

Measuring vulnerability

Children's Commissioner's Office

Purpose

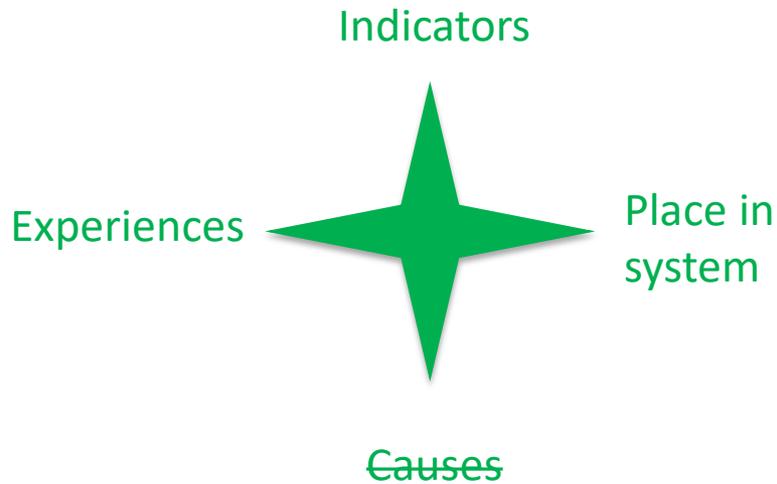
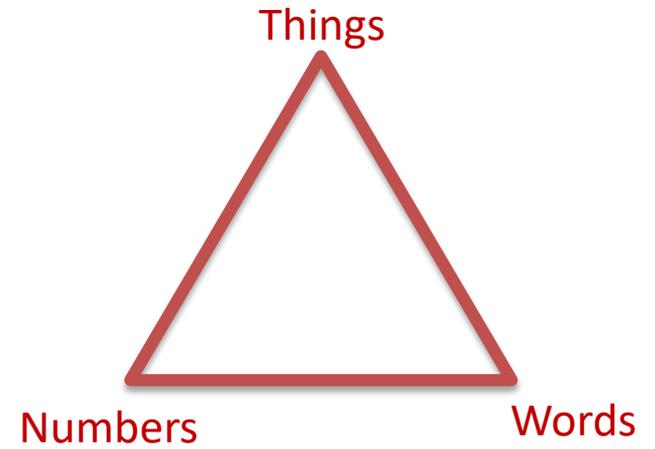
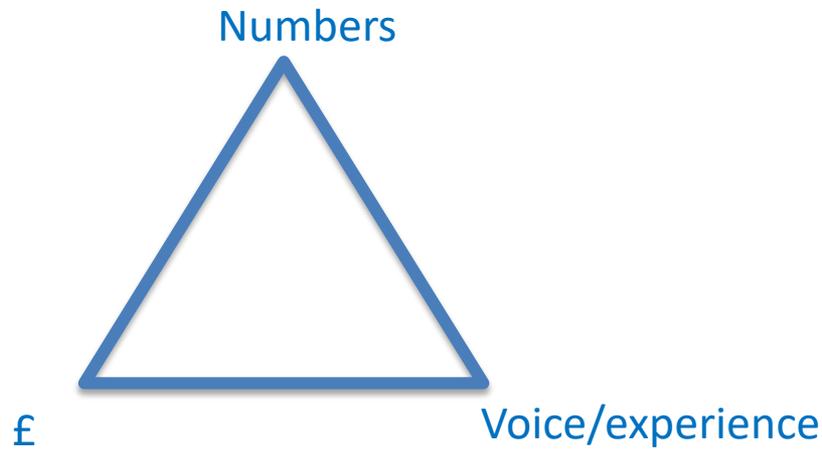
To assess the numbers of vulnerable and invisible children

To create a framework to monitor trends and issues on the wellbeing and welfare of children.

1. For the Children's Commissioner

2. For government and society

This is a substantial conceptual challenge, part 1



This is a substantial conceptual challenge, part 2

Aggregate - National



Aggregate - Area



Aggregate - Community



**Individual - The
family**



Child - The case

Other frameworks 1: EHRC

SCOPE	PURPOSE	DOMAINS	STRENGTHS
The state of equality and human rights	To structure reports to Parliament and monitor change over time.	<ul style="list-style-type: none">• education• work• living standards• health• justice and security• participation in society	<ul style="list-style-type: none">• Strong theoretical foundations• Translates freedoms and opportunities into outcomes• Has precise indicators to monitor progress• Guidance on structure, process and outcome evidence• Exemplary in relation to data disaggregation and equalities analysis• New approach to vulnerability and people who are at higher risk of harm• Emphasises intersectionality

