

Equality and Human Rights Commission
Research report 76

Developing the Children's Measurement Framework:

Selecting the Indicators

Holly Holder, Tiffany Tsang and Polly Vizard

Centre for Analysis of Social Exclusion,
London School of Economics

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List of acronyms

ACPO	Association of Chief Police Officers
ASBO	Anti-Social Behaviour Order
BCS	British Crime Survey
BHPS	British Household Panel Survey
BME	Black and Minority Ethnic
BMI	Body Mass Index
CASE	Centre for Analysis of Social Exclusion
CEOP	Exploitation and Online Protection Agency
CJS	Criminal Justice System
CMF	Children's Measurement Framework
CRAE	Children's Rights Alliance for England
DCLG	Department of Communities and Local Government
DCSF	Department for Children, Schools and Families
DR	Deaths Registered [in England and Wales]
DSOs	Departmental Strategic Objectives
DWP	Department of Work and Pensions
EAL	English as an Additional Language
EC	European Commission
ECM	Every Child Matters
EHRC	Equality and Human Rights Commission
EMF	Equality Measurement Framework
EU	European Union
EYFSP	Early Years Foundation Stage Profile
FAC	Families and Children Study
FRA	European Union Agency for Fundamental Rights
FRS	Family Resources Survey
GB	Great Britain
GEO	Government Equalities Office
GIRFEC	Getting it Right for Every Child
HBAI	Households Below Average Income
HBSC	Health Behaviour in School-aged Children
HMI	Her Majesty's Inspectorate
HMIP	Her Majesty's Inspectorate of Prisons
MP	Member of Parliament
MSP	Member of the Scottish Parliament
NCB	National Children's Bureau
NEET	Not in Education, Employment or Training
NIS	National Indicator Set
NSPCC	National Society for the Prevention of Cruelty to Children
PANOC	Positive and Negative Outcomes of Caring
PCSO	Police Community Support Officer
PSAs	Public Service Agreements
QIF	Quality Improvement Framework
SEN	Special Education Needs
STCs	Secure Training Centres
STIs	Sexually Transmitted Infections
UASC	Unaccompanied Asylum-seeking Children
UKBA	UK Border Agency

UKHTC	United Kingdom Human Trafficking Centre
UNCRC	UN Convention on the Rights of the Child
VRQ	Vocationally Related Qualification
YJB	Youth Justice Board
YOIs	Young Offender Institutions

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Responsibilities of fact or judgement remain with the authors.

Foreword

The wellbeing of children, and especially those who are potentially vulnerable to the impacts of material, educational and social deprivation and neglect, retains a central place in public debates at the national and international level. In part, this is because early life experiences are crucial for acquiring what the Nobel prize winning economist Amartya Sen, whose ‘capability approach’ to measuring inequality and wellbeing is extensively used in what follows, terms the ‘functionings’ needed for future success in many of areas of adult life. But it also reflects the widespread view that childhood itself is seen to be a unique experience in modern societies. This has not always been so, nor is it yet universal.

The Equality and Human Rights Commission is therefore pleased to present its report on the development of its Children’s Measurement Framework (CMF). This is the third of four Commission reports which provides details of the four Measurement Frameworks (MFs) which the Commission has been developing to measure progress with regard to its three mandate areas: Equality, Human Rights and Good Relations. The First, *Developing the Equality Measurement Framework: selecting the indicators* was published in July 2009 and was used to inform the selection of the indicators and measures used in the Commission’s first Triennial Report, *How Fair is Britain?: Equality, Human Rights and Good Relations in 2010*, published in October of last year. The second, the *Good Relations Measurement Framework*, was published in the summer of 2010. The final report, covering the Commission’s proposed Human Rights Measurement Framework, will be published later in 2011.

The CMF, which largely seeks to extend the Equality Measurement Framework (EMF) to children, has been developed for the Commission by a team from the Centre for the Analysis of Social Exclusion (CASE) at the London School of Economics. The Commission would like to take this opportunity to thank the CASE team – led by Polly Vizard and ably supported by Tiffany Tsang – for their hard work in conducting the consultation work that led up to this report. We would also like to thank all of those individuals and groups who participated in the consultation events which were held as part of this exercise at various locations across Great Britain. Their contribution to this process has been invaluable and we hope that the final report has done justice to the many views and ideas that were expressed during these meetings. We would also like to thank all of those groups and individuals who, while unable to attend the events, gave their views via other means. Again, these proved extremely valuable to the consultation process.

This report provides a summary of the results of this consultation process as things stood by the summer of 2010 although it does include submissions made to the

Commission after this point by the Home Office and the Scottish Government. However, since the summer of 2010, a number of developments have occurred which mean that further Commission work will be required in order to finalise the list of indicators and measures contained in this report. Perhaps, most importantly, the Government has announced, or is undertaking, several reviews of official data sources and surveys which may result in some of the sources of measures data listed in this report being lost or limited for reasons of cost. The Commission is making its representations to Government with regard to these as it believes it is crucial in the current economic climate, and to ensure the integrity of its work on the MFs so far, for statistical data on its mandate areas to be protected from unnecessary reductions in availability, frequency and quality. However, the abolition of the Tellus Survey, which this report makes much use of, has already been announced. In addition, and unlike the EMF report, the list of CMF measures has not, as yet, been subject to a 'technical testing' stage that would allow the proposed list to be shortened. We intend to do this when the data landscape becomes clearer. Finally, while the CMF domains are fixed, the proposed grouping of indicators and measures may be subject to further internal Commission work. Again this may occur after the future data landscape has been clarified.

In conclusion, and despite these ongoing uncertainties, the Commission hopes the following report will be helpful to all of those who are concerned with the promotion of children's issues and interests in contemporary British society. Thus any approach to measuring the ways in which society treats its children and young people, and especially one that draws so heavily on experts in the field, must surely be welcome.

Executive summary

Background and aims

The Measurement Frameworks are being developed by the Equality and Human Rights Commission (EHRC) to monitor and evaluate progress towards achieving equality and human rights in Britain. This report documents the next step in their development, to select a set of indicators for children and young people within each of the 10 domains of the Equality Measurement Framework (EMF).

A set of indicators for adults was agreed through a consultative process in 2008. The team from the Centre for Analysis of Social Exclusion (CASE) was commissioned in 2009 by the EHRC to extend the EMF to cover children and young people and to undertake a specialist consultation to ensure that the views of key stakeholder groups and subject experts were fully explored.

A separate set of indicators for children and young people is needed for a number of reasons. These include: the availability and collection of data at a household rather than individual level; recognition of child-specific and young-people specific issues; the need to focus and re-specify existing adult indicators for children and young people, even when they appear to be directly applicable; the need for different approaches depending on the age of a child; and the resolution of a number of complex and sensitive issues around the relationship between children and young people with their family and the state.

The objective of the specialist consultation in January and February 2010 was to achieve maximum possible agreement on up to five indicators for each domain that highlight particularly salient facets of inequality for children, and to specify the associated measures under each indicator that will be used for monitoring purposes in England, Scotland and Wales.

The CASE team prepared a provisional short-list of indicators for each domain, as a basis for discussion at the Specialist Consultation. The criteria that were used to develop the short-list of indicators are discussed in Chapter 3. The short-lists were then subjected to scrutiny and discussion, including identifying possible data sources, through the specialist consultation process. The short-list was revised and extended taking account of the views and feedback of participants, and a final shortlist was prepared.

What did we ask of participants at the specialist consultation?

The Specialist Consultative Process and Objectives are set out in Part II. Detailed feedback by participants is discussed in Chapters 8-18. Participants in the

consultation were invited to comment on:

- The selection criteria. Are they an appropriate basis for identifying and agreeing a set of indicators for children and young people?
- Preferred indicators. Are there preferred alternatives and can additional data sources be identified, including where we have provisionally identified data gaps?
- The relevance of disaggregation characteristics and the definition of a child. Are some or all of the disaggregation characteristics adopted in the adult's framework relevant for children and what are the appropriate age thresholds?
- The definition of a child. What is the appropriate definition of a child that should be adopted as a basis for the EMF?

Methods

The selection of a set of indicators for children was a five-stage process:

1. Drawing up a set of criteria with which to select indicators for children and young people

A set of criteria with which to select indicators has been adapted from the list developed for the consultation on indicators for adults. Full details of the selection criteria are provided in Chapter 3. Consultation participants were invited to comment on the appropriateness of the selection criteria as well as on the short-lists of indicators for children.

2. Developing a long-list and provisional short-list of indicators for children and young people

The CASE team has undertaken a comprehensive review of data sources specific to children and prepared a long-list of indicators and a provisional short-list for each domain.

The provisional short-lists for each domain were arrived at by applying the 'essential' and 'desirable' selection criteria. The short-list of indicators within each domain includes five indicators for each domain, with measures specified under each indicator.

The long-lists and provisional short-lists for each domain were set out in 10 separate Briefing Papers that was uploaded onto the consultation website.

Three versions of the Briefing Papers were prepared, one each for England, Scotland and Wales. Human Rights was treated for the purposes of the specialist consultation as a cross-cutting issue. Indicators that capture and

reflect both equality and human rights concerns were identified and selected for each domain.

3. Face-to-face consultation with subject specialists and stakeholders

Three full-day events, one each in England, Scotland and Wales, were held to discuss the provisional short-list of indicators, as well as to discuss specific issues across the domains which arise in regional contexts.

4. Web consultation

In addition to the face-to-face consultation events, participants were able to provide written feedback and comments through a web consultation. This was arranged to facilitate more detailed comments, the submission of documents and time for reflection and consultation with colleagues following the one-day events. Individuals and organisations unable to attend the one-day events were also able to submit feedback and comments through the web consultation.

The web consultation went live on 25 January 2010 and individuals and groups were able to submit comments and suggestions until 28 February 2010.

- ### **5. Revision of the short-lists following the face-to-face consultation events and the web consultation.**
- The provisional short-list tabled as a basis for discussion at the specialist consultation has been revised by the CASE team in line with comments and feedback, and a final short-list has been developed.

Forty people attended the consultation events in total and five organisations responded to the web consultation. We also had three in-depth one-to-one meetings with DCSF in 2010, and further meetings, email exchanges and conversations with over 20 organisations and institutions.

Summary of general recommendations

As a result of this process, a series of recommendations are made, some of which are general and others which are domain specific. They are those of the authors alone. The recommendations build directly on the findings from this exercise and are designed to guide and assist data providers and those central to the future development of the framework.

Overall reactions to the Children's Measurement Framework (CMF)

- We recommend that the list of vulnerable children and young people is used in conjunction with the CMF. This is in line with the recommendations of

international human rights Committees and enables the vulnerable groups layer in the 3-D Matrix presented in Chapter 1: to be 'unpacked'.

- We recommend that the 'outcome' indicators and measures for children and young people identified through the Human Rights Measurement Framework should be added to the existing indicators in the CMF when they are available, in order to ensure that human rights concerns are reflected and captured within each EMF domain.

Disaggregation characteristics

- We recommend that in general, the set of disaggregation characteristics (ethnicity, age, disability, religion or belief, gender, sexual orientation, transgender and social class) that have been applied in the context of the EMF for adults, should be viewed as applying in the context of the CMF. We recommend that the following disaggregation characteristics should be systematically added to major social surveys covering children and young people: disability, religion or belief, gender, ethnicity, age and social class, including in the early years, foundation and primary school context.
- We recommend that monitoring of sexual orientation in the context of children and young people should be taken forward on a good practice led, indicator by indicator basis.
- We recommend that sexual orientation is added to the list of characteristics recorded in major social surveys for young people aged 16+, building on our recommendations for the adults' EMF and the ONS Sexual Identity Project. We note that young people age 16-18 are already covered by this recommendation and confirm that data for the 16-18 year old age-band disaggregated by sexual orientation should be used in conjunction with the CMF.
- We recommend that more attention is given to the need to develop a question on sexual identity/sexual orientation that could be fielded in surveys that go out to secondary school children and/or be used in the context of separate and targeted engagement/monitoring exercises.

Human rights and the list of vulnerable groups

- We recommend that the following list of vulnerable children and young people, which has been extended and revised on the basis of consultation feedback, is used in conjunction with the CMF. This is in line with the recommendations of international human rights Committees and enables the vulnerable groups layer in the 3-D Matrix presented in Chapter 1 to be 'unpacked'.

List of vulnerable groups of children and young people:

- Asylum seekers and refugees (including unaccompanied asylum-seeking children)

- Children whose families have no recourse to benefits (covers immigrants, asylum seekers and refugees)
- Children looked after by social services
- Children in the Criminal Justice System (CJS)
- Children with parents who are in contact with the CJS or who suffer from substance or alcohol abuse
- Children resident or detained in public or private institutions
- Children at risk of abuse and neglect
- Gypsies and Travellers
- Trafficked children
- Homeless children
- Disabled children (with separate reporting for physical and mental health difficulties, Special Education Needs, Additional Education Needs and Additional Support for Learning)
- Children living in income poverty
- Children who are carers
- Children living in unsuitable accommodation
- Care leavers and young adults in relation to transitional issues
- Teenage parents
-
- Any other child or young person on the Children In Need register (which includes any child referred to Children's Social Care Services in England).

Expanding the indicators and measures to cover additional disaggregation characteristics

- We recommend that relevant bodies work together to take forward the development of indicators of deaths from non-natural causes for children and young people who are resident or detained in public or private institutions (Life domain, Indicator 5) and physical security for children and young people who are resident or detained in public or private institutions (in the Physical Security Domain, Indicator 4).
- We recommend that disaggregation of indicators and measures by additional disaggregation characteristics is taken forward.
- We also recommend expanding existing questions so that they have salience with all equality characteristics. For example, the data used for the first indicator in the Identity, Expression and Self-Respect domain – experiences of identity-based harassment and interference – should be expanded beyond ethnicity and religion.

Other priority areas for data development

- We recommend that indicators of autonomy for children and young people are developed, building on the work that has been undertaken in the context of adults (Burchardt, Evans and Holder, 2010). This would need to involve cognitive testing on both the wording of potential questions and the areas of life that are important for children and young people.
- We recommend the funding of research to explore the feasibility of developing new equality and human rights indicators derived from Helpline data. Relevant areas include Helpline data on maltreatment and bullying (in the context of children and young people and self-reported discrimination and elder abuse in the context of adults).

Data availability

- We recommend that an adequate sample size that can facilitate disaggregation by the relevant characteristics is developed for the British Crime Survey, the British Household Panel Survey and the Citizenship extensions to cover children and young people.
- We have made a number of recommendations on how the use of existing data sources can be maximised in order to address data gaps. These include recommendations on survey questions, including:
 - The addition of questions to measure additional disaggregation characteristics in existing social surveys (e.g. disability to the National Pupil Database).
 - Modification of question wording, for example questions referencing adverse treatment on the grounds of race and ethnicity to cover additional characteristics (for example, in the physical security domain, broadening of the question on experiences of violence motivated by targeting characteristic to cover religion or belief, disability, gender and sexual orientation, as well as ethnicity and race).
 - The addition of questions to existing surveys (such as the proposal to add a question on homophobic bullying to the Tellus Survey).
 - Data linkage (e.g. linking the Children in Need Census to the National Pupil Database, using the unique Pupil Number).

The general picture in England

- In the English context, we do not think it is necessary to undertake any further work in relation to identifying existing sources of social survey and administrative data on children and young people. Data development efforts should focus on addressing the Data Gaps listed in Appendix 3 and on developing the new indicators and measures that are highlighted in these recommendations.

The general picture in Wales

- We recommend that further research work is undertaken to identify additional measures for Wales that match the short-list of indicators and measures that have been specified for England. The starting point for this work should be the Welsh Monitor and the underlying data sources for this listed above.
- We recommend that the gaps on monitoring by ethnicity and disability within the Welsh Monitor are addressed.
- We recommend that booster samples are considered for the BCS extension and the Citizenship extension where they are necessary to achieve robust within Wales analysis by disaggregation characteristics.
- We recommend that consideration is given to the need for a Welsh-specific specialist social survey on children and young people.
- We recommend that development of the National Survey takes account of the need for Welsh-specific survey data on children and young people. Consideration in developing questions should be given to the need for additional Welsh-specific CMF measures that match up with the measures defined for England.
- We recommend that regular monitoring of bullying in Wales, using Welsh-specific questions on bullying, is a particular priority, since the measures available through the HBSC Survey do not facilitate disaggregation by disability, religion or belief, and sexual orientation. The new one-off survey, 'A Survey into the Prevalence and Incidence of School Bullying in Wales' could provide a strong basis for question development of regular monitoring of bullying in Wales (Bowen and Holtom, 2010).¹

The general picture in Scotland

- We recommend that the Scottish Government agrees a set of national statistical indicators for children and young people to monitor progress under the *Getting it Right for Every Child* Framework. We further recommend that there is active engagement between the Scottish Government and key stakeholders such as Save the Children Scotland to ensure that this objective is achieved as soon as possible.² We recommend that the CMF is viewed as an input into this process and consideration is given to the indicators and measures in the CMF by the Scottish Government.

¹ Feedback from the Welsh Assembly Government suggests that the number of children included in the National Survey may not be sufficient for these purposes (depending on whether sub-Wales level data is needed or if confidence intervals may be too large to account for small changes over time). If it was decided that the National Survey is the vehicle for obtaining data for CMF it may be possible to find a way around this issue, perhaps by combining data from consecutive years.

² For an update concerning the development of indicators for children in Scotland, see Appendix 5.

- We recommend that further work be undertaken to continue the process of developing the CMF for Scotland, including by matching the set of measures for England to social survey and administrative sources in Scotland and/or to identify different/separate measures as appropriate. The potential of existing data sources such as the GUS, the Millennium Cohort Study and the Edinburgh Study of Youth Transitions and Crime should be fully explored as a potential basis for CMF indicators and measures for Scotland.
- We recommend that future question and survey development in Scotland take account of the set of indicators and measures that has been specified for the CMF. This includes those relating to bullying and physical violence, which are derived in the English context from Tellus, the Citizenship Survey extension and the BCS extension).

