup>3</sup> More information available at: <u>https://www.gov.uk/government/statistics/characteristics-of-children-in-need-2016-to-2017</u>

#### Children subject to special guardianship orders (SGOs)

The CLA statistics only report the number of children obtaining an SGO during the year, rather than the stock of children in SGOs. To estimate the stock, we used data from DfE's publications *Children looked after in England (including adoption) 2016/17* and *Beyond the Adoption Order: challenges, interventions and adoption disruptions*. The CLA statistics provided us with the number of children leaving care with SGOs, while Selwyn et al. 2014<sup>4</sup> was used to estimate disruption rates.

Adding up the number of children becoming the subject of an SGO from 2006<sup>5</sup> to 2017 would give us an overestimate of the real number, as some of the SGOs have been disrupted over the years. An SGO is disrupted either because the child has reached 18 years of age, or because the placement was not successful and the child returned to care. To account for these possibilities, we estimated the number of children becoming adults by March 2017 and the number of children with unsuccessful placements.

To estimate the number of children becoming 18 years old by March 2017, we used the data on age groups in *Children looked after in England (including adoption) 2016/17* for the years 2013-2017 and the following assumptions:

- > age group proportions for 2006-2012 equal the average proportions for the years 2013-2017 (e.g. if from 2013-2017, 57% of children becoming the subject of an SGO were aged 0-4, the same is assumed to be true for 2006-2012).
- > Children are equally distributed over the single years in the age bands provided in the data (0-4,5-9,10-15, 16+).

To estimate the number of children who returned to care, the disruption rates estimated by Selwyn et al. 2014 were utilised. They estimated that 1% of SGOs are disrupted during the first year, 2.1% over a period of 2 years, 2.8% over a period of 3 years, 3.6% in 4 years and 5.7% over a period of 5 years. To be able to provide an estimate for the whole period between 2006 to 2017, we assumed that disruption rates were 5.7% for periods longer than 5 years.

#### Children who have been sexually abused/exploited

The *Characteristics of Children in Need* statistics report the number of episodes with different factors reported at the end of CIN assessment (e.g. CIN episodes with "Child Sexual Exploitation" factor identified at the end of assessment). To identify how these episodes related to individual children, DfE has undertaken internal analysis of the CIN census data. Of course this only includes children assessed as CIN and so is a considerable underestimate of the true number of children in the wider population who may have been sexually abused or exploited.

#### Children with special education needs (SEN)

The number of children with SEN statements or EHC plans aged 0-17 is limited to children in statefunded primary, secondary and special schools and consequently the number reported does not include pupils in other school types such as independent and general hospital schools or further education institutions. The figure provided is considered to be an underestimate of to the number of children identified as requiring SEN support.

<sup>&</sup>lt;sup>4</sup> Selwyn et al. (2014). Beyond the Adoption Order: challenges, interventions and adoption disruption. Department for Education.

<sup>&</sup>lt;sup>5</sup> SGOs were introduced in December 2005 (Selwyn et al. (2014)

#### Children who are homeless or who are in insecure/unstable housing

As age disaggregated information was not available for the number of children who are living in households in temporary accommodation, the reported figure includes unborn children.

#### Calculating the aggregate estimate

#### Children in Need

Many of the indicators presented in Table 3 are included in the number reported for CIN.

The following indicators are part of the CIN numbers:

- > Children who are subject to Child Protection Plans (CPPs)
- > Children who were the subject of a child protection plan with initial category of abuse: neglect, physical abuse, emotional abuse and sexual abuse
- > Children with "Child Sexual Exploitation" factor identified at the end of CIN assessment
- > Children with "Sexual abuse" factor identified at the end of CIN assessment
- > Children with "Female Genital Mutilation" factor identified at the end of CIN assessment
- > Children with "Young carer" factor identified at the end of CIN assessment
- > Children in care
- > Children in care Foster care
- > Children in care Placed for Adoption
- > Children in care Placement with parents
- > Children in care Other placements in the community (incl independent living)
- > Children in care Secure units, children's homes and semi-independent living accommodation
- > Children in care Other residential settings (incl. residential schools)

#### Data sources – overlaps

Statistics published by DfE provide valuable information on how groups within this aggregate type intersect. The following insights have been used to calculate the headline aggregate number:

- DfE's Children in need of help and protection release reports that 2% of school-aged CIN attend AP Independent or Non-maintained special schools, 2% of school-aged CIN attend PRUs/AP academies or free schools and 0.4% of school-aged CIN attend other AP. By using these estimates we calculated that 5,371 CIN are in AP/PRUs.
- > Similar information as above is reported for Children in care. The estimated overlaps are reported in Table 4, but as Children in care are included in the number of CIN, the estimates were not used in the calculations.
- The Statutory homelessness and prevention and relief publication by the Ministry of Housing, Communities and Local Government reports that 120,510 CIN were living in households in temporary accommodation. After consultations with government officials, we've been advised that there is no available information on the number of children in temporary accommodation who are also CIN. However, the expected overlap is probably high. In order not to overestimate the final number we assumed that 1/3 of children in temporary accommodation are also CIN.