- We decided to acknowledge the term ‘vulnerability’ as an important concept that recognises a real state that affects people’s lives. However, in terms of language, we will avoid using the term ‘vulnerable people’ and instead use the term ‘people at higher risk of harm, abuse, discrimination or disadvantage’ which is more widely accepted

Example: Education - Educational attainment of children and young people (Core indicator)

What people experience: The 'Outcome':

- EDU.EAT.1: Percentage with a good level of development or of literacy and numeracy in early primary education (children aged 4-7)
- EDU.EAT.2: Percentage achieving good examination results at school-leaving age or on leaving school (children)

Measures for England, Scotland and Wales

By disability, ethnicity, Gender, Socio-economic group

What the standards say: The 'Structure'

- Right to education and training; purpose of education – HRA 1998 Protocol 1, Article 2; CRC 28, 29; CRPD 24; ICESCR 13; CERD 5(e)(v)
- Compatibility with Convention rights – Scotland Act 1998 29 (1) 29(2), 57(2); Government of Wales Act 2006 108(6)(c), 81(1)
- Legal framework for supporting children and young people in their education – Education (Scotland) Act 2016; Education (Additional Support for Learning) (Scotland) Act 2009
- Prohibits unlawful discrimination, harassment and victimisation on the basis of protected characteristics – Equality Act 2010
- Duty on Ministers to consider CRC requirements – Children and Young People (Scotland) Act 2014; Rights of Children and Young Persons (Wales) Measure 2011
- New powers for school staff to discipline students – Education Act (England) 2011
- Changes to safeguarding and child protection; introduction of education, health and care plans – Children and Families Act 2014 (England)
- Regulation of teaching and school term dates – Education (Wales) Act 2014
- Elimination of discrimination against women and girls in education – CEDAW 10
- Latest principles established in case law.

How the standards are implemented: The 'Process'

	Implementation and evaluation of public policy	Regulators	Resource allocation and expenditure
England	Educational Excellence Everywhere (DfE, 2016); DfE Strategy 2015–2020: Worldclass Education and Care (DfE, 2016)	Ofsted; Ofqual; Office of the Independent Adjudicator	Budget announcements; Office for Budget Responsibility; PESA; Cumulative impact assessment of welfare reforms

School exclusions, bullying and NEET (Core indicator)

- EDU.EBN.1: Pupils per 1,000 subject to permanent or fixed-term exclusions (children)
- EDU.EBN.2: Percentage not in employment, education or training (NEET) (young people aged 16-18/19)
- “Other Topic:” Prevalence of bullying in schools (Ditch the Label; Economic and Social Research Council (Next Steps project); Ofsted, National Centre for Social Research; Mencap; Stonewall / Stonewall Scotland; Young Minds; Mental Health Foundation; LGBT Youth Scotland; Equality Network; EHRC; Theatre in Education)

Other frameworks 2: ACEs

SCOPE	PURPOSE	DOMAINS	STRENGTHS
<p>Traumatic experiences in childhood that have a negative impact on development and can give rise to harmful behaviours, social issues and health problems in adulthood</p>	<p>To reduce the number of adversities experienced by people in Blackburn with Darwen and to build resilience of those who have already experienced ACEs</p>	<p>Did you live with anyone who:</p> <ul style="list-style-type: none"> Was depressed, mentally ill or suicidal? Was a problem drinker or alcoholic? Used illegal street drugs or who abused prescription medications? Was sentenced to serve time in a prison or young offenders institution? <p>Were your parents ever separated or divorced?</p> <p>Did your parents or adults in your home ever</p> <ul style="list-style-type: none"> Slap, hit, kick, punch or beat each other up? Hit, beat, kick or physically hurt you in any way? Swear at you, insult you or put you down? <p>Did anyone at least 5 years older than you (including adults)</p> <ul style="list-style-type: none"> Ever touch you sexually? Try to make you touch them sexually? Force you to have sex? 	<ul style="list-style-type: none"> • Resonates with people • Emphasises trauma and need rather than blame

Other frameworks...

- National Child and Maternal Health Intelligence Network (incl HCP)
- Bright Spots
- IfG – productivity series
- PSAs/ECM
- Business Plans (GDs and other institutions)
- What works (well-being, social care, ...)
- Troubled families

CCO framework phase 2 – published July 2018

- We broadened the framework to 71 commonly referenced vulnerable groups
- We extended the framework to 7 higher level categories
- We estimated aggregate unmet need
- We assessed how to include assets within the framework
- We gathered all available data on variation by area, age, gender and time-series