Definitions, breakdowns and intersectionalities

- We recommend that disaggregation in the context of the CMF should be as fine-grained as possible, given the data source.
- We recommend that intersectionalities between equality characteristics are analysed and presented at the data gathering stage, where relevant and revealing.
- In Wales, particular priority should be given to exploring intersectionalities between Welsh as a first language and other disaggregation characteristics.

Definition of a child

- We recommend that as a general rule the CRC definition of a child be adopted for project purposes, with those aged 17 and under covered by the CMF. However, the upper-age threshold should not be imposed rigidly, and coverage of the 18-24 age-band may also be desirable in the context of particular indicators and measures.

Application of age-bands

- We recommend that the EMF and the CMF should be cross-referenced as appropriate.

Population coverage of the indicators

- We recommend the standard questionnaire module discussed in Alkire et al. (2009) (which is based on indicators across the 10 domains with harmonised questions on equality characteristics that can be modified to suit each intended setting), is developed and designed to cover children and young people as well as adults.
- The standard questionnaire should be used to facilitate separate monitoring of groups of vulnerable children and young people. Separate monitoring by

transgender should be undertaken, based on consultation with key stakeholders and children and young people.

Presentation and interpretation of data

- We recommend that development of the web-tool based on the ideas set out in Alkire et al. (2009) is taken forward.

Forward development of the CMF

- We recommend that the indicators are revisited regularly to ensure they continue to reflect the most important equality and human rights issues while retaining a degree of continuity, to facilitate analysis of trends over time. We recommend that research is undertaken to take forward the evaluation function of the CMF.
- We recommend that consideration is given to involving children and young people in scrutinising the short-list of indicators produced by the specialist consultation, for example by means of a citizen's jury comprising children and their parents, teenagers and other young people.
- We recommend the development of a set of survey questions on children who are carers and that children and young people are directly involved in the process of developing those questions.
- We recommend the development of an easy access version of the CMF for children and young people.

Immediate next steps – undertaking of the 'technical stage'

- We recommend that the technical, data gathering and narrative phases of the CMF are taken forward at the earliest possible stage, to ensure the delivery of a robust evidence base.
- There is some potential for rationalization of indicators and measures at the technical stage, particularly where alternative data sources have been put forward as a basis for measures. Whilst it has been possible to incorporate some of the proposals for rationalization that have been tabled by the PMG, others raise complex issues that require further discussion, and we recommend a meeting to take forward this discussion prior to the technical stage. In principle, in some instances, the position of vulnerable groups might be captured as additional measures under more general indicator headings (rather than as separate indicators).

Factoring in changes to policy and data availability following the May 2010 General Election

- The forward development of the CMF will also need to take account of the significant changes in the data and policy landscape affecting children and young people that have occurred subsequent to the consultation and the drafting of this

report and following the General Election in May 2010. This report has been drafted on the basis of the CMF consultation which took place in early 2010. It recommends a set of indicators and measures based on information available at this time. However, the recommended set of indicators and measures, our general evaluation of the availability of social survey and administrative sources relating to children, and the recommendations and conclusions that are premised on this evaluation, are all potentially affected by changes in policy and data availability since May 2010.

- Policy changes announced and/or implemented include, but are not limited to: changes in policy affecting children detained in the immigration and asylum-seeking context; testing of all policies against UNCRC (Wales); development of a new child poverty and early years strategy; changes in required attainment within the educational context, including Foundation stage; changes in anti-social disorder policy and changes in institutional arrangements for online protection (CEOP). Policy changes of this type will have a potential impact on the indicators and measures selected for the CMF. For example, the CMF includes measures relating to the detention of children under Immigration Act powers and percentages of children achieving required development levels in the Foundation Stage and other Key Stages in the educational context. The specification of these measures may need to be revised in the light of these policy changes and announcements.
- Changes in data availability, including the cancellation of the Citizenship Survey and Tellus Survey, have major implications for the set of indicators and measures that have been selected for the CMF. The recommended indicators and measures are, in particular, heavily reliant on the Tellus Survey. They also include measures based on both the Citizenship Survey and the previously proposed extension of the Citizenship Survey to cover children and young people. The cancellation of the Tellus and Citizenship Surveys has been announced. Work needs to be undertaken to evaluate whether there are alternative sources in existence or in the pipeline that can provide data for the CMF indicators and measures affected by these changes, or whether there are, now effectively, additional data gaps. Our positive evaluation of the general picture relating to the availability of data on children and young people, on which the conclusions and recommendations in this report are premised, were also based on data availability at the time of the CMF consultation in early 2010. This overall evaluation, as well the conclusions and recommendations based on this evaluation, will also need to be re-visited and revised in the light of cancellation of specialist surveys relating to children and young people and the possible emergence of new and alternative data sources.

Summary of indicators and measures

As a result of this study, 50 indicators have been identified for children and young people across the 10 domains, comprising 200 measures overall.

The short-list of indicators for children and young people

A. LIFE

Indicator 1: Infant mortality rate

Measure 1.1 (E,W) The number of deaths under the age of one year, per 1,000 live births

Indicator 2: Homicide of children and young people

Measure 2.1 (E,W) (E,W) Homicide rate of children and young people

Measure 2.2 (E,W) Domestic homicide of children and young people (covering parent or relative as suspect)

Measure 2.3a (E) Homicide of children and young people involving sharp instruments and shootings

Measure 2.3b (W) Homicide through violent crime

Measure 2.4 (E,W) Racially motivated, religiously motivated and homophobic homicide of children and young people

Indicator 3: Other specific-cause mortality rates for children and young people

Measure 3.1 (E,W) Cancer mortality rate for children and young people

Measure 3.2 (E,W) Suicide rate for children and young people

Measure 3.3 (E,W) Mortality rate for children and young people caused by transport accidents

Measure 3.4 (E,W) Mortality rate for children and young people caused by accidents in home and residential institutions

Indicator 4: Preventable deaths of children and young people

Measure 4.1 (E) The number of preventable deaths of children and young people

Indicator 5: The number of deaths from non-natural causes for children and young people resident and/or detained in public or private institutions

Measure 5.1 (E) The number of deaths from non-natural causes and self-inflicted deaths of children and young people in custody, prisons, secure training centres and secure children's homes

Measure 5.2 The number of deaths from non-natural causes and self-inflicted deaths from non-natural causes of children and young people in health, social care and educational establishments (boarding schools, special schools, etc)

B. HEALTH

Indicator 1: Limiting illness, disability, mental and emotional health among children and young people

Measure 1.1 (E,W) The percentage of children and young people who report a long-standing health problem or disability that limits their ability to carry out normal day-to-day activities

Measure 1.2 (E,W) The percentage of children and young people who report poor mental health

Measure 1.3 (E,W) The percentage of children and young people who often worry about everyday concerns

Measure 1.4a (E,S,W) The percentage of children and young people with eating disorders (anorexia nervosa and bulimia)

Measure 1.4b (E,S,W) The percentage of children and young people who self-harm

Measure 1.5 (E,W) The percentage of children with an underweight birth

Measure 1.6 (E,W) The percentage of children and young people with asthma and other respiratory diseases

Measure 1.7 (E,W) The percentage of children and young people with diabetes

Indicator 2: Reproductive and sexual health for young people

Measure 2.1 Access to information and advice regarding contraception, pregnancy and parenthood for young people

Measure 2.2 (E,W) Teenage pregnancy: conception rate of under 18s (conception per thousand women in age-group)

Measure 2.3 (E,W) Live birth rates of under 18s (live births of under 18s compared to total conceptions of under 18s)

Measure 2.4 (E,S,W) Prevalence of Sexually Transmitted Infections (STIs) among young people

Indicator 3: Experiences for children and young people of discrimination and dignity and respect in healthcare

Measure 3.1 Dignity and respect in healthcare for children and young people

Measure 3.2 Access to a reliable and confidential complaints system against health services for children and young people

Measure 3.3 Discrimination in access to GP services experienced by Gypsy and Traveller children

Indicator 4: Healthy living for children and young people

Measure 4.1 (E,S,W) Healthy development of children and young people – the percentage of mothers breastfeeding at 6-8 weeks from birth

Measure 4.2 (E) The percentage of children and young people who are eligible for free school meals who actually receive free school meals

Measure 4.3 (E,W) The percentage of children and young people who are obese

Measure 4.4 (E,W) Physical activity for children and young people

(a) The percentage of children and young people who have done sports or exercise activities in the last seven days

OR

(b) The percentage of children and young people who have done something active everyday or most days in the last seven days

Measure 4.5 (E,W) The percentage of children and young people eating the recommended levels of fruit and vegetables

Measure 4.6 (E) The percentage of children and young people who smoke

Measure 4.7 (E) The percentage of children and young people who consume alcohol or use drugs

Measure 4.8 (E) The percentage of children and young people in households who are living in an area with less favourable environmental conditions

Indicator 5: Health status of vulnerable children and young people

Measure 5.1 (E,W) The number of children and young people seriously injured in a road traffic incident

Measure 5.2a (E) The number of A&E admissions caused by unintentional and deliberate injuries to children and young people

Measure 5.2b (E) A&E accidents and injuries rate by location (a. home, b. work, c. public place, d. work/educational establishment, e. other)

Measure 5.3 (W) The percentage of young carers reporting poor mental health compared to non-carers of the same age

Measure 5.4 (E) The percentage of young people in custody and secure training centres who report poor access to health services

Measure 5.5 (E) The percentage of looked after children who have not received an annual health check, an annual dental check, do not have up to date immunisations or who have been identified as having a substance misuse problem who have not received an intervention

Measure 5.6 (E) The percentage of looked after children who have poor mental health

C. PHYSICAL SECURITY

Indicator 1: Violent crime against children and young people

Measure 1.1 (E,S,W) Percentage of children that are victims of violent crime (all types)

Measure 1.2 (E,W) Percentage of children and young people who have been kicked, hit, pushed, shoved or had physical violence towards them in some way (a) in the last 12 months, (b) average number in the last 12 months

Measure 1.3 (E,W) Percentage of children and young people who have had someone hit, attack, or threaten them on purpose with a weapon (this might have been something like a stick, a rock, a knife, a gun, or anything else that could have hurt them) (a) in the last 12 months, (b) average number of times in the last 12 months

Measure 1.4 (E,W) Percentage of victims of total firearm offences that are under 18 years old (a) including air weapons, (b) excluding air weapons

Measure 1.5 (E,W) Percentage of children and young people who are victims of serious knife crime

Measure 1.6 (E,W) Prevalence of violence and incidents of threats against children and young people where the offender is (a) a family member or relative (includes parents, guardians, brothers, sisters, step/adopted/foster family members, or other relatives; (b) a girlfriend, boyfriend or partner

Measure 1.7 (E,W) Percentage of 16-17 year olds that are victims of domestic violence (with reporting of relationship of victim to principal suspect, including partner violence)

Measure 1.7 (S) Percentage of 16-17 year olds that are victims of partner violence

Measure 1.8 Self-reported experiences of maltreatment and bullying: evidence from helpline sources

Indicator 2: Maltreatment, abuse and neglect of children and young people

Measure 2.1 (E,W) Percentage of children and young people who are victims of sexual violence, with separate reporting of:

- (a) sexual assault
- (b) rape
- (c) unlawful sexual intercourse with a minor
- (d) unlawful sexual activity with a minor
- (e) abuse of children through prostitution or pornography
- (f) gross indecency with a child

Measure 2.2 (E,S,W) Percentage of children and young people in need of protection, with separate reporting for:

- (a) those on child protection registers
- (b) those on child protection registers who have been re-registered

- (c) those on child protection registers who have been de-registered within less than six months, six months to a year, one year to two years, and more than two years

Measure 2.3 (E,S,W) Percentage of online reports by under 18s of grooming, by category, that are:

- (a) inciting a child to watch a sexual act
- (b) inciting a child to perform a sexual act
- (c) arranging to meet a child
- (d) through using a mobile phone
- (e) through inappropriate online chat
- (f) via instant messaging
- (g) via a social networking site
- (h) via a gaming site
- (i) of other suspicious activity

Measure 2.4 (E,W) Percentage of looked after children and young people who are placed in care because of abuse or neglect

Measure 2.4 (S) Percentage of looked after children and young people who are placed in care due to a Child Protection Measure

Measure 2.5 Exposure of children and young people to domestic violence and domestic abuse

Indicator 3: Hate crime

Measure 3.1 (E,W) Percentage of criminal incidents against children and young people that were motivated by the child's:

- (a) skin colour or racial background
- (b) religious background
- (c) other reasons

Measure 3.2 (E,S,W) Percentage of 16-17 year olds who are victims of hate crime, by category:

- (a) race
- (b) religion
- (c) age
- (d) gender
- (e) disability
- (f) sexual orientation
- (g) transgender (under development)

Indicator 4: Physical security for children and young people resident or detained in public and private institutions

Measure 4.1 (E,W) Number of children and young people in custody who have been insulted, had his/her family insulted, been physically abused, had their property taken or been sexually abused by trainees or members of staff

Measure 4.2 (E,W) Number of children and young people in custody who have been targeted on the grounds of (a) being new, (b) race or ethnic origin, (c) being from a different part of the of the country

Measure 4.3 (E,W) Percentage of children and young people in custody who think staff will take them seriously if he/she told them that they had been victimised

Indicator 5: Fear of crime for children and young people

Measure 5.1 (E,W) Percentage of children and young people who said that they have been threatened in a way that frightened them (this includes threats to physically attack the respondent, use violence on the respondent, or to threaten to break or damage something belonging to the respondent)

(a) in the last 12 months

(b) average number of times in the last 12 months

Measure 5.2 (E,W) Percentage of children and young people who go out in the evening without an adult supervising them (a) less than once a month, (b) never, because of a fear of crime

Measure 5.3 (E,W,S) Percentage of 16-17 year olds who feel very unsafe or unsafe being alone at home and/or in local area (during the day and after dark)

Measure 5.4 (E,W) Percentage of 16-17 year olds who feel very worried/worried about physical attack, intimidation and acquisitive crime

Measure 5.4 (S) Percentage of 16-17 year olds who feel very worried/worried about physical attack, sexual assault and acquisitive crime

Measure 5.5 (E,W) Percentage of children and young people who say that they avoid travelling on buses at certain times of the day because they are worried about their safety or because other people are causing trouble for them

Measure 5.6 (E) Percentage of children and young people who feel a bit unsafe or very unsafe (a) in the area where he/she lives, (b) going to and from school, (c) in school, (d) on local public transport

Measure 5.7 (E) Percentage of children and young people who worry about being a victim of crime

Measure 5.8 (E) Percentage of children and young people who feel that their life would be improved if they had more help to feel safer at school and in the local area

Indicator 6: Bullying of children and young people

Measure 6.1 (E,W) Percentage of children and young people who say that someone had bullied him/her in a way that frightened or upset the respondent (a) in the last 12 months, (b) once a month, (c) more than once a week, (d) everyday.

Measure 6.2 (E,W) Number of children and young people who have experienced cyber bullying, as a percentage of the total number who have been bullied in the last 12 months in a way that frightened or upset him/her

Measure 6.3 (E) Percentage of children and young people who have experienced bullying at least once or more in the past 4 weeks when they are not in school (including on the journey to school)

D. LEGAL SECURITY

Indicator 1: Equal treatment by the police and criminal justice system for children and young people

Measure 1.1 (E,W) Percentage of children and young people approached by the police or a PCSO to be:

- (a) stopped in the street
- (b) stopped while in a car
- (c) stopped and searched

Measure 1.2 (E,W) Percentage of 16-17 year olds:

- (a) stopped on foot or vehicles
- (b) stopped and searched

Measure 1.2 (S) Percentage of 16-17 year olds who had contact with police because they were stopped in a car, on a motorcycle or on foot, to be asked questions or searched

Measure 1.3 (E,W) The percentage of children and young people who think that if the police were to stop and search them, they would be treated fairly

Measure 1.4 (E,W) Percentage of children and young people who disagree that the police treat everyone fairly whatever their skin colour or religion

Measure 1.5 (E,W) Percentage of children and young people dissatisfied with the way the police handled an incident reported to the police directly by the respondent

Measure 1.6 (E,W) Percentage of 16-17 year olds who are confident that the criminal justice system (police, CPS, courts, prison and probation service):

- (a) meets the needs of victims
- (b) respects the rights of those accused of committing a crime and treats them fairly

Measure 1.6 (S) Percentage of 16-17 year olds who are confident that the Scottish criminal justice system provides (a) equal access to the legal system for all

- (a) serves all communities of Scotland equally and fairly
- (b) provides an appropriately high standard of service for victims of crime
- (c) provides an appropriately high standard of service for witnesses

Measure 1.7 (E) Percentage point difference in the proportions of each BME group of young people on youth justice disposals against the proportions of each BME group in the equivalent local population

Measure 1.8 (E,S,W) The use of ASBOs against children and young people:

- (a) The number of children and young people that have received an ASBO
- (b) The proportion of children and young people issued with ASBOs against the proportion of adults (18+) issued with ASBOs

Measure 1.9 (E,S,W) Percentage of children and young people who feel that they are unfairly targeted by anti-social behaviour measures

Indicator 2: Detention as a last resort for children and young people

Measure 2.1 (E,W) Percentage of children and young people sentenced to custody of all those receiving a conviction in court

Measure 2.2 (E,W) Number of children and young people in:

- (a) prison establishments: gender and age
- (b) police cells
- (c) secure children's homes
- (d) secure training centres

Measure 2.3 (E,S,W) Number of children and young people entering and leaving detention centres under Immigration Act powers and duration of stay:

- (a) who enter detention (with percentage who are asylum detainees)
- (b) leaving detention (with percentage who are asylum detainees)
- (c) duration of their stay in detention (data gap)

Measure 2.4 (E,W) Of the children and young people with ASBOs, the percentage sentenced to custody as a result of breaching an ASBO.