- > DfE's *Children looked after in England (including adoption)* reports that 1,580 children in care have also been involved with the criminal justice system (cautioned or sentenced).
- DfE's Special educational needs in England reports that 17,151 pupils in AP/PRUs have SEN statements or EHC plans (including AP/PRUs, Non-maintained special schools and Independent special schools). It should be noted that not all independent special schools are funded by LAs and thus some of the children in our estimate are not in LA Alternative Provision. Consequently, our estimate is expected to overestimate the real overlap.
- > Internal analysis of the CIN census by the DfE provided us with the information that 15,410 children were identified with the factor "Young carer" at the end of CIN assessment.

Annex 1 outlines additional overlap data found and provides more detail on data sources.

Some of the overlaps identified were not relevant to this exercise, due to small numbers or data quality issues, and consequently were not considered in our assessment.

#### Method

The following assumptions were made regarding the intersection of the groups in aggregate Type I:

- 1. SGOs do not overlap with any other groups within this aggregate type. We acknowledge there could be a potential overlap between CIN and SGOs but we do not have access to information on the extent of this overlap.
- 2. There are many groups for which we do not have information on how they interact with other groups but it is expected that the numbers would be small and they would be largely captured in the larger groups. In particular, the following groups were not included in the calculations because (i) we have no information about their interactions with other groups, (ii) they are expected to be largely included in the larger groups (e.g. CIN), and (iii) the number is smaller than 0.5% of the aggregate number and thus will not substantially affect the final estimate :
  - > children in youth custody
  - > children in mental health secure Tier 4
  - > children in welfare accommodation
  - > Former Relevant Children and Qualifying Children
  - > children referred to the NRM
  - > children recorded in the FGM dataset
  - > children supported by the Forced Marriage Unit, and
  - > children who have received Channel Support

Overall, the headline number was calculated by first adding the figures for i) Children in Need, ii) children in SGOs, iii) children with SEN statement or EHC plans, iv) pupils in LA alternative provision/PRUs, v) Children entered the Criminal Justice System, vi) young carers, and vii) children living in households in temporary accommodation. Each overlap identified in the data sources section above and shown in Annex 1 was then subtracted from the total. The estimated number has been rounded to the nearest 10,000.

The number of Children in care, the overlap of children in care with pupils with SEN statements or EHC plans and the overlap between Children in care and pupils in LA AP/PRUs were not taken into account in the calculations because they are already accounted for as part of the CIN group.

#### Table 3: Groups of vulnerable children in Type I

Group Name	Indicator	Number	Age	Time	Data Source	Data Quality <sup>6</sup>
Children in care	Children looked after at the end of the year	72,670	0-16+	31.03.2017	Department for Education (DfE) - Children looked after (CLA) in England including adoption	1a
<b>Children in care</b> Foster care inc fostered with friends/family	Children in foster placements	53,420	0-16+	31.03.2017	DfE - CLA in England including adoption	1a
<b>Children in care</b> Placed for adoption	Children placed for adoption	2,520	0-16+	31.03.2017	DfE - CLA in England including adoption	1a
<b>Children in care</b> Placement with parents	Children placed with their parents	4,370	0-16+	31.03.2017	DfE - CLA in England including adoption	1a
<b>Children in care</b> Other placements in the community	Children placed within the community, including independent living	3,090	0-16+	31.03.2017	DfE - CLA in England including adoption	1a
<b>Children in care</b> Secure units, children's homes and semi- independent living accommodation	Children placed within secure units, children's homes and semi-independent living accommodation	7,890	0-16+	31.03.2017	DfE - CLA in England including adoption	1a
<b>Children in care</b> Other residential settings	Children placed either in other residential settings (e.g. residential care homes, NHS trust etc.), or residential schools	1,210	0-16+	31.03.2017 DfE - CLA in England including adoption		1a
Children in secure settings immigration detention	Children in immigration detention at the end of the year	0	0-17	31.12.2017	Home Office - Immigration statistics	1a
<b>Children in secure settings</b> Youth custody	Custody population for under 18 year olds	833	0-17	31.03.2017	Ministry of Justice and Youth Justice Board for England and Wales - Youth Justice Board Statistics - Youth Custody Report	1b

<sup>&</sup>lt;sup>6</sup> See Table 2 for detailed summary. 1a. Population statistics - National Statistics, 1b. Population Statistics- Official Statistics, , 2a. Official estimates - National Statistics, 2b. Official Estimates - Official Statistics, 3. Experimental estimates, 4. Non-official estimates based on assumptions and/or survey data

Children in secure settings Mental health secure Tier 4	Mental health detention episodes for children	1,044	0-17	FY 2016/17	NHS Digital - Mental Health Act Statistics	3
<b>Children in secure settings</b> Secure welfare accommodation	Children in secure children's homes at 31 March (Children placed by local authority on welfare grounds)	90	0-17	31.03.2017	DfE - Children accommodated in secure children's homes	1a
Children in Need (CIN)	Children in need at 31 March	382,450	0-16+	31.03.2017	DfE - Characteristics of CIN	1b
Children who are subject of Child Protection Plans	Children who were the subject of a CPP at the end of the year	49,950	0-16+	31.03.2017	DfE - Characteristics of CIN	1b
<b>Children with prior care</b> <b>experience</b> Former Relevant Child and Qualifying Children	All children who had been looked after for at least 13 weeks which began after they reached the age of 14 and ended after they reached the age of 16	620	17	2016/17	DfE - CLA in England including adoption	1a
Children with prior care	Children who ceased to be looked after during the year subject to a SGO	3,690	0-18	2016/17	DfE - CLA in England including adoption	1a
experience Children who are subject to a Special Guardianship Order (SGO)	Stock of children who are currently subject to a SGO	23,000	0-18	end of FY 2016/17	Alma estimate using data from DfE's publications': (I) CLA in England (including adoption) 2016/17, (ii) Beyond the Adoption Order: challenges, interventions and adoption disruptions.	4
	Children who have been sexually exploited and referred to the National Referral Mechanism	505	0-17	2017	National Crime Agency (NCA) - NRM statistics	2b
Children who have been identified as sexually abused or exploited	Children who were the subject of a child protection plan with initial category of abuse: sexual abuse	2,260	0-16+	31.03.2017	DfE - Characteristics of Children in Need	1b
	Children with factor "Child Sexual Exploitation" at the end of CIN assessment	18,270	0-16+	2016/17	DfE - CIN census, internal analysis	4