Categories of vulnerability

1. Children receiving statutory care or support – including children in care, or in custody and those being supported by children's services.
2. Children known to have experienced specific personal harm – including children who have been abused or exploited
3. Children with a disability, ill-health or developmental difficulties – including mental ill-health and special educational needs.
4. Children in households or families with characteristics or locations that indicate higher potential likelihood of current and future harm – including poverty and domestic violence
5. Children who are vulnerable or of concern by virtue of their identity or nationality – including LGBTQ+ children and young people and refugees
6. Children at risk in relation to activity or institutions outside the home – including children involved in gangs or radicalisation
7. Children caring for others - including children caring for their parents or children who have children themselves

1. CYP receiving statutory care or support

- Looked After CYP
- CYP in Secure Settings
- Children in Need (CIN)
- CYP who are subject to Child Protection Plans (CPP)
- CYP with prior care experience
- CYP who have SEN or disability - CYP with SEN statements or EHC plan

2. CYP known to have experienced specific personal harm

- CYP who have been victims of maltreatment
- CYP who have been sexually abused/exploited
- CYP who have been trafficked
- CYP who have been physically abused
- CYP who have been emotionally abused
- CYP who have been victims of FGM
- CYP victims of crime (other than abuse)

3. CYP with a disability, ill-health or developmental difficulties

- CYP who have SEN or disability
 - CYP with SEN support (without statements or EHC plans)
 - CYP with speech or communication difficulties
 - CYP with Autism Spectrum Disorder
 - CYP with SEN statements or EHC plan
- CYP with physical ill-health
 - CYP who have physical health issues - CYP with with a longstanding illness
 - CYP who have physical health issues - CYP with a limiting longstanding illness
 - CYP with life-limiting illness
- CYP with emotional and mental health issues
 - CYP with self-reported emotional and mental health issues
 - CYP receiving mental health treatment
 - CYP receiving in-patient MH treatment

4. CYP in households or families with characteristics or locations that indicate higher potential likelihood of current or future harm

- CYP who are homeless or in insecure/unstable housing
- CYP in Poverty
- CYP in families with poor inter-parental relationship
- CYP in lone-parent families
- CYP of prisoners
- CYP living with friends or wider family (informal kinship care)
- CYP whose parents use substances problematically
- CYP households that report domestic abuse
- CYP with mental ill-health in the family
- CYP in locations with physical toxicity
- CYP not meeting the threshold of social worker intervention
- CYP in 'Troubled Families'

5. CYP who are vulnerable or of concern by virtue of their identity or nationality

- CYP at risk of forced marriage
- CYP with unresolved immigration status
 - Unaccompanied Asylum Seeking CYP
 - CYP arriving under Dublin Regulations
 - CYP in families seeking asylum
 - Undocumented CYP
- Refugee children
- Gypsy, Roma, Traveller CYP
- LGBTQ+ CYP

6. CYP in high-risk situations outside of the home

- CYP believed to be radicalised
- Missing CYP
- CYP outside mainstream education
 - CYP excluded
 - CYP in Alternative Provision & Pupil Referral Units
 - Young people Not in Education, Employment or Training (NEET)
- CYP involved with the Criminal Justice System
- CYP involved in gangs
- Bullied CYP

7. CYP caring for others

- Teenage parents
- Young carers

To be scoped

- CYP affected by major incidents
- Bereaved CYP
- CYP with parents with poor parenting skills
- CYP with physical ill-health (or disability) in the family
- CYP who are younger siblings of members of gangs
- CYP at risk of entering the CJS
- CYP misusing drugs and alcohol
- Children in locations with high environmental toxicity
- CYP estimated to have Special Educational Needs

Findings 1

- There are many important groups for which there is no data on numbers, including children:
 - In mental health detention
 - Who are homeless or who are in insecure/unstable housing, other than temporary accommodation
 - Undocumented and without legal identity/ regular immigration status
 - Whose parents use substances problematically and are not in treatment
 - Whose parents have limited parenting capacity
 - Who have experienced abuse but not reported to social care services
 - Missing children
- Data is very limited on changes in vulnerability or intersectionality

Findings 2

We estimate there are 2,140,000 children and young people in England (2016/17) with complex family needs of the following forms:

- 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

Up to 570,000 children are in families receiving recognised support for complex family level need as Children in Need or through the Troubled Families Programme or as young carers.

This leaves 1.57 million children in families with complex needs for which there is no national established, recognised form of support.

Findings 3

There are many important groups for which there is very little data on outcomes. Of the groups only the following have good data, and even for these there are substantial gaps:

- Children looked after
- Children who have special educational needs and/or disability (SEND)
- Children who have mental health difficulties
- Children who have physical health issues
- Children in workless families
- Children in low-income families
- Teenage parents
- Children in non-intact families
- Young people Not in Education, Employment or Training (NEET)
- Children with BME background

Further steps

- Website to share data
- Annual report to Parliament
- Address gaps in data through new data linking, collection and surveys
- Work with charities, government and academics to address voice
- Work with LAs, Police and Health on £