Including separate reporting for length of custodial sentence:

- (a) Up to and including 1 month
- (b) Over 1 month and up to 2 months
- (c) Over 2 months and up to 3 months
- (d) Over 3 months and up to 4 months
- (e) Over 4 months and up to 5 months
- (f) Over 5 months and up to 6 months
- (g) Over 6 months and up to 8 months
- (h) Over 8 months and up to 10 months
- (i) Over 10 months and up to 12 months
- (j) Over 1 year and up to 2 years
- (k) Over 2 years

Measure 2.4 (S) The ratio of children and young people sentenced to prison or detention as a result of breaching an ASBO compared to all children and young people with ASBOs

Indicator 3: Children in detention: conditions and treatment with dignity and respect

Measure 3.1 (E,W) Number of (a) self-inflicted deaths, (b) self-harm incidents, and (c) individuals who self-harm in prison of children and young people under 21

Measure 3.2 (W) Number of Welsh children and young people held in detention centres in England

Indicator 4: Complaints and redress for children and young people in detention

Measure 4.1 (E,W): Percentage of children and young people in custody who report that:

- (a) they have been encouraged to withdraw a complaint
- (b) they do not know how to make a complaint
- (c) it is easy to make a complaint
- (d) they feel that complaints are sorted out fairly

Indicator 5: Offences reported and brought to justice for children and young people

Measure and source not yet identified.

E. EDUCATION AND LEARNING

Indicator 1: Education outcomes at key stages for children and young people

Measure 1.1 (E) The percentage of children achieving the required level of development by the end of Foundation Stage

Measure 1.2 (E) The number of children achieving at least level 2 for reading, writing and maths at Key Stage 1

Measure 1.3 (E) The number of children achieving at least level 4 in mathematics and English at Key Stage 2

Measure 1.4 (W) The percentage of children who reach the required Foundation Phase Outcome at the end of the Foundation Phase

Measure 1.5 (E,W) The number of children achieving at least 5 A*-C GCSEs including English and mathematics

Measure 1.6 (E,W) The achievement of a Level 3 qualification by the age of 19

Measure 1.7 (E,S,W) The percentage of 16-18 year olds who are not in education, employment or training (NEET)

Indicator 2: Education outcomes and experiences of vulnerable and detained children and young people

Measure 2.1 (E) The percentage of 'looked after children' in year 6 who have been in care for at least one year achieving at least level 4 in mathematics

Measure 2.2 (E) The percentage of 'children in need' in year 6 achieving at least level 4 in mathematics

Measure 2.3 (E) The percentage of 'looked after children' in year 11 who have been in care for at least one year achieving the equivalent of at least 5 A*-C GCSEs, including English and mathematics

Measure 2.4 (E) The percentage of 'children in need' in year 11 achieving the equivalent of at least 5 A*-C GCSEs, including English and mathematics

Measure 2.5 (E) The percentage of children leaving care who do not have any qualifications (who are over the age of 16 when leaving care, are not due to sit an exam later in the school year after leaving care and do not have a health condition or disability that prevents them from sitting an exam)

Measure 2.6 (E) The percentage of looked after children who are 16 years old who are not involved in employment, education or training (NEET)

Measure 2.7 (E) Children and young people in custody (under 16): percentage not participating in education

Measure 2.8 (E) Children and young people in custody (16-18): percentage not participating in education or training

Measure 2.9 (E) Drop-out of school rates of Gypsy, Roma and Traveller children

Measure 2.10 (E) Percentage of children who have been excluded from school (either for a fixed period, permanent or lunchtime)

Indicator 3: Safety, security and emotional health at school for children and young people

Measure 3.1 (E) Percentage of children and young people who experienced bullying in school (a) a few times a year, (b) every month, (c) every week, (d) most days, (e) everyday

Measure 3.2 (E) Percentage of children and young people who are bullied outside of school grounds (a) a few times a year, (b) every month, (c) every week, (d) most days, (e) everyday

Measure 3.3 (E) Percentage of children and young people who feel that their school deals with bullying (a) very well, (b) quite well, (c) not very well, (d) badly, (e) bullying is not a problem in my school

Measure 3.4 (E,S,W) Common measure of bullying across England, Scotland and Wales: percentage of children and young people who reported that they have been bullied at least twice at school in the past couple of months

Indicator 4: Use of internet by children and young people

Measure 4.1 (E,S,W) The percentage of households with children and young people who have access to a computer at home

Measure 4.2 (E,S,W) The percentage of households with children and young people who have access to the internet at home

Indicator 5: Common measures of education achievement for England, Scotland and Wales

Measure 5.1 (E,S,W) Mean cognitive assessment score in England, Scotland and Wales

Measure 5.2 (E,S,W) Mean PISA reading score in England, Scotland and Wales

Measure 5.3 (E,S,W) Mean PISA mathematics score in England, Scotland and Wales

Measure 5.4 (E,S,W) Mean PISA problem solving score in England, Scotland and Wales

Measure 5.5 (E,S,W) Mean PISA science score in England, Scotland and Wales

Measure 5.6 (E,S,W) Mean TIMMS mathematics score in England, Scotland and Wales

Measure 5.7 (E,S,W) Mean TIMMS science score in England, Scotland and Wales

F. STANDARD OF LIVING

Indicator 1: Housing quality and appropriate accommodation for children and young people that is also secure

Measure 1.1 (E) The percentage of households with children and young people living in non-decent, overcrowded or unadapted accommodation

Measure 1.1 (S,W) Percentage of households with children and young people living in sub-standard, overcrowded or unadapted accommodation

Measure 1.2 (E) Percentage of young offenders with access to suitable accommodation

Measure 1.3 (E) Proportion of care leavers in suitable accommodation

Measure 1.4 (E,W) Number of households with children and young people living in temporary accommodation

Indicator 2: Income poverty for children and young people

Measure 2.1 (E,S,W) Percentage of children and young people living in households below 60 per cent of contemporary median income, before housing costs

Measure 2.2 (E,S,W) Percentage of children and young people living in households below 60 per cent of contemporary median income, after housing costs

Measure 2.3 (E,S,W) Percentage of children and young people living in households experiencing persistent income poverty (i.e. living below the relative poverty line in at least three out of four consecutive years)

Measure 2.4 (E,S,W) Percentage of children and young people living in absolute income poverty

Indicator 3: Deprivation for children and young people

Measure 3.1 (E,S,W) The percentage of children and young people living in relative low-income households and in material deprivation

Measure 3.2 (E,S,W) Mean deprivation score for households with children and young people above the income poverty threshold

Indicator 4: Quality of the local area

Measure 4.1 (E) Percentage of children and young people who don't use public transport because there isn't any where he/she lives

Measure 4.2 (E) Percentage of children and young people who say that there are no play spaces or parks near where he/she lives

Measure 4.3 (E) Percentage of children and young people living in an area with 'unsatisfactory' or 'poor' local environmental conditions

Measure 4.3 (S,W) Average number of problems cited with local environmental quality

Indicator 5: The standard of living of vulnerable children and young people

Measure 5.1 (E,W) Percentage of children and young people in custody who are not normally able to have a shower everyday if he/she wants

G. PRODUCTIVE AND VALUED ACTIVITIES

Indicator 1: Play and valuable activities for children and young people

Measure 1.1 (E) Percentage of children who report that their lives would be better if there were more organised activities and things to do

Measure 1.2 (E) Percentage of children who report that their lives would be better if there were more places where they could go to spend time with their friends

Measure 1.3 (E) The percentage of all children and young people aged from birth to 16 years (from all social and ethnic groups, including those who are disabled), who play out for at least four hours each week

Measure 1.4 (E,W) Percentage of children and young people who have undertaken voluntary activities or helped someone not in their family (unpaid) in the last year

Indicator 2: Rest and leisure for children and young people

Measure 2.1 (E) Percentage of children and young people who say that they don't have the time to do any activities that they would like to do

Measure 2.2 (E,W): Percentage of children and young people in custody who say that on average each week they go 'on association' or free time (a) Don't

want to go (b) none (c) one to two times (d) three to five times (e) more than five times (f) don't know

Indicator 3: Education, training and employment activities for 16-17 year olds

Measure 3.1 (E,S,W) Percentage 16-17 year olds who are economically active and who are earning less than the minimum wage (including paid over-time)

Measure 3.2 (E,W) Percentage of 16-17 year olds who report that they experience labour market discrimination

Indicator 4: Treatment and protection for working children and young adults

Measure 4.1 (E,S,W) The number of children and young people trafficked for domestic servitude and other forms of exploitation

Measure 4.2 Prevalence of prostitution among children and young people

H. INDIVIDUAL, FAMILY AND SOCIAL LIFE

Indicator 1: Emotional support, avoiding loneliness and hope for the future for children and young people

Measure 1.1 (E,S,W) Percentage of children who do not have any close friends

Measure 1.2 (E) Percentage of all children and young people who say that they have not had very much help or no help at all to plan what to do when they are older (or after the end of Year 11)

Measure 1.3 (E) Percentage of all children and young people who say that:
 (a) they feel positive about the future
 (b) their life would be better if they had more help to plan for their future

Measure 1.4 (E,W) Percentage of children and young people who say that they look after, or give any help or support to family members, friends, neighbours or others because of either:
 (a) long-term physical or mental ill-health/disability
 (b) problems related to old age (not including anything done as part of paid employment); broken down by:
 (c) 1-19 hours a week
 (d) 20-49 hours a week
 (e) 50 or more hours a week

Measure 1.5a (E,S,W) Percentage of children not spending the minimum number of hours per day with their parent/s or primary carer

Measure 1.5b (E,S,W) Percentage of parents for whom achieving the minimum number of hours with their child/children would result in a transition into poverty

Indicator 2: Freedom from domestic abuse (emotional or financial) for 16-17 year olds

Measure 2.1 (E,W) Percentage of 16-17 year olds experiencing domestic abuse (emotional or financial) in the last 12 months (reporting the relationship of victim to principal suspect)

Indicator 3: Being able to form attachments and bonds with others

Measure 3.1 (E,W) Percentage of children and young people in custody who report that it is difficult for family and friends to get to the establishment to visit them

Measure 3.2 Percentage of children and young people who feel able to form and maintain relationships

Indicator 4: Being able to participate in key social and cultural occasions which matter to you

Measure 4.1: (E,S,W) Percentage of children who would like to celebrate on special occasions such as birthdays, Christmas or other religious festivals but whose household cannot afford it

Indicator 5: Respect for individual and family life

Measure 5.1 Percentage of children and young people who feel able to be themselves (a) with their family, (b) with friends, (c) in public

Measure 5.2 Percentage of children and young people who feel put down or badly treated by friends, teachers or others because of (a) who they are, (b) who their family are

Measure 5.3 Percentage of children and young people who do not feel able to talk openly about (a) their sexual orientation, (b) a parent/s being lesbian, gay or bisexual

Measure 5.4 Percentage of children and young people who have been bullied because of (a) perceptions of their sexual orientation, (b) perceptions of their parent/s being lesbian, gay or bisexual

I. IDENTITY, EXPRESSION AND SELF-RESPECT

Indicator 1: Experiences of identity-based harassment and interference

Measure 1.1 (E,W) Percentage of children and young people who said that in the last year, someone made fun of them or was rude to them because of their race, ethnicity, skin colour or religion

Measure 1.2 (E,W) Percentage of children and young people who said that in the last year, they have felt that someone treated them unfairly because of their race, ethnicity, skin colour or religion

Measure 1.3 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because of their race, ethnicity or skin colour

Measure 1.4 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because of their religion

Measure 1.5 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because they are poor and don't have a lot of money

Indicator 2: Perceptions of treatment with dignity and respect among young people

Measure 2.1 (E,W) Percentage of children and young people who say that they strongly or slightly agree that the government treats young people with respect

Measure 2.2 (E,W) Percentage of children and young people who say that they strongly or slightly agree that television and newspapers talk about young people fairly

Measure 2.3 Percentage of children and young people who have experienced age discrimination when accessing (a) the emergency services, (b) health services, (c) mental health services

Indicator 3: Being able to engage in cultural practices

Measure 3.1: (E,W) Percentage of young people in custody who report it is difficult for them to attend religious services

Indicator 4: Self-respect

Measure 4.1: Mean score on Rosenberg's self-esteem scale

Indicator 5: Freedom from stigma and stereotyping

Measure 5.1: Mean accumulated humiliation score

Measure 5.2: Percentage of children and young people who feel stereotyped and/or put down because of their (a) gender, (b) ethnicity, (c) age, (d) disability, (e) religion, (f) social class, (g) sexual orientation

J. PARTICIPATION, INFLUENCE AND VOICE

Indicator 1: Participation in decision-making processes in critical areas of the lives of children and young people

Measure 1.1a Percentage of children and young people who feel able to express their view freely in matters affecting them

Measure 1.1b Of the children and young people that have expressed a view in matters affecting them, the percentage who feel their view was taken seriously by decision-makers

Measure 1.2 (E) Percentage of children and young people who feel that their:
(a) ideas about their school have been listened to 'a lot' or 'a little' when given to the school council or in some other way
(b) lives would be better if there were more chances to have a say in how things are run at school or in the local area

Measure 1.3 (E) Percentage of children and young people who report that they were asked to and then gave their ideas to a school council and/or a youth council or youth parliament about things that are important to them in the last year, and/or during a meeting outside school about making things better in his/her local area

Measure 1.4 (E,W) Percentage of children and young people who have ever been involved with a school committee or school council

Measure 1.5 (E,S,W) Percentage of children and young people who report that they have no say at all over decisions made by:

- (a) their local council
- (b) national government

Measure 1.6 (E,S,W) Percentage of children and young people who report that they have no say at all over what they do and over what happens to them in their day-to-day life

Indicator 2: The political activities of children and young people

Measure 2.1 (E,W) Percentage of children and young people who say that they have (a) attended a public meeting, demonstration or protest, (b) signed a petition, or (c) contacted a local councillor or a Member of Parliament (MP)

Measure 2.1 (S) Percentage of children and young people who say that they have (a) attended a public meeting, demonstration or protest (b) signed a petition or (c) contacted a local councillor or a Member of Scottish Parliament (MSP)

Measure 2.1 (W) Percentage of children and young people who say that they have (a) attended a public meeting, demonstration or protest, (b) signed a petition, or (c) contacted a local councillor or a Member of Welsh Assembly

Measure 2.2 (S) Percentage of young people who participate in elections to the Scottish Youth Parliament

Measure 2.3 Percentage of children and young people who participate in the:
 (a) Children's Youth Parliament
 (b) Young Scot

Indicator 3: Involvement in clubs, organisations and the local community

Measure 3.1 (E,S,W) Percentage of children and young people who say that they hardly ever/never go to:

- (a) youth clubs, scouts, girl guides, or other organised activities
- (b) do sports (including football, aerobics, dance classes and swimming)

Measure 3.2 (E,W) Percentage of children and young people who say that there are enough activities for young people in their area

Measure 3.3 (E) Percentage of children and young people who report that in the last four weeks they have taken part in a group activity led by an adult outside school lessons (such as sports, arts, or a youth group)

Measure 3.4 (E) Percentage of children and young people who report that they have participated in a youth centre or club (including a religious, faith or community group) to taken part in organised activities in the last four weeks

Indicator 4: Being treated with dignity and respect while accessing and participating in decision-making processes and forums

Measure 4.1 Percentage of children and young people treated with dignity and respect while accessing and participating in local or national decision-making forums

Indicator 5: Inclusion in participation in mainstream activities

Measure 5.1 Percentage of children and young people who don't feel that they can participate in mainstream activities because of their age, gender, disability, ethnicity, religion/belief, social class, sexual orientation and/or transgender status

1. Introduction

This chapter provides background information on the extension of the Equality Measurement Framework for Children and Young People. Section 1.1 provides the background to the Equality Measurement Framework for Children and Young People (henceforth referred to as the 'Children's Measurement Framework' or CMF). Section 1.2 discusses the extension of the EMF to cover children and young people. Section 1.3 examines the nature and scope of the Specialist consultation on the selection of indicators for children and young people. Section 1.4 provides an overview of the current report.

1.1 What is the Equality Measurement Framework (EMF)?

The Equality Measurement Framework is one of four Measurement Frameworks being developed by the Equality and Human Rights Commission (EHRC), to monitor and evaluate progress towards achieving equality and human rights in Britain. The Commission has a legal duty to monitor, evaluate and report on progress towards equality and human rights in Britain, taking account of age, disability, ethnicity, gender, transgender, religion or belief, and sexual orientation. The EMF is being used by the Commission to discharge this statutory responsibility.

It is important to note at the outset that the EMF is **not** a performance measurement framework. Rather, the Framework provides a baseline of evidence on the equality and human rights position of individuals and groups, and can be viewed as having two key functions.

- First, the EMF has a function as a high level national equality and human rights monitoring tool, enabling the Commission to evaluate 'how well' individuals and groups are doing from an equality and human rights perspective, and to identify and report on the challenges.
- Second, the EMF has a function as a high level national regulatory tool – enabling public authorities and other institutions and organisations concerned with equality and human rights to tailor and refine their policies.

The development of the EMF has drawn on three key inputs: the theoretical underpinning of the capability approach developed by Amartya Sen; the international human rights framework; and extensive consultation with the general public, individuals and groups at risk of discrimination and disadvantage. Further discussion of the theoretical foundations of the EMF are provided in Burchardt and Vizard (2007a and b).