	Children with factor " sexual abuse" at the end of CIN assessment	29,170	0-16+	2016/17	DfE - CIN census, internal analysis	4
	Children with factor "Trafficking" at the end of CIN assessment	1,400	0-16+	2016/17	DfE - CIN census, internal analysis	4
Children who have been trafficked	Children who have been exploited (Labour exploitation, unknown exploitation type and domestic servitude) and referred to the National Referral Mechanism	1,456	0-17	2017	NCA- NRM statistics	2b
Children who have been identified as neglected	Children who were the subject of a child protection plan with initial category of abuse: neglect	24,590	0-16+	31.03.2017	DfE - Characteristics of Children in Need	1b
Children who have been identified as physically abused	Children who were the subject of a child protection plan with initial category of abuse: physical abuse	3,950	0-16+	31.03.2017	DfE - Characteristics of Children in Need	1b
Children who have been identified as emotionally abused	Children who were the subject of a child protection plan with initial category of abuse: emotional abuse	17,280	0-16+	31.03.2017	DfE - Characteristics of Children in Need	1b
Children who have been identified as victims of FGM	Girls recorded in the Female Genital Mutilation Enhanced Dataset by age at attendance	15	0-17	Q4 2017	NHS Digital - FGM enhanced dataset	3
Children who have been identified as victims of FGM	Children with "Female Genital Mutilation" factor identified at the end of CIN assessment	960	0-16+	FY 2016/17	DfE - Characteristics of CIN	1b
<b>Children with SEN</b> Children with SEN statements or EHC plan	Pupils with statements or EHC plans	221,555	0-17	Jan-17	DfE - Special educational needs in England	1a
Children identified as at risk of forced marriage	Children who have been given support or advice by the Forced Marriage Unit	360	0-17	2016	Alma estimate using Foreign & Commonwealth Office/Home Office - Forced Marriage Unit Statistics	4

Children with unresolved immigration status Unaccompanied Asylum Seeking Children (UASC)	UASC looked after at the end of the year	4,560	0-16+	31.03.2017	DfE - CLA in England including adoption	1a
Children believed to be radicalised	Children that received Channel Support	82	0-14	FY 2016/17	HO - Individuals referred to and supported through the Prevent Programme	1b
<b>Children missing from</b> <b>mainstream education</b> Children in Alternative Provision & Pupil Referral Units	Pupils in LA Alternative Provision	21,144	0-17	Jan-17	DfE - Schools, pupils and their characteristics	1a
Children missing from mainstream education Children in Alternative Provision & Pupil Referral Units	Pupils in Pupil Referral Units	15,608	0-17	Jan-17	DfE - Schools, pupils and their characteristics	1a
Children involved with the Criminal Justice System	Youth cautions or court sentences given to children and young people, year ending 31 March	40,558	10-17+	2016/17	Ministry of Justice and Youth Justice Board for England and Wales - Youth Justice Statistics	1a
Young carers	Young carers supported by LAs	33,506	5 - 17	2015/16	Children's Commissioner (2016) Young Carers - The support provided to Young Carers in England	4
Young carers	Children with "Young carer" factor identified at the end of CIN assessment	15,410	0-16+	31.03.2017	DfE - Characteristics of Children in Need	1b
Children who are homeless or who are in insecure/ unstable housing	Children and expected children living in households in temporary accommodation	120,510	IU-17	31.12.2017	DCLG - Statutory homelessness and prevention and relief	1a

#### Table 4: Matrix of overlaps for Type I

	Children in care	Children in immigration detention	Children in youth custody	Children in MH secure Tier 4	Children in secure welfare accommodati on	Children in Need (CIN)	Former Relevant Child and Qualifying Children	Children who are subject to a Special Guardianshi p Order (SGO)	Children who have been sexually exploited and referred to the National Referral Mechanism	Children who have been trafficked and referred to the NRM	Girls recorded in the Female Genital Mutilation Enhanced Dataset	Children with SEN statements or EHC plan)	Children at risk of forced marriage - Children who have been given support of advice by the Forced Marriage Unit	Children believed to be radicalised and who received Channel Support	Pupils in LA Alternative Provision	Children involved with the Criminal Justice System (cautioned or sentenced)	Young carers supported by LAs	Children and expected children living in households in temporary accommodat ion
Children in care *	72,670																	
Children in immigration detention	0	0																
Children in youth custody	250		833															
Children in MH secure Tier 4				1,044														
Children in secure welfare accommodation	170				90													
Children in Need (CIN)	72,670					382,450												
Former Relevant Child and Qualifying Children	0						620											
Children who are subject to a Special Guardianship Order (SGO)	0							23,000										
Children who have been sexually exploited and referred to the National Referral Mechanism									505									
Children who have been trafficked and referred to the NRM										1,456								
Girls recorded in the Female Genital Mutilation Enhanced Dataset											960							
Children with SEN statements or EHC plan	15,935					60,222						221,555						
Children at risk of forced marriage - Children who have been given support of advice by the Forced Marriage Unit													340					
Children believed to be radicalised and who received Channel Support														82				
Pupils in LA Alternative Provision/PRUs	5,371					12,424						17,151			36,752			
Children involved with the Criminal Justice System (cautioned or sentenced)	1,580															40,558		
Young carers supported by LAs						15,410											33,506	
Children and expected children living in households in temporary accommodation						40,170												120,510

