

Measuring aggregate vulnerability in childhood

Vulnerability Technical Report 1

Alma Economics JULY 2018



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

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 21st 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"¹, 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 31st December 2017 around 42 children entered and left immigration detention during 2017.²

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.³ 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.

¹ On 31st March 2017, there were 160 children in "other placements".

² Home Office - Immigration Statistics

³ 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. 2014⁴ was used to estimate disruption rates.

Adding up the number of children becoming the subject of an SGO from 2006⁵ 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.

⁴ Selwyn et al. (2014). Beyond the Adoption Order: challenges, interventions and adoption disruption. Department for Education.

⁵ 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 ⁶ |
|---|--|--------|-------|--|--|---------------------------|
| 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 |
| Children in care 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 |
| Children in care Placed for adoption | Children placed for adoption | 2,520 | 0-16+ | 31.03.2017 | DfE - CLA in England including adoption | 1a |
| Children in care Placement with parents | Children placed with their parents | 4,370 | 0-16+ | 31.03.2017 | DfE - CLA in England including adoption | 1a |
| Children in care 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 |
| Children in care 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 |
| Children in care 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 |
| Children in secure settings 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 |

⁶ 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 |
|--|---|---------|-------|----------------------|---|----|
| Children in secure settings 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 |
| Children with prior care experience 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 |
| Children with SEN 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 |
| Children missing from mainstream education 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.⁷ 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

⁷ 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.⁸ 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.

⁸ 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 ⁹ |
|---|---|---------|--------|--------------|---|---------------------------|
| 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 | | |

⁹ 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.¹⁰ 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

¹⁰ 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 placement¹¹.)

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 disability¹² and support

¹¹ 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 ¹² 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."¹³ 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.

¹³ <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 ¹⁴ |
|--|---|-----------|------|-------------------|---|-------------------------------|
| Children who have SEN 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 |
| Children who have SEN 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 |
| Children with physical ill-health 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 |
| Children with mental health difficulties Children with low-level MH conditions | Diagnosable mental health condition | 920,00 | 0-17 | 2016 | Alma estimate using results from MCS | 4 |
| Children with mental health difficulties Children with clinically significant MH issues | Information pending (prevalence survey) | | | | | |
| Children with mental health difficulties 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 |

¹⁴ 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

| Children with mental health difficulties 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 |
|--|---|--------------|------|-------------------|---|---|
| Children with mental health difficulties 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 |
| Children with mental health difficulties 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 LAs¹⁵, 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 31st 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 31st December 2016 (185,420 families

¹⁵ 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)¹⁶. 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 families¹⁷ 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 TF¹⁸).
- > 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.*

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

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

¹⁸ 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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