Outcomes, process and autonomy

The EMF aims to capture three distinct aspects of inequality that can arise between individuals and groups. These are:

- Inequality of outcome – that is, inequality in the central and valuable things in life that individuals and groups actually achieve
- Inequality of process – reflecting inequalities in treatment through discrimination or disadvantage by other individuals and groups, or by institutions and systems, including lack of dignity and respect, and
- Inequality of autonomy – that is, inequality in the degree of empowerment people have to make decisions affecting their lives, how much choice and control they really have given their circumstances.

All three distinct aspects of inequality will be evaluated and tracked through the EMF, by the EHRC and others.

The list of 10 central and valuable freedoms or 'domains'

The EMF makes use of a list of the critical areas of life, in terms of which the position of individuals and groups is evaluated. Developing and agreeing a list of central and valuable freedoms and opportunities for adults has been a two-stage process. First, the international human rights framework was used to draw up a core list of what those central and valuable freedoms might be. Second, this list was supplemented and refined through a process of deliberative consultation – a programme of workshops and interviews with the general public and with individuals and groups at high risk of discrimination and disadvantage.

Ten domains or areas of life that are centrally important were identified through this two-stage procedure. These are:

- Life
- Health
- Physical Security
- Legal Security
- Education and Learning
- Standard of Living
- Productive and Valued Activities
- Individual, Family and Social Life
- Identity, Expression and Self-respect, and
- Participation, Influence and Voice.

Other, more specific, freedoms are listed under each heading. The full capability list for adults can be found in Alkire et al. (2009).

Disaggregation by at least eight characteristics

For the adult's Framework, inequality is being disaggregated (where possible) at least by age, disability, gender, transgender, ethnicity, religion or belief, sexual orientation and social class. These characteristics reflect the statutory responsibilities and concerns of the Commission and partner bodies such as the GEO, the Scottish Government and the Welsh Assembly. Additional disaggregation characteristics such as family type, asylum and refugee status can also be used with the Framework where data are available, as can combinations of characteristics to identify intersectional group concerns, that is those that cut across different characteristics (such as being an Asian woman, or an older man).

3-D matrix representation of the Equality Measurement Framework

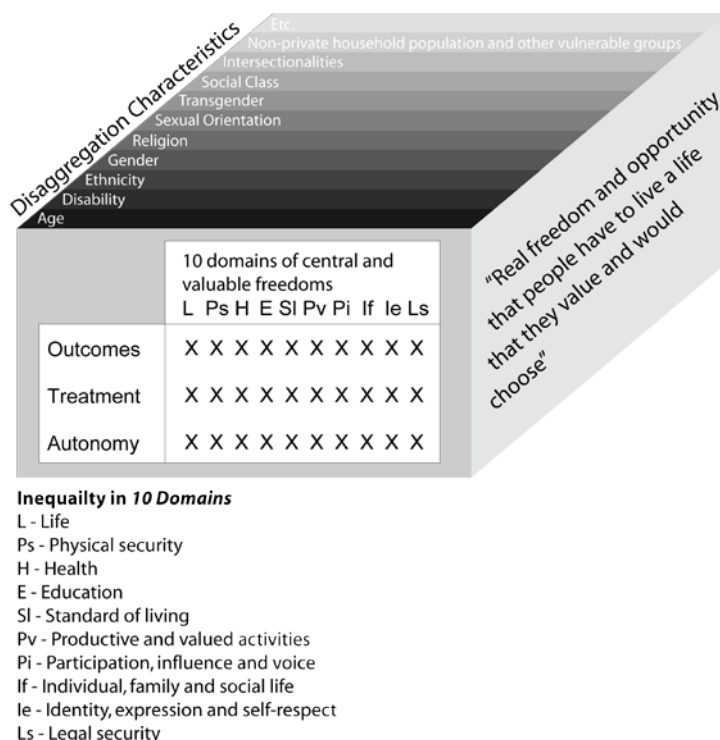
The EMF is represented in Figure 1 as a 3-D matrix where the rows represent the three aspects of inequality (outcomes, autonomy and process) and the columns represent 10 domains of central and valuable freedoms. The layers of the matrix represent the different characteristics of the groups of particular concern such as gender, ethnicity, etc.

The Matrix provides a conceptual grid that clarifies how the EMF will be used for monitoring purposes. For example, the EMF could be used to evaluate the health position of older people in terms of their: outcomes (that is their actual health status); process, exploring whether older people experience explicit discrimination or other forms of unequal and detrimental treatment, such as a lack of dignity and respect; and autonomy, questioning if they experience choice and control in relation to their medical treatment, including issues of information and consent.

The short-list of indicators for adults

A specialist consultation with stakeholders and experts on the selection of indicators for adults to use with the EMF was held in 2008. As a result of this process, a set of 48 indicators and associated measures for England, Scotland and Wales across the 10 EMF domains has been identified and agreed. Some data is already available for over three-quarters of the measures across a number of equality characteristics. Other measures require data development (such as new social survey questions, or more complex strategies to address data gaps).

Figure 1.1 The 'substantive freedom matrix'



The full project report on the selection of indicators for adults, including technical details, provisional data and recommendations on data development, is available on the EHRC’s website (Alkire et al., 2009). Appendix 1 of that report summarises the short-list of indicators for adults and the associated measures that were agreed upon as a result of the specialist consultation process.

The agreed indicator set for adults relates to inequality of outcome and inequality of process. Indicators for adults relating to inequality of autonomy require more methodological development and are the subject of a separate project. To date, a survey module setting out proposed indicators has been cognitively tested and piloted, and provisional results are currently being analysed. See Burchardt et al. (2010) for further details.

1.2 The extension of the Equality Measurement Framework to cover children and young people

The next step in the development of the Equality Measurement Framework has been to develop a set of indicators within each of the 10 domains for children. A separate capability list for children has already been developed and agreed in an earlier consultation exercise in March 2009. Both the capability list and further information on this earlier consultation exercise can be found in Burchardt et al. (2009).

A separate EMF for children and young people is needed for a number of reasons. First, the majority of household surveys do not cover under-16s as respondents in their own right, so it is not possible to simply broaden the age range of the existing indicators for adults. Therefore, there is a need to identify new and appropriate survey and administrative sources.

Second, there are a number of child-specific and young-people specific issues that are captured in the capability list for children and young people. Children and young people are developing and acquiring capabilities that are widely viewed as essential for adulthood. They may have special and additional needs, such as needs for play and loving care, and these will require different and additional indicators. Lack of freedoms and opportunities in childhood and youth can have an enduring impact in adulthood and a broader societal impact.

Third, even when indicators for children and young people have obvious counterparts in the adult indicator set, they require focusing and re-specifying. Examples include the infant mortality rate and preventable child deaths (Life domain), children's experience of abuse, neglect and violence within the home and in residential settings (Physical Security domain) and children and young people's need for care, including the integration of cared for children (Individual, Family and Social Life domain).

Fourth, there are a number of sensitive and complex issues to resolve in the context of the children's and young people's project. Many of these concern the nature of the relationship between children and young people, the family and the state, and the ways in which this relationship should be and is regulated. As mentioned above, children and young people are in a phase of capability development and formation, and measures for the protection and security of children and young people may circumscribe their freedom of choice and autonomy.

Fifth, different phases of the lives of children and young people are distinct, and different approaches to dependency, protection and autonomy may be appropriate. Childhood and youth may therefore require monitoring in terms of different stages, with different indicators for tracking wellbeing and rights appropriate to each stage.

Six, the list of disaggregation characteristics used with the EMF needs orientating and tailoring for children and young people. The application of some characteristics (including transgender and sexual orientation) might, for example, be age-contingent. In addition, additional or supplementary disaggregation characteristics might be relevant for children and young people (for example, children in care, runaways etc). There is a need to develop and agree a list of vulnerable children and young people that require separate monitoring that can be used in conjunction with the EMF.

For these reasons, it was decided to develop a separate version of the Equality Measurement Framework to cover children and young people, This is subsequently referred to in this Report as the Children's Measurement Framework (or CMF),

The development and agreement of the capability list for children and young people

Prior to the specialist consultation on the selection of indicators for children and young people, the Commission funded work to develop and agree on a capability list for children and young people that provides the foundations of the Children's Measurement Framework in 2008 and 2009. The capability list, which is set out in full in Appendix 2 and covers children and young people under the age of 18, underwent three broad phases of development.

First, a provisional capability list for children and young people was compiled based on the adult's list, on an examination of the UN Convention on the Rights of the Child (UNCRC) and on the Every Child Matters (ECM) Outcomes Framework. Subsequent work has related the EMF to the Welsh Assembly's 'Seven Core Aims for Children and Young People' and the Scottish Government's 'Getting it Right for Every Child' frameworks. See Chapter 3 for further details of the UNCRC and the national frameworks for monitoring children's and young people's wellbeing across Great Britain (GB).

In the second phase, two rounds of deliberative consultation (in the form of workshops) with parents and children were held to refine the provisional list. The first round of consultation was conducted by Ipsos MORI and was for teenagers (ages 13 to 16). The second round included children aged 9 to 12 and parents of children aged 0 to 8. Details of the deliberative consultation with parents and children can be found in Burchardt and Vizard (2009).

Finally, in March 2009, the Centre for Analysis of Social Exclusion (CASE) was commissioned by EHRC to a one-day consultation event on the contents of the list of central and valuable capabilities for children and young people. A final revision of the capability list was undertaken in light of feedback and input at this event. See Burchardt et al. (2009) for an overview of the consultation feedback and full details of the consultation event.

The final list for children and young people that was developed and agreed upon in this process is provided in Appendix 2. A number of the issues discussed above in relation to the need for a separate version of the EMF to cover children and young people were raised and discussed in the context of the consultation on the capability

list for children. Feedback from this one-day event is written up in full (Burchardt et al., 2009) and the report includes initial Feedback and comments on:

- The appropriate definition of a child
- The application of strand-based characteristics to children, such as sexual orientation and religion/belief
- The age groups to which specific indicators should apply and the nature and scope of freedom of choice (for example, access to reproductive sexual health services)
- The relevance of the autonomy aspect in monitoring the position of children and young people, given that children may be viewed as having less ability to form genuinely autonomous preferences and life plans.

A provisional list of vulnerable groups for children and adults was also put forward by participants at this event: This covers:

- Asylum seekers and refugees
- Unaccompanied asylum-seeking children
- Children looked after by social services
- Children in the Criminal Justice System (CJS)
- Detained children
- Gypsies and Travellers
- Trafficked children
- Homeless children
- Children from families who have no recourse to public benefits
- Disabled children/children with learning difficulties
- Young adults (particularly in relation to transitional issues)

This list was used as a basis for discussion during the current consultation.

1.3 Specialist consultation on the selection of indicators for children and young people

Process and objectives

Having developed and agreed a capability list for children, the next stage in the development of the EMF for children and young people was to identify and agree an indicator set with stakeholders and subject experts. In order to achieve this objective, the EHRC commissioned the CASE team to undertake a specialist consultation in January-February 2010. The aim was to identify and agree up to five indicators for children for each of the 10 domains of the EMF and to specify the associated measures for England, Scotland and Wales.

The selection of a set of indicators for children was a five-stage process:

1. Drawing up a set of criteria with which to select indicators for children and young people

A set of criteria with which to select indicators has been adapted from the list developed for the consultation on indicators for adults. Full details of the selection criteria are provided in Chapter 5. Consultation participants were invited to comment on the appropriateness of the selection criteria as well as on the short-lists of indicators for children.

2. Developing a long-list and provisional short-list of indicators for children and young people

A long-list of indicators and a provisional short-list for each domain was prepared following a review of data sources. These were set out in 10 Briefing Papers, available on the consultation website. The provisional short-lists were arrived at by applying the 'essential' and 'desirable' selection criteria. There are five indicators for each domain, with measures specified under each indicator.

Three versions of the Briefing Papers were prepared, one each for England, Scotland and Wales. Human Rights was treated for the purposes of the specialist consultation as a cross-cutting issue. Indicators that capture and reflect both equality and human rights concerns were identified and selected for each domain.

3. Face-to-face consultation with subject specialists and stakeholders

Three full-day events, one each in England, Scotland and Wales, were held to discuss the provisional short-list of indicators, as well as to discuss specific issues across the domains which arise in regional contexts.

4. Web consultation

In addition to the face-to-face consultation events, participants were able to provide written feedback and comments through a web consultation. This was arranged to facilitate more detailed comments, the submission of documents and time for reflection and consultation with colleagues following the one-day events. Individuals and organisations unable to attend the one-day events were able to submit feedback and comments through the web consultation.

The web consultation went live on 25 January 2010 and individuals and groups were able to submit comments and suggestions until 28 February 2010.

5. Revision of the short-lists following the face-to-face consultation events and the web consultation. The provisional short-list tabled as a basis for discussion at the specialist consultation has been revised by the CASE team in line with comments and feedback, and a final short-list has been developed.

The objectives of the specialist consultation exercise for indicator selection were focused in a number of important ways:

- The consultation concentrated on the selection of outcome and process indicators. The capability list for children and young people of domains and sub-headings (see Appendix 2) were regarded as fixed for the purposes of this exercise, since it had already been subject to extensive consultation with children and parents, and with key stakeholders and subject experts. The Commission is committed to revising the capability list periodically to ensure it remains up to date and relevant.
- It is intended that the short-list of indicators will reflect particularly salient facets of inequality and human rights, when disaggregated by the equality characteristics (gender, ethnicity, and so on). It is not anticipated that the short-list of indicators for any given domain will **summarise** inequality within that domain, since the coverage of each domain is very broad and diverse (see Appendix 2).
- The autonomy aspect of inequality is also integral to the EMF. Although the consultation did not cover the selection and agreement of indicators of autonomy for children, we invited participants to provide feedback and comments on:
 - particular aspects of children’s and young people’s lives where you believe it would be important to report levels of autonomy in
 - at what age this becomes relevant
 - any indicators that are currently being used for measuring autonomy in England, Scotland and Wales
 - research or surveys that are relevant for developing indicators of autonomy.
- The consultation concentrated on statistical indicators. Statistical indicators are useful because they allow an assessment of how major inequalities are changing over time but they are only one of several ways to monitor inequality. However, there are limitations to this approach. Inequalities experienced by small minorities are not well tracked by statistical indicators. In addition, there may be particularly critical and/or legally significant instances of inequality and denial of human rights in individual cases (for example, forced labour) that it is important to monitor and report on, which are not adequately captured by statistical indicators. The

statistical indicators in the EMF will, therefore, need to be supplemented with other forms of monitoring.

- Priority has been given to existing data sources in the selection of indicators, but where existing data is inadequate, recommendations are made for the collection of new data.
- The framework is intended to provide information wherever possible and relevant at a GB level. For this reason, common indicators across GB were sought. However, in many instances, different statistical **measures** will be required in England, Scotland and Wales for the same indicator, because institutions and data sources differ. In addition, the Scottish and Welsh administrations and other stakeholders may want to define supplementary country-specific indicators.
- The consultation concentrated on children rather than adults. The capability list and indicators for adults were finalised under a different project preceding the children's and young people's project and was published online in Summer 2009 (Alkire et al., 2009).
- The consultation was with subject specialists and key stakeholders, and is not a full-scale public consultation.
- A defining feature of the EMF for adults is that all data are systematically disaggregated (where data permit) by the characteristics that have particular relevance for the responsibilities and remit of the Commission: ethnicity,³ gender, age, religion or belief, sexual orientation, transgender, and disability, together with social class. We aimed, as part of the specialist consultation, to check the validity of this list when applied to children, including whether (1) any of these characteristics should not be systematically applied in the context of the EMF for children; (2) whether age thresholds should be imposed in relation to any of these characteristics.
- We also welcomed feedback and comments on the question of the appropriate definition of a child that should be adopted for the purposes of the EMF.

Coverage and participation

Forty people attended the consultation events in total and five organisations responded to the web consultation. We also had three in-depth one-to-one meetings with DCSF in 2010, as well as further meetings, email exchanges and conversations with a range of organisations, which are listed in Appendix 2.

1.4 Organisation of this report

The remainder of the report is organised as follows. Chapter 2 provides details of existing frameworks for monitoring the equality and human rights position of children

³ The Equality Act 2006 refers to race. The EMF disaggregates by ethnicity, in line with Census and ONS ethnicity classifications.

and young people in England, Scotland and Wales, and summarises the key sources we have consulted in this project. Chapter 3 sets out the selection criteria we applied in developing the provisional short-list of indicators and measures. Chapters 4-13 set out the final short-lists for each domain, together with evaluation tables under each indicator and details of feedback and comments received during the specialist consultation process, and recommendations for each domain. Chapter 14 provides details of our final conclusions and recommendations, and summarises the domain specific recommendations.

1.5 Next steps

The next step in taking the development of the CMF forward is to undertake the 'technical stage'. Alkire et al. (2009) included detailed examination and reporting of the robustness of the proposed measures, including systematic testing of the potential for disaggregation by equality characteristics. The current project has been smaller, focusing on the development and agreement of a short-list of indicators and measures, without moving on to detailed robustness testing and evaluation of disaggregation potential (see 'note on the status of the evaluation tables in this report) below. As set out in our recommendations, the next step in the development of the CMF will be to complete the 'technical stage'. Once the technical phase work has been undertaken, the data under each indicator and measure will need to be gathered.

Note on the status of the evaluation tables in this report

The evaluation tables in this report reflect the criteria set out in Alkire et al. (2009). Each proposed measure is evaluated against a set of criteria including: legitimacy, relevance, geographical coverage, frequency, level, disaggregation and robustness.

For the purposes of the current report it should be noted that evaluation against the 'disaggregation' and 'robustness' criterion are provisional and require further examination and clarification at the 'technical stage'.

For example, against 'disaggregation', we have included the characteristics that we understand are recorded in a social survey or administrative data set. However, there has been no attempt to report on sample size or the potential for disaggregation in practice, by applying the 'robustness rule' set out in Alkire et al. (2009). Therefore, at the technical stage, each of the social surveys being used will need to be subjected to rigorous testing to establish sample size and the potential for disaggregation.