# Type II – Children with complex family needs

This aggregate type refers to children who are growing up in environments that might increase their risk of vulnerability. Such vulnerabilities may be related to parental behaviour, parental characteristics or household characteristics. As the groups included in this type are very broad and include a wide range of different levels of vulnerabilities, we have generally tried to use the most conservative measurements available, i.e. we focussed on the highest level of severity within the available indicators.

Table 6 lists the groups included in this aggregate and provides information on the source and quality of each number.

#### Key data issues

#### Children in low-income families and materially deprived children

The Department for Work and Pensions' *Household Below Average Income* release reports that 4% of children are in material deprivation and live in severe low income households (i.e. households with income below 50 per cent of median income and also experiencing material deprivation). To estimate the number of children in England aged 0-17 living in households with material deprivation and severe low income, we applied this percentage to the 2016 ONS mid-year population estimates. We have rounded this estimate to the nearest 1,000.

#### Children whose parents use substances problematically

The CCO analysed data from the 2014 Adult Psychiatric Morbidity Survey (APMS) and found that 3.98% of children aged 0-17 in England live in families where an adult is alcohol or drug dependent.

#### Children exposed to domestic violence & abuse

Using the UK Data Service secure lab access to the ONS Crime Survey for England and Wales (CSEW) 2015/16 data, Vizard et al. (2018) estimate that 7% of children under the age of 16 are living in households affected by domestic abuse in England and Wales.<sup>7</sup> As answers to the CSEW survey are self-reported and the relevant question only focused on the responding adults' experience with domestic violence, this is likely to be an underestimate. To arrive at our estimate for the number of children aged under 17 living in households that report domestic violence, we used the 2016 ONS mid-year population estimate.

#### Children with parental mental ill-health

The DWP's *Improving Lives: Helping workless families* publication uses Understanding Society data to estimate that 2.4% of children in the UK have a mother and father reporting symptoms of anxiety/depression. We applied this percentage to the 2016 ONS mid-year population estimate to find the approximate number of children aged 0-17 in England who have a mother and father

<sup>&</sup>lt;sup>7</sup> Vizard, P., Burchardt, T., Obolenskaya, P., Shutes, I. and Battaglini, M. (2018) Child poverty and multidimensional disadvantage: Tackling "data exclusion" and extending the evidence base on "missing" and "invisible" children, Nuffield Foundation, accessible at : <u>http://sticerd.lse.ac.uk/dps/case/cr/casereport114.pdf</u>

reporting symptoms of anxiety/depression. This estimate assumes that the rate of mental ill-health is similar for the UK and England. However, this figure does not capture children in lone parent families. To fill this gap, we estimated the number of children living with single adults where the adult has severe MH problems. The CCO has analysed APM 2014 data and estimated that 38% of children in households where the responding adult has severe mental health difficulties (1,590,000) live with single adults. Consequently, our figure shows the number of children in households where either both parents have symptoms of anxiety/depression or the single adult in the household has severe mental health difficulties.

The measurement should be treated with caution as it includes data and estimates from two different surveys with different definitions.

#### Young carers

The 2011 Census found that 2.08% of children aged 5 to 17 years old were providing unpaid care. In order to provide an updated estimate of young carers in England, we applied this percentage to the mid-2016 ONS population estimates.

#### Calculating the aggregate estimate

Due to data gaps and partial information, it was challenging to calculate the aggregate estimate for type II in a robust manner. A range of assumptions have been used to bridge gaps and consequently, the final number is considered to be indicative only. Additional work is required to further refine these estimates.

#### The 'Toxic Trio' and low income and material deprivation

The CCO analysed data from the 2014 Adult Psychiatric Morbidity Survey (APMS) and estimated that:

- > Among children in households in the bottom income quintile, 11% of children live in a household where the responding adult has been a victim of domestic violence and abuse in the last year.
- > Among children in households in the bottom income quintile, 6% of children live in a household where the responding adult reports alcohol or drug dependence.
- > Among children in households in the bottom income quintile, 24% of children live in households where the responding adult reports severe mental health issues.
- > Among children with parental mental ill-health, 28% of children are also exposed to domestic violence and abuse.
- > 14% of children with parental mental ill-health have parents who are also alcohol dependent or use illegal drugs.
- > 13.6% of children whose parents are alcohol dependent or use illegal drugs are also exposed to domestic violence and abuse.