Likewise, against 'robustness', we have provided initial information on the reliability and validity of the proposed measures. For example, the robustness of social surveys that apply standard statistical methods might be broadly evaluated as 'good'. The robustness of administrative sources, where variation in recording methods might be anticipated, or where methodologies are new, emerging or experimental, might be evaluated as 'moderate'. However, these are provisional evaluations and will also need to be confirmed, clarified and further elaborated at the 'technical stage'.

2. Existing frameworks for monitoring the equality and human rights position of children and young people

This chapter provides details of the main frameworks for monitoring the wellbeing and rights of children and young people that have already been developed in England, Scotland and Wales. The frameworks are mapped to the domains in the CMF and details of indicators that are used in conjunction with these frameworks for monitoring purposes are provided. These existing frameworks detailed in sections 2.1-2.4 are a key source for the indicators that are included in our recommended short-lists. In addition, we have checked and drawn on (1) Public Service Agreements and Departmental Strategic Objectives; (2) surveys and administrative sources that cover children and young people; (3) various recent and ongoing international initiatives. The key sources that have been systematically consulted for the purpose of the project are summarised in section 2.5.

2.1 The UN Convention on the Rights of the Child

The UNCRC provides an important starting-point for monitoring children's and young people's wellbeing in England, Scotland and Wales. States are required to provide substantive information as required in relation to the following categories (UN Committee on the Rights of the Child 2005):

- General measures of implementation
- Definition of the child
- General principles
- Civil rights and freedoms
- Family environment and alternative care
- Basic health and welfare
- Education, leisure and cultural activities
- Special protection measures, and
- Optional protocols.

The reporting guidelines issued to states inform signatories on the type of statistical data that nations are obligated to collect and present to the Committee for its evaluations. Section 1 includes the following requirements (UN Committee on the Rights of the Child 2005: 2-3):

6(d) **Statistical data:** States parties should provide, where appropriate, annual statistical data disaggregated by age/age group, gender, urban/rural area, membership of a minority and/or indigenous group, ethnicity, disability, religion, or other category as appropriate.

7. Reports should be accompanied by copies of the principal legislative texts and judicial decisions, as well as detailed disaggregated data, statistical information, indicators referred to therein and relevant research. The data should be disaggregated as described above and changes that have occurred since the previous report should be indicated.

A summary of the types of statistical information regularly required in country reports, broken down by the categories specified within the Committee's reporting guidelines, is provided in Appendix 4. These include, for example (UN Committee on the Rights of the Child 2005: 10-18):

- Number of children without parental care disaggregated by causes
- Number and percentage of children who received special care in terms of recovery and social reintegration
- Number of children with disabilities who are living in institutions, including institutions for mental illnesses, or outside their families, such as in foster care
- Number of persons under 18 detained in institutions that are not specifically for children.

The annex to the 2005 UNCRC report submission guidelines provides more detailed requests on the chapter-specific disaggregated statistical data and indicators expected in the report, which must also cover 'the reporting period since the consideration of their last report' (UN Committee on the Rights of the Child, 2005). Sample instructions, taken from the guideline's annex, as well as from the UN Committee's General Comment No. 9 (UN Committee on the Rights of the Child 2006), specify disaggregation requirements in relation, for example, to:

- Children without parental care
- Children deprived of their liberty, including any form of detention, imprisonment or placement in custodial settings (art. 37 (b)-(d))
- Abuse and neglect, including physical and psychological recovery and social reintegration
- Children deprived of their liberty, including any form of detention, imprisonment or placement in custodial settings (art. 37 (b)-(d))
- Children with disabilities.

Under the UNCRC, General Comment No. 9 (2006) on the rights of children with disabilities, there is further information on the types of statistics the UNCRC expects in state-specific reporting (UN Committee on the Rights of the Child 2006). Under Section C, Data and statistics, it is stated that, In order to fulfil their obligations, it is necessary for States parties to set up and develop mechanisms for collecting data

which are accurate, standardised and allow disaggregation, and which reflect the actual situation of children with disabilities. One of the main challenges in obtaining accurate statistics is the lack of a widely accepted clear definition for disabilities, and States parties are encouraged to establish an appropriate definition that guarantees the inclusion of all children with disabilities.

The limitations of statistical systems in the UK for monitoring the human rights of children has been a key issue raised by the Committee in its General Comments. The latest UK submission to the UN Committee on the Rights of the Child was in July 2007 (HM Government, 2007). A number of limitations of existing statistical systems were highlighted by the Committee in its Concluding Observations on this Report (UN Committee on the Rights of the Child, 2008). For example, the Committee highlighted the 'still high prevalence of violence, abuse and neglect against children, including in the home' and 'regrets that there is still no comprehensive system of recording and analysing abuses committed against children'. The Committee recommended that mechanisms must be established to monitor 'the number of cases and the extent of violence, sexual abuse, neglect, maltreatment or exploitation, including within the family, in schools and in institutional or other care' (UN Committee on the Rights of the Child 2008: 12). The Committee further highlighted 'the lack of data on the number of children seeking asylum' and recommends that the UK should 'provide disaggregated statistical data in its next report on the number of children seeking asylum, including those whose age is disputed'. It recommended that 'efforts to collect data on the extent of sexual exploitation and abuse of children' are intensified so that adequate preventative measures can be drawn up and implemented (UN Committee on the Rights of the Child 2008: 17-18).⁴ The Joint Committee on Human Rights has also recently completed a report on children's rights (see JCHR, 2009a, and, on the Government's responses, JCHR, 2010).

2.2 England and Wales: Every Child Matters (ECM)

Every Child Matters: Change for Children was published in November 2004 and a revised *Every Child Matters Outcomes Framework* was launched on 3 April 2008.

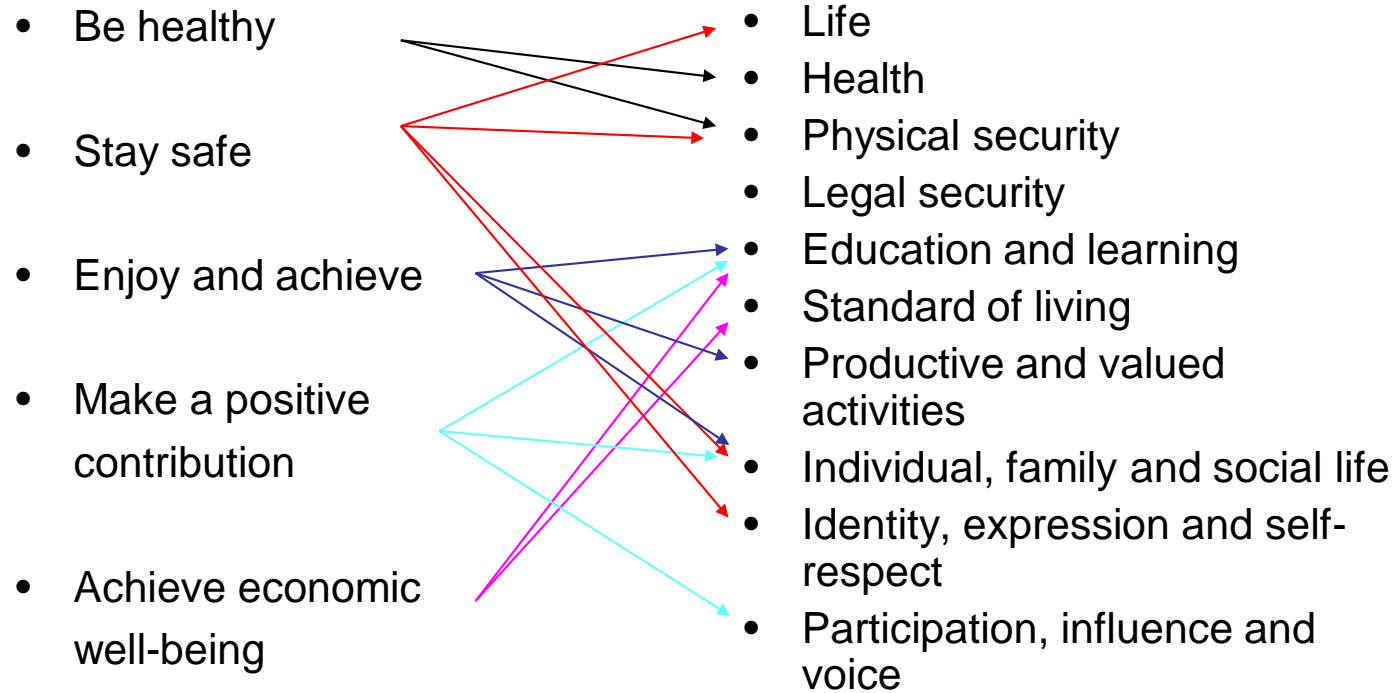
⁴Actions taken by the Government to promote the UNCRC include the Children Act 2004, the Childcare Act 2006, the Children's Plan for England of 2007, as well as the decision to ratify 'optional protocols' on the rights of children. The Government's priorities in addressing the UN Committee's Comments are set out in the *Children's Plan – 1 Year On*. Also see DCSF (2009g): *Working Together, Achieving More* and DCSF (2009cf): *UNCRC: Priorities for action and the Children's Plan, two years on. Working Together Achieving More* is a UK-wide commitment to take action to make children and young people's rights under the UNCRC a reality. It was produced in response to recommendations made by the UN in its Concluding observations report, and launched in November 2009, along with an England action plan, United Nations Convention on the Rights of the Child: *Priorities for Action*.

For further details see DCSF 2008, 2009a, b and c). This framework monitors the success of the five ECM outcomes through indicator sets that include:

- Public Service Agreements (PSAs)
- Departmental Strategic Objectives (DSOs), and
- The National Indicator Set (NIS), which is led by the Department of Communities and Local Government (DCLG).

The ECM is legally supported by the Children Act 2004. This provides a strategic landscape for delivering services to children, young people and families in England and Wales. It also creates a duty in England and Wales to improve children's wellbeing by facilitating cross-agency cooperation and a pooling of resources across agencies to support this joined-up governance. Guidance on creating databases and indices containing basic information about children and young people is set out in this context. The ECM outcomes are supported by the *Children's Plan*, which the government published in December 2007 and is a 10-year strategy to improve 'educational outcomes for children, improve children's health, reduce offending rates among young people and eradicate child poverty by 2020'. The provisional children's capability list was compared to the five main outcomes of the ECM Outcomes Framework through a mapping exercise shown in Figure 3.1, helping to ensure that the key elements of the ECM are incorporated into the capability list.

Figure 2.1 Mapping 'Every Child Matters' to the CMF



2.3 Wales: The Welsh Assembly's Seven Core Aims for Children and Young People

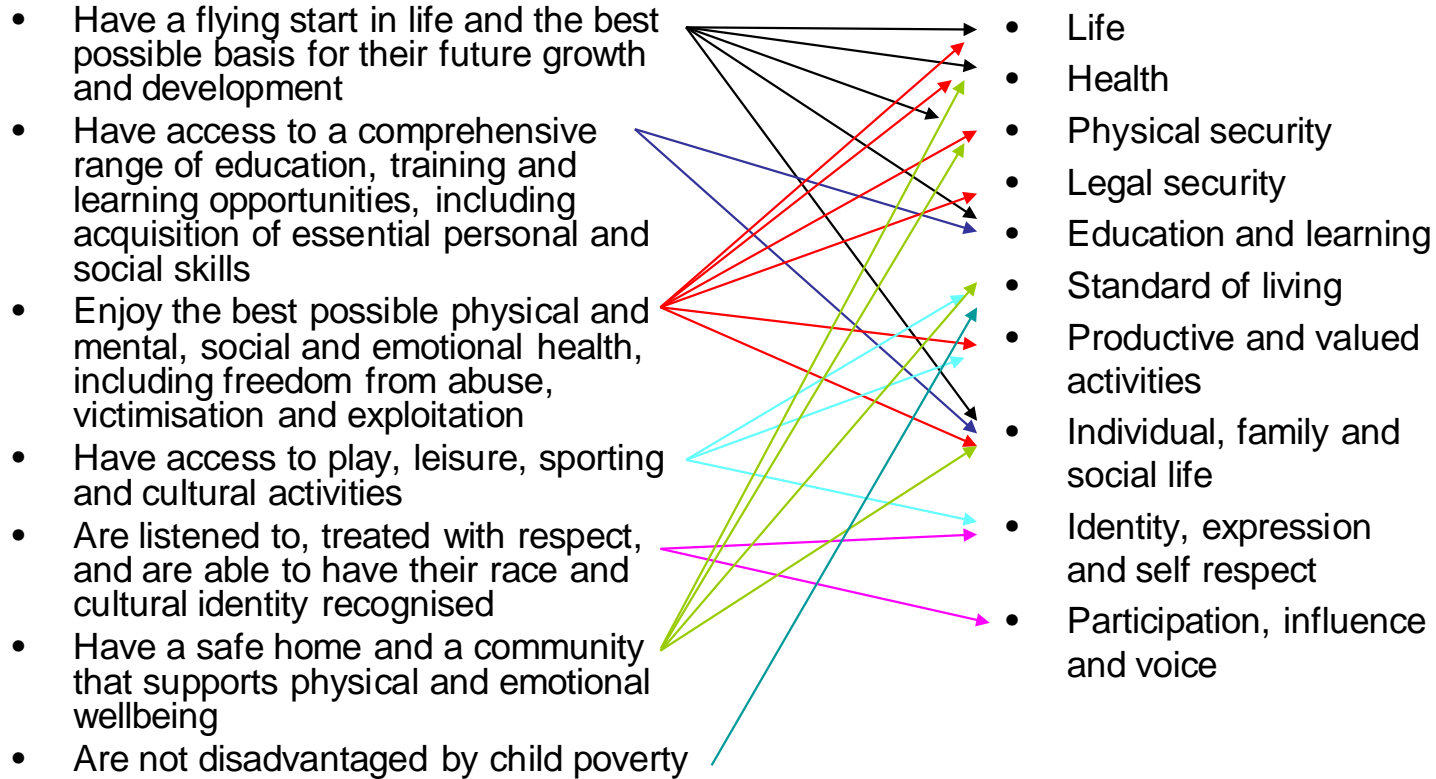
The Welsh Assembly's 'Seven Core Aims for Children and Young People' is based on the UNCRC. Wales' first strategy for children, 'Children and Young People: A Framework for Partnership', was published in 2000 and was followed by 'Children and Young People: Rights to Action' in 2004, which reported on the progress of the Welsh strategy for the wellbeing of children. The 2008 Children and Young People's Wellbeing Monitor for Wales provides analysis of the wellbeing of under 18s in Wales by presenting key data on each of the seven core aims, using a wide range of data sources (Welsh Assembly Government, 2008). The monitor is designed both to enable the Assembly to track and respond to key trends in children's and young people's issues in Wales; and to fulfil obligations under the UNCRC to collect and monitor data. The Monitor's chapter headings are informed by the seven core aims and are each populated with the relevant statistical information:

- The early years
- Health, freedom from abuse and exploitation
- Access to play, leisure, sport and culture
- Children are listened to, treated with respect and have their race and cultural identity recognized
- Safe home and community
- Child poverty.

Figure 3.3 maps the Welsh Assembly's 'Seven Core Aims' onto the capability list.

The progress the Welsh Assembly Government has made in implementing measures of the UNCRC is set out in Welsh Assembly Government (2007). Several measures are in place in Wales to address the UN Committee's recommendation to collect and analyse data on areas covered by the UNCRC. One includes the development of an outcomes framework derived from the 'Seven Core Aims for Children and Young People'. Efforts are also being made to ensure that the views of children and young people are incorporated. Developments include the submission of a report to the UN Committee in 2007 that is based on the views of children between 7-18 in Wales, called *Our Rights, Our Story*. This provides insight on how children feel about their access to their rights guaranteed under the UNCRC (Funky Dragon, 2007). Monitoring and evaluation of children-based policies and programmes also provides important data on the progress of the implementation of the Convention in Wales.

Figure 2.2 Mapping the Welsh Assembly's 'Seven Core Aims' to the CMF



Evaluations that are already in place include those for initiatives within Cymorth (Children and Youth Support Fund), such as Extending Entitlement, 14-19 Learning Pathways, Flying Start, free school breakfasts in primary schools, the Welsh Baccalaureate, and the Foundation Phase in education (Welsh Assembly Government, 2007: 13).

2.4 Scotland: Getting it Right for Every Child

The Scottish Government has its own legislation to reform the delivery of children's services and accountability for the outcomes of children's and young people's wellbeing.⁵ *Getting it Right for Every Child* (GIRFEC) is a rights-based approach to promoting high standards of children's and young people's wellbeing, reflecting the principles of the UNCRC, the Scottish Executive's 2004 Children's Charter and building on the Scottish Executive's 2000 *For Scotland's Children* report. GIRFEC is interested in both improving national wellbeing outcomes as well as professional practices in services and care that relate directly and indirectly to achieving those national outcomes for children, young people and families. The approach has 10 main components, one of which includes the use of Scotland's Well-Being Indicators, to identify concerns and to assess needs for children and young people. The Well-Being Indicators measure basic elements in life which are required for children and young people to reach their full potentials. There are eight wellbeing indicators in total: healthy; achieving; nurtured; active; respected; responsible; included; and safe. The indicators combined with the 10 components of GIRFEC comprise the Scottish framework for monitoring, supporting and enhancing the welfare of children in Scotland (Scottish Government, 2008: 12).

Prior to the one-day specialist consultation on the capability list for children and young people in March 2009, the provisional list was mapped onto the eight wellbeing indicators, shown in Figure 2.3, to help ensure that the key building blocks of the Scottish Government's framework for the wellbeing of children and young people are adequately incorporated into the final capability list. The wellbeing indicators listed to the left of Figure 2.3 assist in monitoring the GIRFEC programme. At the time of the CMF consultation, the eight wellbeing indicators had been broadly defined and each indicator has subsequently been broken down into component

⁵ The Children (Scotland) Act 1995 emphasises that 'the best interests of the child' be paramount in the delivery of services and support to children. To help implement this principle, the success of services for children will be measured through the Quality Improvement Framework (QIF) for Integrated Children's Services, as discussed in the *Report on the Implementation of the UN convention on the Rights of the Child in Scotland 1999-2007* (Scottish Executive 2007: 38-39). The indicators from QIF will provide coverage on broader issues such as school attainment and child health as well as more specialised areas such as child protection and substance abuse. The indicators will also provide a gauge on how well joined up governance efforts are at delivering integrated services and ultimately better outcomes for children in Scotland.

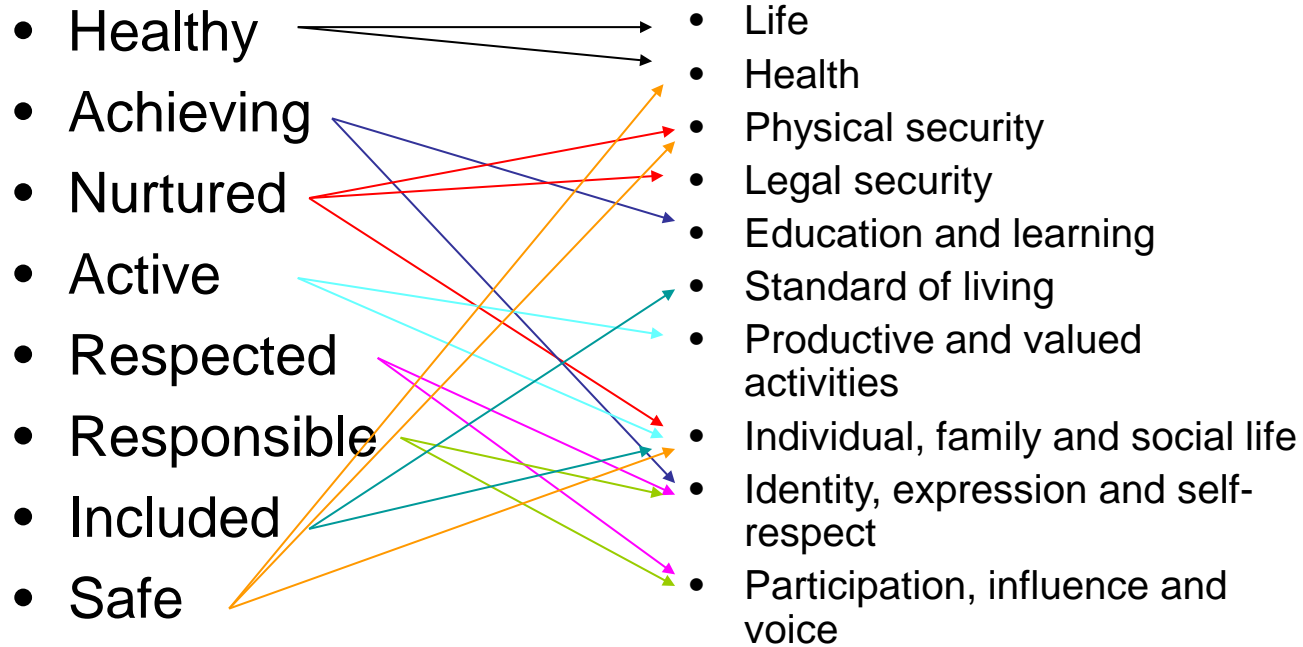
outcomes to guide the long-term development and implementation of GIRFEC (Scottish Government, 2009a: Appendix 2). However, indicators had not yet been confirmed for each outcome.

Two pilot projects, called pathfinder projects were launched to assist in the long-term development of GIRFEC. The Highland pathfinder, which was structured around the GIRFEC wellbeing indicators, was formally launched in September 2006, with the implementation phase beginning in January 2008. The Highland pathfinder was tasked with ‘addressing all aspects of children’s and young people’s needs from birth through to eighteen and encompassing not only all children’s services but also those other services and agencies whose work significantly affects the lives of children and their families’ (Scottish Government, 2009a: 1). The second pathfinder project began in 2007 and was located in four local authorities (Dumfries and Galloway, Edinburgh City, Falkirk and West Dunbartonshire). Rather than take a holistic approach, as was being done in the Highland pathfinder, it was designed to ‘test the implementation of the *Getting it right* approach in response to a single issue or theme: meeting the needs of children and young people living with or affected by domestic abuse’ (Scottish Government, 2009a: 1). An evaluation of the development and early implementation of GIRFEC (Scottish Government, 2009a) provides outcome data of the Highland Pathfinder, which are organised around the eight wellbeing indicators of GIRFEC.

The Scottish Executive –known as the Scottish Government since May 2007 – committed to collecting data that is reflective of the times – that reflects ‘changes in society, policy priorities, etc’. In a 2007 report prepared by the Scottish Executive as a contribution to the latest UK periodic report to the UN Committee on the Rights of the Child, the Scottish Executive indicated that ‘plans are in place to collect for the first time data on children present at incidents of domestic abuse and on offences which involve a child victim. Changes are also proposed to the data collected on looked after children, which should provide better information about their characteristics and the outcomes achieved’ (Scottish Executive 2007: 20-21).

Since the CMF consultation, early years indicators for Scotland have been developed. See Appendix 5 for further details.

Figure 2.3 Mapping of 'Getting it Right for Every Child' to the CMF



2.5 Overview of sources of data on children and young people that have been consulted for the purposes of the project

A summary of the key sources that we have systematically consulted for the purposes of the project is provided below.

- **Public service agreements/departmental strategic objectives/national indicator set** Public service agreements, departmental strategic objectives and national indicators that focus on children and young people have been checked for each domain.
- **Surveys and administrative sources that cover children and young people** Some general population surveys routinely cover children and young people (for example, the Health Survey for England). A number of specialist surveys have also been identified; these include the Tellus Survey (DCSF) and the Citizenship Survey which is currently being extended to cover younger people and children, while the BCS has been extended to include children aged 10 to 15 from January 2009. For further details see Chapter 1, 'Experimental statistics on victimisation of children aged 10 to 15: Findings from the British Crime Survey for the year ending December 2009' (<http://homeoffice.gov.uk/science-research/research-statistics/>).
- In Scotland, The Growing Up in Scotland (GUS) Survey follows the lives of thousands of children from infancy through to their teens covering areas such as childcare, education, social work, support for parents, health and social inclusion. The Edinburgh Study of Youth Transitions and Crime is a programme of research that aims to address a range of fundamental questions about the causes of criminal and risky behaviours in young people.
- Administrative sources include the homicide index for children and young people, and OFSTED and Local Safeguarding Children's Boards' data on preventable deaths.
- **Non-official sources** Additional non-official sources such as the children's wellbeing survey being developed by the Children's Society and the University of York have also been consulted. Bradshaw and Mayhew (2005), Bradshaw, Hoelscher and Richardson (2007) and Bradshaw and Richardson (2009); Stewart (2009) and, from the literature on the capability approach, Biggeri et al. (2006).
- **Good Childhood Inquiry** *The Good Childhood Inquiry* was commissioned by the Children's Society to examine modern childhood with aims to 'inform, improve and inspire' relationships with children. The resulting report released in February 2009

(Layard and Dunn, 2009) provides recommendations from the inquiry's review panel to parents, teachers, the Government, the media and society in general.

- **UNICEF's Innocenti Report Card Scheme** UNICEF's Innocenti Research Centre conducts research with the primary objective to improve international understanding of issues relating to children's rights and to promote the full implication of the UN Convention on the Rights of the Child. The Centre publishes a research series titled Report Cards which compare the wellbeing of children in industrialised countries. Report Card 7 *An overview of child well-being in rich countries* (2007) outlines six key dimensions through which the comparison is measured. These are: material wellbeing, health and safety, educational wellbeing, family and peer relationships, behaviours and risks, and subjective wellbeing. The Report Cards published give no indication of being updated and republished at regular intervals (with the exception of child poverty reports which were published in 2000 and 2005, note that these are distinct from the publications which measure overall child wellbeing). However, the measures identified can be used to inform the measures selected for the EMF. Other reports in this series include: Adamson (2008) and UNICEF (2001a and b, 2002, 2003).
- **UNICEF State of the World's Children** This Annual Report provides an international data set on the wellbeing and rights of children and young people.
- **OECD children's wellbeing framework** *Doing Better for Children* compares wellbeing outcomes, public spending and policies, and social environments for children across the OECD (published by OECD, 2009). The child wellbeing framework compares outcome indicators across six dimensions: material wellbeing, housing and environment, education, health, risk behaviours, and quality of school life. The data results are available to download, however, disaggregation by equality characteristics is not possible (via OECD Stat Social and Welfare statistics at <http://stats.oecd.org/Index.aspx>). A web tool which allows for a visual examination and comparison of the results is also available. It is unclear whether or not this publication will be repeated on a regular basis, however, the framework of measures can be used to inform the EMF.
- **Child wellbeing in the European Union** The concept of child wellbeing is being given increased attention at the European Union level. A summary of current thinking is given in European Union Social Protection Committee (2008). Also see, for example, Child Poverty Action Group (2009), Bradshaw (2005), Bradshaw, Hoelscher and Richardson (2007) and Bradshaw and Richardson (2009).

- **Other relevant international initiatives** The Child Poverty Conference held in Brussels by the European Commission (EC) in November 2009 brought together stakeholders in child poverty across Member States to discuss the results of a new study by the EC that aims to '(a) identify the main determinants of child poverty and social exclusion in Europe and across Member States; (b) provide an overview and assess the effectiveness of existing policies on income support and access to the labour market and enabling services of parents; (c) define a reduced set of indicators which best reflect the multi-dimensional nature of child wellbeing, suitable for monitoring policies aimed at reducing child poverty, enhancing the welfare of children and improving their life chances.'⁶

A Child wellbeing consultation organised by UNICEF IRC, OECD and the European Commission in May 2009 concentrated on developing a harmonised understanding of the data countries should monitor, to allow for more well-informed policy making to enhance the wellbeing of children; see UNICEF IRC, OECD, European Commission (May 2009).

- **European Union Agency for Fundamental Rights** The European Union Agency for Fundamental Rights (FRA) has recently published a set of indicators for the protection, respect and promotion of the rights of the child in the European Union. See European Union Agency for Fundamental Rights (2009).

⁶ The study is being carried out by Tárki (Hungary) and Applica (Belgium) supported by a Steering Committee consisting of: Michael Förster (OECD), Hugh Frazer (National University of Ireland), Petra Hoelscher (Unicef), Eric Marlier (CEPS/Insteat), Holly Sutherland (University of Essex), István György Tóth (Tárki) and Terry Ward (Applica). Available from: <http://www.tarki.hu/en/research/childpoverty/>

3. Selection criteria

This chapter sets out the selection criteria that have been applied by the CASE team to develop the short-lists of indicators for children for each domain. The criteria have been adapted for children from those developed for adults, as set out in 'Developing the Equality Measurement Framework: selecting the indicators' (Alkire et al., 2009). Good practice suggests that the selection criteria should be open and transparent and that they should be available for consultation participants to comment on.

3.1 Principles for selecting indicators for children and young people

Relatively little research has been devoted to developing criteria for selecting social indicators to monitor poverty, inequality or wellbeing. The available literature on this topic is reviewed at length in a background paper for this project (Clark, 2008).

In this section, we have drawn on the available literature in order to develop principles for choosing between potential spotlight indicators of inequality and disadvantage for children in Britain today. Given the limitations of existing literature in this area, a certain amount of innovation is required.

The following criteria for choosing between indicators seem particularly relevant in the current context and are briefly discussed in turn:

- **Relevance for assessing equality and human rights for children and young people.** Indicators should relate to the lives of children experiencing discrimination and disadvantage and should help us track social problems. In gauging relevance, we might consider if the indicator in question is recognized as meaningful by stakeholders, acceptable to the general public and by organisations that represent children at particular risk of discrimination and disadvantage, understandable in the sense that it is likely to produce results that seem reasonable, and, where appropriate, has a clear normative interpretation so that movement in one direction represents an unambiguous improvement.
- **Relevance in terms of coverage versus salience for children and young people.** Another criterion is relevance for assessing the nature and extent of inequality within specific domains. In this respect, it is important to recognize that most dimensions of inequality and disadvantage are themselves multi-faceted and that choosing the best overall proxy indicator – or combination of indicators – to reflect performance across sub-dimensions is a challenge. For this project, the relevant criterion has more to do with salience or selecting indicators that highlight specific aspects of inequality which are especially important for one or more groups. This should be kept in mind as there is an important difference between selecting indicators that highlight specific problems in a given domain and

choosing indicators that help provide a balanced summary of inequality within that domain.

- **Public participation, legitimacy and ownership by children and young people and their representative organisations and institutions.** The selection of indicators should be scrutinised and endorsed by the public in general and by organisations that represent the voices of children at risk of discrimination and disadvantage. While there should be a general consensus about the importance of indicators, an effort should be made to incorporate differences of opinion and to facilitate socially- or culturally-specific needs. In short, the drive for consensus should not become a straitjacket. These concerns reflect the belief that any reasonable list of indicators should be endorsed from the bottom up. There is also a strong case for consulting interest groups, users and other stakeholders. Apart from promoting legitimacy and ownership of the final portfolio of indicators, consultation is a means of ensuring that selected indicators are relevant and salient.
- **Disaggregation of statistics by population sub-groups for children and young people.** Where possible and meaningful, it should in principle be possible to disaggregate statistics at least by gender, disability, religion or belief, ethnicity, age and social class for the purpose of analysis. In the context of inequality and disadvantage, it is necessary to consider a particularly wide range of social divisions (for instance occupation, education level) some of which may be quite fine (for instance family type, immigration status).
- **Comparability across space and over time for children and young people.** As a bare minimum, selected indicators for children and young people must be available across Britain. For our purposes it is important to be able to compare indicators across England, Scotland and Wales and highly desirable to breakdown indicators by region and local area. In an ideal world selected indicators would also be comparable internationally. A great deal of emphasis is typically placed on the capacity to compare indicators across countries, although this is less of a priority for our purposes. Moreover, an indicator should be timely (in the sense that it provides up-to-date information) and revisable in terms of data and underlying concepts.
- **Ideally children's and young people's indicators should relate to individuals.** Whenever possible, indicators should relate to individuals rather than households. Among other things, this helps facilitate the analysis of intra-household inequalities (which are particularly relevant for studying some forms of discrimination), avoids the methodological problems associated with counting

households of different sizes/compositions, and improves the scope for making comparisons (as we are comparing indicators that relate to individuals only rather than indicators that relate to individuals and households). More fundamentally, the focus on individuals is more consistent with the capability approach and human rights perspectives, which place people at the centre of analysis by focusing on the substantive freedoms or rights of value.

- **Indicators should emphasise results in terms of outcomes, processes or autonomy for children and young people.** Indicators for measuring inequality and disadvantage among individuals and groups should focus on results rather than inputs. This is because inequality and disadvantage ultimately should be judged in terms of what people can or cannot 'do' and 'be' rather than in terms of the assets and resources they can command or the institutional and policy context in which they live. As mentioned above, such indicators might relate to inequality of outcome (disparities in achievement), inequality of process (unequal treatment by other people or institutions) or inequality of autonomy (in terms of independence, choice or control).
- **Whenever possible and appropriate indicators for children and young people should be dynamic rather than static.** In other words, it is useful to select indicators that allow us to identify change or lack of change in an individual's capabilities over time. Such an approach allows us to move beyond static comparisons of poverty trends (how many overall became richer or poorer) to a more nuanced approach that considers poverty dynamics (which children or groups of children moved into or out of poverty over time and which children or groups of children remain trapped in persistent poverty). This permits a much richer analysis of the causes of inequality and disadvantage as well as corresponding policy options. Indicators may also be forward looking in the sense that they allow for the fact that children are disadvantaged, not just because they are deprived in some sense (for instance lack of access to higher education), but because they lack effective opportunities to overcome their deprivation (for instance financial and informational resources to access higher education) in the future.
- **Relevance for public policy aimed at children and young people.** Selected indicators should be sensitive to effective policy interventions, especially in the area of equality and human rights. Having said this, care must be taken not to exclude highly relevant indicators of inequality on the grounds that they are not especially sensitive to policy interventions (perhaps, because the results of successful interventions only show up in official statistics over relatively long periods of time – an example might be life expectancy among disadvantaged

groups of children, especially if these groups are starting from relatively high base rates). The design and selection of indicators should also try to minimise possible incentives to improve scores through artificial policy changes or the manipulation of statistics.

- **Accuracy, reliability, and validity.** Ideally, selected indicators should have been previously tested and found to be adequate for research purposes. In particular, indicators should be accurate, reliable and valid, although most existing criteria for selecting indicators do not explicitly define these terms. For our purposes, key statistical properties of indicators are defined as follows:
 1. **accuracy** in terms of sample size – the available data supports analyses of relevant population sub-groups
 2. **reliability** in terms of responses to questions and test/ re-test – it has been shown that respondents provide consistent answers to the same question, and
 3. **validity** in terms of inherent meaning – the indicator has been shown to capture what it purports to measure and its intrinsic meaning is understood by different people.

- **Indicators should not impose too large a burden on government agencies or the general public.** Proposals for new indicators should take account of the cost implications and should be proportionate to the needs of users. In addition, they should not place an excessive burden on respondents.

3.2 Selection criteria: project checklist

The principles described above were refined and prioritised in line with the requirements of the CMF and are synthesised into a more practical and manageable checklist below. This involves distinguishing between essential and desirable criteria for selecting individual indicators on the one hand and criteria that apply to the balance of indicators within domains and to the portfolio of indicators as a whole on the other hand.