In absence of better quality information, we have used these percentages to guide our analysis of overlaps. However, it is important to note that there are several limitations to this methodology. Firstly, 'households in the bottom income quintile' is not the same measure as the one we used for children in low-income families and materially deprived (i.e. children in material deprivation living in severe low income households). However, households in material deprivation and severe low income are expected to be included in households in the bottom income quintile and thus we made the assumption that prevalence rate of other vulnerabilities (e.g. domestic violence and abuse, parental substance misuse) would be similar. Secondly, the APMS is limited to the responding adult

so there may be situations where mental health issues, substance misuse and domestic violence may be present in the household but not captured in the survey response. Finally, the measure we use for children with parental mental ill-health is, as explained above, different to the indicator captured by APMS.

#### Young carers and mental ill-health

Dearden and Becker estimate that 29% of young carers provide care to a family member with mental health problems.<sup>8</sup> The estimate is based on data collected from 87 projects covering a total of 6,178 young carers. As was the case with the groups discussed above, Dearden and Becker refer to mental health problems of a member of the family, while our indicator refers to the households where both parents or the single parent have mental health difficulties.

#### **Population prevalence rates**

There is very little information on children of prisoners and how they intersect with other groups within this aggregate type, and the same is true for young carers (with the exception of how they overlap with the parental mental ill-heath group). In the absence of pertinent information, we have calculated the overlap for this group using population prevalence rates. Table 5 shows population prevalence rates for each group – i.e. the percentage of the population that have the group characteristics/circumstances). These overlaps are most probably under-estimates of the actual numbers, as the prevalence of other complex family needs is expected to be higher among children of prisoners and young carers than in the general population.

Group	Prevalence rate
Children in low-income families and materially deprived	4.00%
Children of prisoners	0.73%
Children of alcohol dependent parents/children of illegal drug users	3.98%
Children exposed to domestic violence & abuse	7.00%
Children with parental mental-ill health	7.58%
Young carers	1.48%

#### Table 5: Population prevalence rates

#### Method

The overlaps calculated by using the above sources are presented in Table 7. The headline number was calculated by adding the figures in Table 6 and then deducting all the intersections between the groups, i.e. the green cells in Table 7.

<sup>&</sup>lt;sup>8</sup> Dearden, C. and Becker, S. (2004) Young Carers in the UK: The 2004 Report London: Carers UK.

#### Table 6: Groups of vulnerable children in Type II

Group Name	Indicator	Number	Age	Time	Data Source	Data Quality <sup>9</sup>
Children in low-income families and materially deprived	Children in material deprivation and severe low income households	471,000	0-17	2016	Department for Work and Pensions (DWP) - Households Below Average Income	2a
Children of prisoners	Children who had a parent in prison at 30 June (snapshot)	86,000	0-17	2006	Williams, K., Papadopoulou, V., and Booth, N. (2012) Prisoners' childhood and family backgrounds, Ministry of Justice Analytical Services.	4
Children whose parents use substances problematically	Children in families where an adult has reported alcohol or drug dependency	469,000	0-17	2016	CCO analysis using data from the Adult Psychiatric Morbidity Survey 2014 (extrapolated using mid-2016 ONS population estimates)	4
Children exposed to Domestic Violence & Abuse	Children in households that report domestic abuse	825,000	0-17	2016	Alma Economics estimates from Vizard et al. (2018) and ONS mid- 2016 population estimates.	4
Children with parental mental ill-health	Children whose mother and father are reporting symptoms of anxiety/depression	289,000	0-17	2016	Alma Economics using estimates from DWP's "Improving Lives: Helping Workless Families" based on data from Understanding Society	4
Children with parental mental ill-health	Children living with single adults where the adult has severe MH problems	604,000	0-17	2016	CCO analysis using data from the Adult Psychiatric Morbidity Survey 2014 (extrapolated using mid-2016 ONS population estimates)	4
Young carers	Young unpaid carers	173,000	5 - 17	2016	Alma Economics - using 2011 Census and mid-2016 ONS numbers	4
Estima	ted headline number			2.14 million		

<sup>&</sup>lt;sup>9</sup> See Table 2 for detailed summary. 1a. Population statistics - National Statistics, 1b. Population Statistics- Official Statistics, , 2a. Official estimates - National Statistics, 2b. Official Estimates - Official Statistics, 3. Experimental estimates, 4. Non-official estimates based on assumptions and/or survey data

#### Table 7: Matrix of overlaps

	Children in material deprivation and severe low income	Children of prisoners	Children in families where an adult has reported alcohol or drug dependency	Children exposed to Domestic Violence & Abuse	Children parental mental ill-health	Young carers
Children in material deprivation and severe low income	471,000					
Children of prisoners	3,000	86,000				
Children in families where an adult has reported alcohol or drug dependency	28,000	3,000	469,000			
Children exposed to Domestic Violence & Abuse	52,000	6,000	112,000	825,000		
Children with parental mental ill-health	113,000	7,000	125,000	250,000	893,000	
Young carers	7,000	1,000	7,000	12,000	50,000	173,000

#### Legend:

= estimated overlaps using reports or survey data

= no information on overlaps, so we used population prevalence rates

# Type III – Health-related vulnerabilities

This aggregate type of vulnerability covers children with any health-related issues that may affect their life, outcomes and opportunities, including physical health issues, mental health difficulties and Special Educational Needs (SEN).