Criteria that apply to single indicators

Essential criteria

1. **Relevance for children and young people.** Relevance for assessing equality and human rights, which is likely to be particularly important for one or more groups of children or their representatives.
2. **Legitimacy for children and young people.** The indicator in question qualifies as relevant and legitimate in the sense that it is endorsed (and rated highly vis-à-vis other potential indicators) by relevant stakeholders.

3. **Disaggregation by equality characteristics.** The indicator can be disaggregated by population sub-group.
4. **Geographical coverage.** For each indicator, measures are available that permit monitoring across all three countries that constitute Britain (that is, England, Scotland and Wales), although the sources and technical specification of some measures may differ. In this respect, some indicators will be strictly comparable across Britain, while others are only broadly or loosely comparable.
5. **Aspect of children's and young people's inequality.** The indicator captures a result in terms of an outcome (achievement) or process (discrimination or other forms of disadvantage such as lack of dignity or respect).
6. **Frequency.** The indicator is (or could be) collected reasonably frequently (at least every three years) for monitoring purposes.
7. **Individual level.** The indicator relates where appropriate to individuals rather than households or broader social units.
8. **Robustness.** The indicator is subject to the standard statistical requirements of accuracy, reliability and validity.

Desirable criteria

1. Within the broad equality characteristics, the indicator can be disaggregated into narrow bands.
2. The indicator can be disaggregated by additional population sub-groups for children such as family type, asylum and refugee status.
3. The indicator can be disaggregated by regions and local areas.
4. The indicator is comparable over time in the sense that existing time series data is available.
5. The indicator is comparable internationally – especially with other EU states. When appropriate, the indicator should be *dynamic* in the sense that it helps identify change or lack of change in valuable capabilities over time – this involves being able to track individuals over time and distinguish between those who become disadvantaged, those who manage to escape disadvantage and those who are persistently disadvantaged.
6. The indicator is derived from a source that allows inter-sectionalities to be investigated.
7. The indicator is derived from a source that allows cross-domain analysis.
8. When appropriate, the indicator should be sensitive to effective policy interventions without being readily susceptible to manipulation.
9. Proposals for new indicators should take account of cost implications and should be proportional to the needs of stakeholders. New indicators should

be proposed only in cases where reasonably close alternatives or suitable proxy indicators are not available.

Criteria that apply to the balance of children’s and young people’s indicators within each domain:

Essential criteria

1. The selected indicators for each domain should highlight the most important aspects of disadvantage and inequality in that domain for each and every group of children.
2. The selected indicators for each domain should include measures that either focus on the whole distribution (for instance the Gini coefficient) or different parts of the same distribution (for instance the proportion of children living in households with low incomes, middle incomes and high incomes).

Desirable criterion

1. The selected indicators for each domain should include some objective and some subjective indicators.

Criteria that apply to the portfolio of children’s and young people’s indicators as a whole:

Essential criteria

1. The portfolio of indicators should be easy to communicate, interpret and comprehend.
2. The portfolio of indicators should be balanced across domains, avoiding overlaps and gaps.

Desirable criterion

1. The portfolio as a whole should include at least some indicators of particular human rights concerns.

3.3 Revisions to selection criteria following consultation

In light of the consultation feedback, additional criteria for the portfolio as a whole was considered:

- There needs to be a balance of indicators across different age groups

4. A. Life

4.1 Sub-domains

Life: The capability to be alive

including to:

- A. avoid mortality including infant mortality, through disease, neglect, injury or suicide, or through lack of antenatal or maternal healthcare
- B. be protected from being killed or murdered

4.2 Short-list

This section outlines the proposed short-list of indicators for the life domain, and the measures that have been specified under each indicator.

Indicator 1: Infant mortality rate

Measure 1.1 (E,W) The number of deaths under the age of one year, per 1,000 live births

Indicator 2: Homicide of children and young people

Measure 2.1 (E,W) (E,W) Homicide rate of children and young people

Measure 2.2 (E,W) Domestic homicide of children and young people (covering parent or relative as suspect)

Measure 2.3a (E) Homicide of children and young people involving sharp instruments and shootings

Measure 2.3b (W) Homicide through violent crime

Measure 2.4 (E,W) Racially motivated, religiously motivated and homophobic homicide of children and young people

Indicator 3: Other specific-cause mortality rates for children and young people

Measure 3.1 (E,W) Cancer mortality rate for children and young people

Measure 3.2 (E,W) Suicide rate for children and young people

Measure 3.3 (E,W) Mortality rate for children and young people caused by transport accidents

Measure 3.4 (E,W) Mortality rate for children and young people caused by accidents in home and residential institutions

Indicator 4: Preventable deaths of children and young people

Measure 4.1 (E) The number of preventable deaths of children and young people

Indicator 5: The number of deaths from non-natural causes for children and young people resident and/or detained in public or private institutions

Measure 5.1 (E) The number of deaths from non-natural causes and self-inflicted deaths of children and young people in custody, prisons, secure training centres and secure children's homes

Measure 5.2 The number of deaths from non-natural causes and self-inflicted deaths from non-natural causes of children and young people in health, social care and educational establishments (boarding schools, special schools, etc.).

4.3 Evaluation tables and feedback

Indicator 1: Infant mortality rate

Evaluation Table 4.1 Measure 1.1

Measure	1.1 (E,W) The number of deaths under the age of one year, per 1,000 live births
Source	Office for National Statistics annual publication: Deaths Registered (Series DR). Data from General Register Offices. For Scotland: GROS
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender and ethnicity For Wales: By Welsh Multiple Deprivation Index NB: Ethnicity is only available for England and only through new data linkage projects
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

Scotland data are available from the General Registrar Office for Scotland.

Feedback and comments

- Participants in all of the events agreed that it would be critical to include the Infant Mortality Rate as an indicator within the Life domain.
- The Welsh Assembly Government confirmed that data on the Infant Mortality Rate is available for Wales on an annual basis and could be supplied either via ONS births and deaths databases or via ONS Vital Statistics data (VS1). It also confirmed that whilst ethnicity for infant mortality rates is available for England and Wales, no data exists for Wales only (not even through the data linkage project).
- Participants in Wales suggested that it would be important in the Welsh context to link the Infant Mortality Rate to the Welsh Multiple Deprivation Index (MPHS) and that the Welsh Monitor might already do this.
- The importance of geographical variations was also highlighted as a key issue in Scotland. Inequalities in health outcomes between rural and urban areas are important, but a particular concern was accessibility of services (including in the Island context) rather than the urban-rural distinction *per se*. A statistical classification that distinguishes area by accessibility of services is available and participants thought it would be important for the Team to follow this up.

Indicator 2: Homicide of children and young people

Evaluation Table 4.2 Measures 2.1, 2.2, 2.3a and 2.4

Measures	2.1 (E,W) Homicide rate of children and young people ⁷
	2.2 (E,W) Domestic homicide of children and young people (covering parent or relative as suspect)
	2.3a (E) Homicide of children and young people involving sharp instruments and shootings
	2.3b (W) Homicide through violent crime
	2.4 (E,W) Racially motivated, religiously motivated and homophobic homicide of children and young people
Source	Home Office Homicide Index
Sub-domain	B
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, sexual orientation, economic position, ethnicity are available for adults. Availability for children and young people need to be confirmed at the technical stage

⁷ During the adults framework consultation, the Home Office agreed to supply tables disaggregated by equality characteristics recorded in the homicide database. See Alkire 2009 et al., p.68 for more details.

Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

It is not clear if this source can further disaggregate those who count as ‘other family’.

Evaluation Table 4.3 Measure 2.3b

Measure	2.3b (E,W) Homicide through violent crime
Source	Home Office Homicide Index
Sub-domain	B
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age, sexual orientation, economic position, ethnicity are available for adults. Availability for children and young people need to be confirmed at the technical stage
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Feedback and comments

- Jonathan Bradshaw (University of York) raised a number of points. First, when talking about data on child deaths, we are concerned with small numbers. Second, international comparability is an important concern. However, data limitations make international comparability in areas such as child deaths highly complex.
- Children’s Rights Alliance for England (CRAE) emphasised that Measure 2.1 should be disaggregated by equality characteristics, in the same way that the Home Office has committed to providing such a disaggregation in relation to adults. This point is reflected in our recommendations. CRAE further suggested that the domestic homicide measure should cover ‘*other family*’ in order to make it an accurate measure of homicide in the home. We have revised the description of Measure 2.2 in line with this comment.
- Participants at the Welsh consultation event individuals emphasised the importance of separately identifying deaths through homicide in the domestic context. This recommendation is now reflected in Measure 2.2. They also highlighted that although violent crime is an issue in Wales, knife and gun crime in particular may not be key concern. In response to this consultation feedback, an

additional measurement of homicide through violent crime for Wales (Measurement 2.3b) was added.

- Participants noted that the England and Wales data are grouped together. The feasibility of breaking the data down to a within-Wales level was queried, as the numbers involved will be very small. Nevertheless, participants suggested that we should work with the Home Office (and the regional unit of the Home Office located at the WAG) to achieve this, as had been done with the adult's EMF.
- Participants attending the Scottish consultation event raised the non-comparability of data on homicide rates between England and Wales on the one hand, and Scotland on the other, as an important concern. In Scotland, inquests are undertaken by the police. They also discussed whether it would be possible to isolate homicide by parents from case review data and raised the question of double counting. If there was death, how would it be established whether or not this involved domestic violence? Is it possible to avoid 'counting' the individuals concerned twice within the EMF?

Note

The measures under this indicator are not mutually exclusive.

Indicator 3: Other specific-cause mortality rates for children and young people

Evaluation Table 4.4 Measures 3.1, 3.2, 3.3 and 3.4

Measures	3.1 (E,W) Cancer mortality rate for children and young people 3.2 (E,W) Suicide rate for children and young people 3.3 (E,W) Mortality rate for children and young people caused by transport accidents 3.4 (E,W) Mortality rate for children and young people caused by accidents in home and residential institutions
Source	Office for National Statistics annual publication: Deaths Registered (Series DR). Data from General Register Offices.
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Strong; Measures 3.3 and 3.4 were included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (under 1, 1-4, 5-14, 15-24)
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes

Robustness	It is unclear if Measure 3.3 includes 'causing death by dangerous driving, causing death by careless driving when under the influence of drink or drugs, and causing death by careless or inconsiderate driving', which are listed under National Indicator 15 and PSA 23 from Every Child Matters
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Feedback and comments

- CRAE suggested that narrower band age breakdowns would be preferable.
- Participants in Wales emphasised that there are variations in methodology in England and Wales in collecting data on suicide. These concern, for example, the treatment of 'inconclusive cases' and whether these are 'counted' as a suicide. Suicide rates are recorded as higher in Wales, and there have been some high profile cases, but the data is not necessarily comparable. The data underlining the 'Talk To Me' series on suicides and self harm might provide an alternative source and a basis for cross-validation and further examination.
- Participants suggested that the age in which a death can be ruled as a suicide on the verdict of a death certificate is 13.
- Participants in Scotland emphasised that Indicator 3 should be extended to cover death by substance abuse and alcohol for all ages.
- Welsh participants noted that the Welsh Assembly already has a performance indicator relating to the reduction of killed and seriously injured children compared with the 1994-98 average. They also highlighted the difficulties of making robust year-to-year comparisons given the small numbers involved e.g. in deaths through road accidents. Participants also highlighted the Welsh death review process. Suicide initiates a mandatory 'serious case' review and inspection.

Indicator 4: Preventable deaths of children and young people

Evaluation Table 4.5 Measure 4.1

Measure	4.1 (E) The number of preventable deaths of children and young people
Source	Statistical releases from the Department for Children, Schools and Families based on data collected from the Local Safeguarding Children Boards (which are in turn obtained through Child Death Overview Panels)
Sub-domain	A, B
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	This publication does not disaggregate by equality characteristics
Geographical coverage	NB: The data collected for 2009-10 includes more detailed information, including age, gender and ethnicity England only

Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate

OR

Evaluation Table 4.6 Measure 4.1

Measure	4.1 (E) The number of preventable deaths of children and young people
Source	Ofsted's <i>Annual report 2007/08</i>
	Local authorities in England notify Ofsted when there is a death involving children where abuse or neglect are known or suspected. This includes: cases with a history of domestic violence between the adults, where substance misuse was evident at time of death, or where investigations were inconclusive but abuse or neglect are suspected.
	http://www.nspcc.org.uk/Inform/research/Briefings/child_killings_in_england_and_wales_wda67213.html
Sub-domain	A, B
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics	This publication does not disaggregate by equality characteristics
Recorded	
Geographical coverage	England only
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Unclear (from a variety of sources) – to be clarified at 'technical stage'

Notes

Further robustness evaluation is required at the technical stage. A decision as to whether it is necessary to include both of these Measures should be taken at the technical stage.

In Wales, collection of preventable deaths information on individual cases only began in October 2010 (National Health Service Wales, 2010).

Feedback and comments

- DCSF noted that there would be refinements to the preventable death series and also that the Death review boards data is variable.
- Participants at the Scottish consultation event suggested that data on 'preventable deaths' is not available in Scotland.

Indicator 5: Number of deaths from non-natural causes and self-inflicted deaths for children and young people resident and/or detained in public or private institutions

Evaluation Table 4.7 Measure 5.1

Measure	5.1 (E) Number of deaths from non-natural causes and self-inflicted deaths of children and young people in custody, prisons, secure training centres and secure children's homes
Source	For children and young people in custody and prisons: Ministry of Justice <i>Statistics on Race and the Criminal Justice System 2007/08</i> For secure training centres and secure children's homes: Source not yet identified
Sub-domain	A, B
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity, age (one age group: 11-20 year olds).
Geographical coverage	England only
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate

Notes

The following definitions are taken from the Youth Justice Board (YJB) website:

Secure Training Centres

Secure training centres (STCs) are purpose-built centres for young offenders up to the age of 17. They are run by private operators under contracts, which set out detailed operational requirements. There are four STCs in England.

STCs house vulnerable young people who are sentenced to custody or remanded to secure accommodation. They provide a secure environment where they can be educated and rehabilitated. They differ from young offender institutions (YOIs) in that they have a higher staff to young offender ratio and are smaller in size, which means that individuals' needs can be met more easily. At the same time they remain large enough to be able to provide a range of facilities.⁸

Secure Children's Homes

Secure children's homes focus on attending to the physical, emotional and behavioural needs of the young people they accommodate. They are run by local authority social services departments, overseen by the Department of Health and the Department for Children, Schools and Families.

⁸ <http://www.yjb.gov.uk/en-gb/yjs/Custody/Securetrainingcentres/>

Secure children's homes provide young people with support tailored to their individual needs. To achieve this, they have a high ratio of staff to young people and are generally small facilities, ranging in size from six to 40 beds.

Secure children's homes are generally used to accommodate young offenders aged 12 to 14, girls up to the age of 16, and 15- to 16-year-old boys who are assessed as vulnerable.⁹

Young Offender Institutions

Young offender institutions (YOIs) are facilities run by both the Prison Service and the private sector and can accommodate 15- to 21-year-olds. The YJB is only responsible for placing young people under 18 years of age in secure accommodation. Consequently, some of these institutions accommodate older young people than Secure Training Centres (STCs) and Secure Children's Homes. The YJB commissions and purchases places for under-18s (i.e. 15- to 17 year olds), who are held in units that are completely separate from those for 18- to 21 year olds.¹⁰

Evaluation Table 4.8 Measure 5.2

Measure	5.2 Number of deaths from non-natural causes and self-inflicted deaths from non-natural causes of children and young people in health, social care and educational establishments (boarding schools, special schools, etc.)
Source	Source not yet identified. This may be included as part of the Ofsted homicide figures or the DCSF preventable deaths series

Feedback and comments

- CRAE suggested that Measure 5.1, deaths in custody or prisons from non-natural causes should be extended to cover secure training centres and secure children’s homes as well as in young offender institutions.
- It was emphasised that the 'deaths in health or social care establishments' should be retained as a separate measure rather than subsumed into the indicator on preventable deaths. Data sources should be identified to cover deaths in additional contexts such as residential education (boarding school, special schools, etc.) as well as deaths in health and social care institutions. In addition, a separate measure should be specified for self-inflicted deaths in custody or prison for children, as is the case within the adult indicators. We have re-specified Measures 5.1 and 5.2 in line with these comments.
- Participants at the Scottish consultation event suggested that under Indicator 5.2 (deaths by ‘those looked after’) the Care Commission might (a) be able to provide a data source, (b) have information on the situation in relation to residential special schools.

⁹ <http://www.yjb.gov.uk/en-gb/yjs/Custody/Securechildrenshomes/>

¹⁰ <http://www.yjb.gov.uk/en-gb/yjs/Custody/Youngoffenderinstitutions/>

- Similarly, participants in Wales emphasised that Measure 5.2 should cover private school establishments and special schools. They highlighted that numbers for Wales are likely to be small under this measure (particularly when disaggregated by age).

4.4 Recommendations

- We agree with participants that it is particularly important to disaggregate child deaths by equality characteristics, in the same way that the Home Office has committed to providing such a disaggregation in relation to adults.
- We recommend that the development of data on preventable child deaths in Wales is integrated into the CMF when such data becomes available and that consideration is given to the development of a preventable deaths series by the Welsh Assembly Government and the Scottish Government.
- We recommend that the development of Indicator 5, Deaths from non-natural causes and self-inflicted deaths for children and young people resident and/or detained in public or private institutions, is taken forward, in conjunction with the development of the parallel indicator in the Life domain for the adult's EMF.
- We recommend that further work is undertaken to identify matching Scottish sources.