#### Data sources

#### Children with physical ill-health

Estimates based on the *Health Survey for England* suggest that 18% of boys and 12% of girls aged 0 to 15 have a longstanding illness. Longstanding illness is defined as any physical or mental health condition or illness lasting or expected to last 12 months or more. Moreover, it is estimated that 11% of boys and 6% of girls aged 0 to 15 have a limiting longstanding illness, which is defined as any physical or mental health condition or illness lasting or expected to last 12 months or more that also limits their ability to carry out day-to-day activities. For young people aged 16-17 we assumed the prevalence would be similar to children aged 0-15 and used the gender disaggregated mid-2016 ONS population estimates to calculate the number of children.

#### Children with mental health difficulties – Children with low-level MH conditions

The Millennium Cohort Study provides estimates for children with diagnosable mental health conditions.<sup>10</sup> The study estimates:

- > At age 7, about 7% of both boys and girls have a diagnosable mental health condition
- > At age 11, about 12% of both boys and girls have a diagnosable mental health condition
- > At age 14, about 12% of boys and 18% of girls have a diagnosable mental health condition

To extrapolate this information to the population of England, we assume that the proportion of children aged 5 to 9 with diagnosable mental health condition is the same as at age 7, the proportion of children aged 10 to 12 is the same as at age 11 and the proportion of children aged 13 to 17 is the same as at age 14. As these are fairly broad assumptions, the final figure should be interpreted with caution.

#### Calculating the aggregate estimate

#### **Special education needs**

The DfE's *Special educational needs in England* release provides information on the potential overlaps between SEN and physical disabilities.

The Additional Tables report the number of children in state-funded primary, secondary and special schools by primary type of need for children receiving SEN support (with and without statements). To calculate the overlap between physical health issues and SEN, we looked at the number of children aged 0-17 who receive support and their primary type of need is physical disability, hearing impairment, visual impairment and multi-sensory impairment. To calculate the overlap between physical health issues and SEN, we looked at the number of children aged 0-17 who receive support and their primary type of need 0-17 who receive support and the number of children aged 0-17 who receive support and the number of children aged 0-17 who receive support and their primary type of need is physical disability, hearing impairment, visual impairment and multi-sensory impairment. To calculate the overlap between mental health issues and SEN, we

<sup>&</sup>lt;sup>10</sup> Patalay P & Fitzsimons E (2017) Mental ill-health among children of the new century: trends across childhood with a focus on age 14, Centre for Longitudinal Studies: London.

looked at the number of children aged 0-17 who receive support and their primary type of need is social, emotional and mental health conditions.

Type of primary need	Number of children
Social, emotional and mental health conditions	186,544
Hearing Impairment	21,081
Visual Impairment	11,798
Multi-sensory impairment	2,709
Physical disability	33,428

#### **Table 8:** Children with Special Educational Needs with health-related primary needs

#### Calculation

To calculate the overlap, we added three groups: i) Children with SEN support (without statements or EHC plans), ii) Children with SEN statements or EHC plans and iii) Children with a longstanding illness (including physical conditions and mental illness). We then subtracted the overlaps for SEN and health-related primary needs.

#### Key data and methodological issues

We are working with sector experts to improve this set of headings, aiming to develop a more meaningful way of conceptualising and quantifying need for this large and diverse group of children.

#### Data on Children with Special Educational Needs

A key source used in this publication, also used widely for local planning, is School Census data on children's special educational needs (SEN). This is considered robust on children of school age, but there are important gaps which include some of the most vulnerable children (e.g. 11,800 children in highly specialist placements in independent schools and 6,900 children 'educated elsewhere' - at home, in secure units, permanently excluded or awaiting a placement<sup>11</sup>.)

SEN data has also been criticised for being 'one dimensional' as it focuses on children's primary (or main) type of need, when many (perhaps most) disabled children have multiple or complex needs. For example, many children with an 'autistic spectrum disorder' also have learning disabilities, communication difficulties and/or challenging behaviour

#### Data on disabled children

Data on disabled children remains a real challenge. Health, education, children's social care each use different data headings on children and families' needs and different 'thresholds' for service eligibility. Although the NHS plays an important role in meeting the needs of disabled children, it has not historically collected data on them. A rich dataset on paediatric disability<sup>12</sup> and support

<sup>&</sup>lt;sup>11</sup> DfE (May 2018) Statements of SEN and EHC Plans, England, 2018.

https://www.gov.uk/government/statistics/statements-of-sen-and-ehc-plans-england-2018 <sup>12</sup> http://www.bacdis.org.uk/policy/dataset.htm

needs was mandated in October 2015, but many community health services are still not reporting these data.

A report from the Council for Disabled Children and the True Colours Trust in 2017 found that: "the national data set on disabled children in inadequate: it has gaps, anomalies and inconsistencies. It is unfit for purpose."<sup>13</sup> Our work on the vulnerabilities framework leads us to endorse this conclusion.

We are working with Council for Disabled Children and the True Colours Trust and partners in the voluntary sector, academia, health, and central and local government to develop a coherent set of headings in relation to disabled children and children with mental health difficulties or chronic ill health, for use in the vulnerabilities framework. We hope this process will help us to shine a light on important gaps in the data, service shortfalls and policy challenges.

<sup>&</sup>lt;sup>13</sup> <u>https://councilfordisabledchildren.org.uk/help-resources/resources/understanding-needs-disabled-children-complex-needs-or-life-limiting-conditions</u>

#### Table 9: Groups of vulnerable children in Type III

Group Name	Indicator	Number	Age	Time	Data Source	Data Quality <sup>14</sup>
<b>Children who have SEN</b> Children with SEN support (without statements or EHC plans)	Children with SEN support (without statements or EHC plans)	917,164	0-17	1.2017	DfE - Special educational needs in England	1a
<b>Children who have SEN</b> Children with SEN statements or EHC plans	Children with SEN statements or EHC plans	221,555	0-15	1.2017	DfE - Special educational needs in England	1a
Children with physical ill-health Children with longstanding illness	Children with a longstanding illness	1,777,000	0-17	2016	NHS Digital - Health Survey for England	2a
<b>Children with physical ill-health</b> Children with a limiting longstanding illness	Children with a limiting longstanding illness	1,009,000	0-17	2016	NHS Digital - Health Survey for England	2a
<b>Children with mental health difficulties</b> Children with low-level MH conditions	Diagnosable mental health condition	920,00	0-17	2016	Alma estimate using results from MCS	4
<b>Children with mental health difficulties</b> Children with clinically significant MH issues	Information pending (prevalence survey)					
<b>Children with mental health difficulties</b> Children receiving MH treatment	Children and Young People under 18 receiving treatment in NHS funded community services in the reporting period	17,902	0-17	Q2 2016/1 7	NHS England - Mental Health Five Year Forward Dashboard	3

<sup>&</sup>lt;sup>14</sup> 1. Population statistics (e.g. administrative data): 1a. Accurate (National Statistics), 1b. Accurate (Official Statistics), 2. Official estimates based on survey data (e.g. LFS, FRS etc.): 2a. Accurate Estimates (National Statistics), 2b. Accurate Estimates (Official Statistics), 3. Experimental estimates, 4. Non-official estimates based on assumptions and/or survey data

<b>Children with mental health difficulties</b> Children receiving MH treatment	Children in contact with mental health services at the end of January 2018	269,425	0-17	31.1.20 18	NHS Digital - Mental Health Services Monthly Statistics	3
<b>Children with mental health difficulties</b> Children receiving in-patient MH treatment	Admissions of CYP in CAMHS tier 4 wards	1,348	0-17	Q4 2016/1 7	NHS England - Mental Health Five Year Forward Dashboard	3
<b>Children with mental health difficulties</b> Children receiving in-patient MH treatment	Children and young people receiving in-patient MH treatment in adult-patient wards	57	0-17	Q1 2017/1 8	NHS England - Mental Health Five Year Forward Dashboard	3
Estimated headline number		2.66 million				

# "Unmet complex family need"

The Children's Commissioner asked us to estimate how many children have complex family needs without having known access to a form of support that is funded and recognised by central government through its funding of local services. This is due to the Commissioner's concern about invisible children, those under the radar of current services, who may emerge as referrals to the care system or interact with the criminal justice system or other statutory services, who may be known about to some local agencies but for whom there is no recognised and formal recognition or assessment of need. Due to gaps in the data and inconsistencies in the age, time and definition between data sources, this is a challenging number to estimate. Apart from data issues, another difficulty is how to define that a child receives the support she/he needs, as even if she is, for example, a CIN, she/he may also have other vulnerabilities that have not been identified or for which the support received is not enough. There will also be children receiving support that is not known about or collated centrally.

In this report we focus on children with complex family needs and we provide a highly preliminary indicative estimate of the number of children having such needs but not currently accessing the two major forms of support that are recognised and funded by central government as Children in Need or through the Troubled Families Programme.

#### Method

As described above, we have estimated the number of children with complex family needs to be equal to 2.141 m. The next step towards the final estimate is to calculate the number of children with complex needs who receive statutory support and deduct it from the number of children in Type II. The process followed is shown in Table 10 and Table 11.

Children in Need is a large group of children identified and supported by the state for a wide range of reasons. For the purposes of this estimate and to be consistent with the other groups studied, we did not include unborn children, as the majority of children in other groups are aged 0-17, and children in care, as they are not included by definition in Type II.

The Children's Commissioner's Office estimated in 2016 that 33,506 young carers are supported by LAs<sup>15</sup>, while internal analysis of the CIN census, provided by the DfE, showed that 15,410 children were identified as young carers at the end of CIN assessment. Consequently, the number of CIN who are also young carers receiving support by the LA is estimated to be 15,410.

Children in families in the Troubled Families programme are children with complex family needs who receive funding and support by the state. The CIN number is a snapshot of the number of CIN on 31<sup>st</sup> March 2017. Ideally, we would like to have the same indicator for the number of children in the Troubled Families programme. As this is not available, we used the closest indicator possible, i.e. the number of families funded on the programme as of 31<sup>st</sup> December 2016 (185,420 families

<sup>&</sup>lt;sup>15</sup> Children's Commissioner (2016) Young Carers - The support provided to Young Carers in England.

with 2.2 children on average, i.e. 408,000 children)<sup>16</sup>. Some of these families were still on the programme in December 2016, and some had been stepped out. Consequently, this is an overestimate of the number of children on the programme on 31st December 2016. It should also be noted that according to the latest data provided by the Ministry of Housing, Communities & Local Government, the TF programme has funded 289,809 families<sup>17</sup> so far, but children supported after March 2017 are not relevant for this measurement.

The final figure calculated is mainly to be used to indicate the general likely scale of unmet need on the definition above and should not be over-determined as a precise estimate. Apart from the differences between time and measurement of CIN and children in Troubled Families, another issue is that Type II numbers are based on different surveys and it is not always clear whether the indicators provide a snapshot or a cumulative numbers. Finally, different surveys provide snapshots at different points in time.

Overall, the final estimate of unmet need was calculated by following the steps below:

- > Estimate the number of children with complex family needs (Type II)
- > Estimate the number of children who receive support and are included in Type II (Table 10):
  - CIN (0-16+) excluding Children in Care
  - Add young carers
  - Deduct the overlap between young carers and CIN.
  - Add the number of children in Troubled Families.
  - Deduct the number of children in TF who are also CIN (41.3% of children in TF<sup>18</sup>).
- > Deduct the estimate of *Children who receive support* from the estimate of *Children with complex family needs.*

#### **Table 10:** Children in families who receive recognised support for complex family need

Group of children	Number of children
Children in need (0-16+) excluding CLA	309,780
Young carers	33,506
Overlap between CIN and young carers	(15,410)
Troubled Families	408,000
Overlap between TF and CIN	(168,504)
Children who receive recognised support for complex family need	570,000

*\*the estimate is rounded to the nearest 10,000.* 

<sup>&</sup>lt;sup>16</sup> Ministry of Housing, Communities & Local Government (2017) National evaluation of the Troubled Families Programme 2015 to 2020: early findings.

<sup>&</sup>lt;sup>17</sup> Ministry of Housing, Communities & Local Government (2018) National evaluation of the Troubled Families Programme 2015 to 2020: interim findings.

<sup>&</sup>lt;sup>18</sup> Ministry of Housing, Communities & Local Government (2017) National evaluation of the Troubled Families Programme 2015 to 2020: early findings.

**Table 11:** Children in families with complex need with no recognised formal support

Group of children	Number of children
All children with Family related vulnerabilities	2.140 m
Children who receive recognised support for family need	(570,000)
Unmet need	1.57 m

# Annex 1 – Additional information on interactions between groups in Type I

Primary group	Secondary group	Indicator	Number	Data source	Date
Children in care	Children in youth custody	Children looked after in young offenders institutions or prisons	250	Children looked after in England (including adoption) year ending March 2017 - Table A2	31-Mar-17
Children in care	Children entering the Criminal Justice System	Number of CLA convicted or subject to a final warning or reprimand during the year	1,580	Children looked after in England (including adoption) year ending March 2017 - Table I1	31-Mar-17
Children in care	Children with SEN statements or EHC plan)	Children looked after who have special educational needs and/or disability (SEND) on EHC plans	15,935 (school age 5-16 inclusive)	Characteristics of Children in Need- Outcomes tables - Table N2	31-Mar-16
Children in care	Children in Alternative Provision & Pupil Referral Units	Children looked after in Alternative Provision/PRUs (all types)	5,371	Children in Need of help and protection - Table 20	31-Mar-16
Children in care	Children in Alternative Provision & Pupil Referral Units	Children looked after in AP Independent or Non-maintained special schools	2,984 (5% of children in care)	Children in Need of help and protection - Table 20	31-Mar-16
Children in care	Children in Alternative Provision & Pupil Referral Units	Children looked after in PRUs/AP academy or free school	1,790 (3% of children in care)	Children in Need of help and protection - Table 20	31-Mar-16
Children in care	Children in Alternative Provision & Pupil Referral Units	Children looked after in Other AP	597 (1% of children in care)	Children in Need of help and protection - Table 20	31-Mar-16
Children in need	SEN with a statement or EHC plan	Children in need with SEN with a statement or EHC plan	60,222 (21% of CIN)	Characteristics of Children in Need - Outcomes tables - Table N2	31-Mar-17
Children in need	Children in Alternative Provision & Pupil Referral Units	Children in need attending AP/PRUS (all types)	12,424	Children in Need of help and protection - Table 20	31-Mar-16
Children in need	Children in Alternative Provision & Pupil Referral Units	Children in need attending an AP independent or non-maintained special schools	5,262 (2% of CIN)	Children in Need of help and protection - Table 20	31-Mar-16

Children in need	Children in Alternative Provision & Pupil Referral Units	Children in need attending PRUs/AP academy or free school	5,993 (2% of CIN)	Children in Need of help and protection - Table 20	31-Mar-16
Children in need	Children in Alternative Provision & Pupil Referral Units	Children in need attending other AP schools	1,169 (0.4% of CIN)	Children in Need of help and protection - Table 20	31-Mar-16
Children with SEN statements or EHC plan	Children in Alternative Provision & Pupil Referral Units	Children with SEND statements or EHC plans attending AP/ PRUs	2,209	Statements of SEN and EHC plans - Table 1	Jan-17
Children with SEN statements or EHC plan	Children in Alternative Provision & Pupil Referral Units	Children with SEND statements or EHC plans attending non-maintained Special Schools	3,859	Statements of SEN and EHC plans - Table 1	Jan-17
Children with SEN statements or EHC plan	Children in Alternative Provision & Pupil Referral Units	Children with SEND statements or EHC plans attending independent special schools	11,083	Statements of SEN and EHC plans - Table 1	Jan-17



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