5. B. Health

5.1 Sub-domains

Health: capability to be healthy

including to:

- A. attain the highest possible standard of physical and mental health, including sexual and reproductive health
- B. access healthcare without discrimination and in an age-appropriate, culturally sensitive way, including antenatal and maternal healthcare
- C. be treated medically, or take part in an experiment, only with free and informed consent (or informed consent of a guardian if you are too young to consent)
- D. be assured of patient confidentiality, where this is in the interests of the child, and be free from the stigmatisation associated with some health conditions
- E. live in a healthy and safe environment where pollution, traffic and other hazards are minimised
- F. be protected from emotional abuse or neglect
- G. be protected from use, production or selling of illegal drugs
- H. maintain a healthy lifestyle including exercise, sleep and nutrition, with support where necessary
- I. access timely and impartial information about health and healthcare options, including contraception where appropriate
- J. learn about how to remain healthy and safe, including the effects of alcohol, smoking and illegal drugs
- K. access to information about genetic heritages

5.2 Short-list

This section outlines the proposed short-list of indicators for the health domain, and the measures that have been specified under each indicator.

Indicator 1: Limiting illness, disability, mental and emotional health among children and young people

Measure 1.1 (E,W) The percentage of children and young people who report a long-standing health problem or disability that limits their ability to carry out normal day-to-day activities

Measure 1.2 (E,W) The percentage of children and young people who report poor mental health

Measure 1.3 (E,W) The percentage of children and young people who often worry about everyday concerns

Measure 1.4a (E,S,W) The percentage of children and young people with eating disorders (anorexia nervosa and bulimia)

Measure 1.4b (E,S,W) The percentage of children and young people who self-harm

Measure 1.5 (E,W) The percentage of children with an underweight birth

Measure 1.6 (E,W) The percentage of children and young people with asthma and other respiratory diseases

Measure 1.7 (E, W) The percentage of children and young people with diabetes

Indicator 2: Reproductive and sexual health for young people

Measure 2.1 Access to information and advice regarding contraception, pregnancy and parenthood for young people

Measure 2.2 (E,W) Teenage pregnancy: conception rate of under 18s (conception per thousand women in age-group)

Measure 2.3 (E,W) Live birth rates of under 18s (live births of under 18s compared to total conceptions of under 18s)

Measure 2.4 (E,S,W) Prevalence of Sexually Transmitted Infections (STIs) among young people

Indicator 3: Experiences for children and young people of discrimination and dignity and respect in healthcare

Measure 3.1 Dignity and respect in healthcare for children and young people

Measure 3.2 Access to a reliable and confidential complaints system against health services for children and young people

Measure 3.3 Discrimination in access to GP services experienced by Gypsy and Traveller children

Indicator 4: Healthy living for children and young people

Measure 4.1 (E,S,W) Healthy development of children and young people – the percentage of mothers breastfeeding at 6-8 weeks from birth

Measure 4.2 (E) The percentage of children and young people who are eligible for free school meals who actually receive free school meals

Measure 4.3 (E,W) The percentage of children and young people who are obese

Measure 4.4 (E,W) Physical activity for children and young people

(a) The percentage of children and young people who have done sports or exercise activities in the last seven days

OR

(b) The percentage of children and young people who have done something active everyday or most days in the last seven days

Measure 4.5 (E,W) The percentage of children and young people eating the recommended levels of fruit and vegetables

Measure 4.6 (E) The percentage of children and young people who smoke

Measure 4.7 (E) The percentage of children and young people who consume alcohol or use drugs

Measure 4.8 (E) The percentage of children and young people in households who are living in an area with less favourable environmental conditions

Indicator 5: Health status of vulnerable children and young people

Measure 5.1 (E,W) The number of children and young people seriously injured in a road traffic incident

Measure 5.2a (E) The number of A&E admissions caused by unintentional and deliberate injuries to children and young people

Measure 5.2b (E) A&E accidents and injuries rate by location (a. home, b. work, c. public place, d. work/educational establishment, e. other)

Measure 5.3 (W) The percentage of young carers reporting poor mental health compared to non-carers of the same age

Measure 5.4: (E) The percentage of young people in custody and secure training centres who report poor access to health services

Measure 5.5 (E) The percentage of looked after children who have not received an annual health check, an annual dental check, do not have up to date immunisations or who have been identified as having a substance misuse problem who have not received an intervention

Measure 5.6 (E) The percentage of looked after children who have poor mental health

5.3 Evaluation tables and feedback**Indicator 1: Limiting illness, disability, mental and emotional health among children and young people****Evaluation Table 5.1 Measure 1.1**

Measure	1.1 (E,W) The percentage of children and young people who report a long-standing health problem or disability that limits their ability to carry out normal day-to-day activities
Source	Health Survey for England Welsh Health Survey
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity, disability, age, social class
Geographical coverage	England and Wales
Aspect of inequality	Outcome

Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

Question wording – Do you have any long-standing illness, disability or infirmity? By long-standing I mean anything that has troubled you over a period of time, or that is likely to affect you over a period of time? (If yes) Does this illness or disability/do any of these illnesses or disabilities limit your activities in any way?

Evaluation Table 5.2 Measure 1.2

Measure	1.2 (E,W) The percentage of children and young people who report poor mental health
Source	Health Survey for England Welsh Health Survey
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity, disability, age, social class
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes*Health Survey for England*

Children aged 13-17 are asked to fill in a self-complete module which follows the GHQ12 method – the General Health Questionnaire.

Parents of 4-12 year olds are asked to fill in a self-complete module which follows the SDQ method – the Strengths and Difficulties Questionnaire. This is a 25-item scale which measures emotional symptoms, conduct problems, hyperactivity/inattention, peer relationship problems, pro-social behaviour.

The results of the Strengths and Difficulties Questionnaire asked in this survey can be compared to Measure 5.6 where the same questionnaire is asked of looked after children.

Feedback and comments

- Participants at the consultation event in England were concerned that this measure would not cover the full scope of children covered by Children and Adolescent Mental Health Services (CAMHS). This body co-ordinates a range of services including healthcare, education, social services or other agencies. The aim is to provide multi-disciplinary mental health services to all children and

young people with mental health problems and disorders to ensure effective assessment, treatment and support, for them and their families.

- Participants suggested the inclusion of an additional measure which included behavioural concerns such as anger management.
- Equally, participants suggested that all of these measures should be disaggregated by Special Educational Needs and Additional Learning Needs where possible.
- Enable Scotland recommend referring to Helen Sweeting's longitudinal study into the mental health of teenage girls in Scotland.

Evaluation Table 5.3 Measure 1.3

Measure	1.3 (E) The percentage of children and young people who often worry about everyday concerns
Source	Tellus Survey
Sub-domain	A, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

Question wording – ‘Which of these things do you often worry about?’

- Being bullied
- School work and exams
- Relationships/girlfriends/boyfriends
- Sex
- Being healthy
- Money
- Friendships
- What to do after Year 11
- My parents or family
- Being a victim of crime
- The way I look
- Something else
- Don't know'

Feedback and comments

- It was recommended by Enable Scotland that 'sexuality' be added to the list in Measure 1.3c. We felt this would be an informative additional and have included it as part of our recommendations.
- Enable Scotland also note that the reference to Year 11 would need to be changed to 4th Year to be comparable with Scotland.

Evaluation Table 5.4 Measure 1.4a

Measure	1.4a (E,S,W) The percentage of children and young people with eating disorders (anorexia nervosa and bulimia)
Source	General Practice Research Database (GPRD)
Sub-domain	A, H
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, disability, ethnicity (for approximately 15 per cent of the sample)
Geographical coverage	England, Scotland, Wales
Aspect of inequality	Outcome
Frequency	Database of records kept up-to-date
Individual level	Yes
Robustness	To be established at 'technical stage'

Notes

This is a database which collects longitudinal data on GP patients' records. It holds approximately 11 million patients, with 4 million of those being actively registered. It was started in the early 1980s. This data is publically available at a charge.

The use of the ethnicity characteristic will need to be confirmed and explored at the technical stage of this process.

Feedback and comments

- As was suggested during the consultation events, this measure uses GP data rather than relying on body mass index.
- Other alternatives to this measure which were not supported as strongly are:
 - The percentage of children and young people admitted to hospital due to eating disorders.
 - The number of children and young people resident in hospital or other private institutions due to an eating disorder.

Evaluation Table 5.5 Measure 1.4b

Measure	1.4b (E,S,W) The percentage of children and young people who self-harm
Source	General Practice Research Database (GPRD)

Sub-domain	A, D, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, disability, ethnicity (for approximately 15 per cent of the sample)
Geographical coverage	England, Scotland, Wales
Aspect of inequality	Outcome
Frequency	Database of records kept up-to-date
Individual level	Yes
Robustness	To be established at 'technical stage'

Notes

This is a database which collects longitudinal data on GP patients' records. It holds approximately 11 million patients, with 4 million of those being actively registered. It was started in the early 1980s. This data is not publically available and access will have to be arranged.

The use of the ethnicity characteristic will need to be confirmed and explored at the technical stage of this process.

Feedback and comments

- It was suggested that a measure of self-harming would also be relevant for emotional health. Other participants suggested that the General Practice Research Database would be an appropriate source from which to gather the data.

Evaluation Table 5.6 Measure 1.5

Measure	1.5 (E,W) The percentage of children with an underweight birth
Source	General Register Office
Sub-domain	A, B, H, I
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Mother's country of birth, mother and father's social class
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Feedback and comments

- This measure was deemed important to include by the majority of participants.

Evaluation Table 5.7 Measure 1.6

Measure	1.6 (E,W) The percentage of children and young people with asthma and other respiratory diseases
Source	Health Survey for England Welsh Health Survey
Sub-domain	A, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity, disability, age, social class
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

These surveys do not cover asthma and respiratory diseases every year (asthma and other respiratory diseases are non-core topics and are only covered in some years: 1995-97, 2004).

Feedback and comments

- Participants suggested that this measure should be expanded to cover other respiratory conditions in addition to asthma, such as bronchial infections.

Evaluation Table 5.8 Measure 1.7

Measure	1.7 (E,W) The percentage of children and young people with diabetes
Source	Health Survey for England Welsh Health Survey
Sub-domain	A, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity, disability, age, social class
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

Diabetes is a core topic and therefore asked annually in these surveys.

Feedback and comments

- This was included as a measure following advice from Enable Scotland, among others.

Indicator 2: Reproductive and sexual health for young people

Evaluation Table 5.9 Measure 2.1

Measure	2.1 Access to information and advice regarding contraception, pregnancy and parenthood for young people
Source	Source not yet identified
Sub-domain	B, I, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	
Geographical coverage	
Aspect of inequality	Outcome
Frequency	
Individual level	
Robustness	

Notes

The National Patients Survey Programme focused on maternity in 2007. However, women aged 16 or under at the time of birth were excluded from the survey.

Feedback and comments

- Participants at the Scottish consultation event suggested that access to sexual health education is important to highlight. It is suggested that the Medical Research Council in Scotland may be able to provide some information on this.

Evaluation Table 5.10 Measure 2.2

Measure	2.2 (E,W) Teenage pregnancy: conception rate of under 18s (conception per thousand women in age-group)
Source	Office for National Statistics
Sub-domain	A, I
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Age (at time of conception, grouped by (a) under 16, (b) under 18)
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual and quarterly

Individual level	Yes
Robustness	Good

Notes

ONS notes from *conceptions by age of woman at conception* (1990-2008):

- Conception figures are estimates derived from birth registrations and abortion notifications
- Rates for women of all ages, under 16, under 18 under 20 and 40 and over are based on the population of women aged 15-44, 13-15, 15-17, 15-19 and 40-44 respectively.

Available from: <http://www.statistics.gov.uk/hub/population/index.html>

Conception statistics include pregnancies that result in one or more live or still births (a maternity) or a legal abortion (an abortion). They do not include miscarriages or illegal abortions (ONS, Publication Hub, 'Topic guide to: conception and fertility rates' <http://www.statistics.gov.uk/hub/population/births-and-fertility/conception-and-fertility-rates/index.html>).

It is also important to note that the ONS state that the conception rate is based on estimates from age 13 upwards.

Teenage pregnancy is included in other important frameworks including: Every Child Matters, National Indicator 112 (Under 18 conception rate); PSA 14; and DSO 6 (Keep children and young people on the path to success).

For equivalent data for Scotland, see NHS ISD.

Evaluation Table 5.11 Measure 2.3

Measure	2.3 (E,W) Live birth rates of under 18s (live births of under 18s compared to total conceptions of under 18s)
Source	(a) ONS: Birth Statistics, England and Wales (Series FM1) ¹¹ (b) ONS: Conceptions by age of woman at conception ¹²
Sub-domain	A, I
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age of parents, mother's country of birth, father's social class
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual and quarterly
Individual level	Yes
Robustness	Good

¹¹ <http://www.statistics.gov.uk/hub/population/births-and-fertility/live-births-and-stillbirths/index.html>

¹² <http://www.statistics.gov.uk/hub/population/births-and-fertility/conception-and-fertility-rates/index.html>

Notes

It is possible to obtain the father's date of birth and social class only where this data is recorded on the birth certificate.

Feedback and comments

- Following comments from the consultation events, this measure and the previous measure focus on the conception and live birth rates, rather than solely presenting information on abortions.

Evaluation Table 5.12 Measure 2.4

Measure	2.4 (E,S,W) Prevalence of Sexually Transmitted Infections (STIs) among young people
Source	Health Protection Agency
Sub-domain	A, D, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics	Age (less than 16 and 16-19), gender, ethnicity
Recorded	
Geographical coverage	England, Scotland and Wales (S and W available upon request)
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	To be established at 'technical stage'

Note

The Health Protection Agency uses data collected from Genitourinary Medicine (GUM) clinics, also known as STI clinics, throughout the UK.¹³

Feedback and comments

- It was suggested that this measure should focus on sexually transmitted infections rather than sexually transmitted diseases, as it was previously defined. This is partly so that it can include the prevalence of Chlamydia which is a key concern across a variety of frameworks (including Every Child Matters, the National Indicator Set and Departmental Strategic Objectives).

Indicator 3: Experiences for children and young people of dignity and respect in healthcare**Evaluation Table 5.13 Measure 3.1**

Measure	3.1 Dignity and respect in healthcare for children and
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¹³ Health Protection Agency, STI Annual Data Tables
http://www.hpa.org.uk/web/HPAweb&HPAwebStandard/HPAweb_C/1203348026613

	young people
Source	Source not yet identified
Sub-domain	B, D
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	
Geographical coverage	
Aspect of inequality	Process
Frequency	
Individual level	
Robustness	

Feedback and comments

- This indicator was added following feedback from CRAE. It was noted that a similar measure was included in the EMF for adults and, therefore, recording children and young people's experiences of healthcare should be captured. They suggest that potential measures could include:
 - The percentage of children and young people who feel they are listened to and taken seriously by health professionals.
 - The percentage of children and young people who know how to make a complaint in relation to the healthcare they receive.

Evaluation Table 5.14 Measure 3.2

Measure	3.2 Access to a reliable and confidential complaints system against health services for children and young people
Source	Source not yet identified
Sub-domain	All sub-domains
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	
Geographical coverage	
Aspect of inequality	Process
Frequency	
Individual level	
Robustness	

Feedback and comments

- This indicator was added following suggestions from CRAE (see feedback for previous measure) and participants at the consultation event in Wales.

Evaluation Table 5.15 Measure 3.3

Measure	3.3 Discrimination in access to GP services experienced by Gypsy and Traveller children
Source	Source not yet identified
Sub-domain	A, B, H, I, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	
Geographical coverage	
Aspect of inequality	Process
Frequency	
Individual level	
Robustness	

Indicator 4: Healthy living for children and young people**Evaluation Table 5.16 Measure 4.1**

Measure	4.1 (E,S,W) Healthy development of children and young people – the percentage of mothers breastfeeding at 6-8 weeks from birth
Source	Infant Feeding Survey
Sub-domain	A, B, I
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (lowest age group is under 20 years old), social class, religion, ethnicity
Geographical coverage	England, Scotland, Wales
Aspect of inequality	Outcome
Frequency	Every 5 years
Individual level	Yes
Robustness	Good

Notes

There are alternative ways/sources for measuring this, including:

- When the child ceased to be breastfed – available from the Infant Feeding Survey
- The OCED *Doing Better for Children* framework measures the number of women who have ever breastfed.
- PCT Child Health Information records reported to the Department of Health; outcome is quarterly. However it is unclear which geographical area it covers.

The measure is also included in other frameworks including: Every Child Matters, National Indicator 53, PSA 12 and DSO 1.

Feedback and comments

- A participant at the Scottish event drew attention to a recent report in Scotland which suggests that breastfeeding is more likely to be practiced by older mothers with higher levels of qualifications, living in the least deprived areas (Growing Up in Scotland (2007) Section 4.5, see: <http://www.scotland.gov.uk/Publications/2007/01/17162004/5>)
- Participants in Scotland pointed out that the best measure for healthy weight has not been resolved and is a very current debate. Some experts argue that BMI is the best measure (i.e. based on height and weight ratio) whereas others feel that waist circumference is a far better predictor of good or poor health, as there is growing evidence that waist circumference above a certain figure is linked to diabetes, heart disease and stroke.

Evaluation Table 5.17 Measure 4.2

Measure	4.2 (E) The percentage of children and young people who are eligible for free school meals who actually receive free school meals
Source	Eligibility for free school meals: National Pupil Database Receipt for free school meals: Tellus Survey
Sub-domain	A, H
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	National Pupil Database: Gender, age, ethnicity, social class (eligibility for free school meals is used as a proxy)
Geographical coverage	Tellus Survey: Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy) England Only
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

The annual Schools Census which is fed into the National Pupil Database, records whether or not a child is eligible for free school meals.

The Tellus Survey asks children 'Do you have free school meals? Yes/No'. We are using this as our measure of receipt of free school meals.

We recognise that this measure is not completely adequate for its purpose and there would be an improvement if this information could come from the same source. However, these are the most suitable data sources we could find.

Free school meals are available to all children in non-working families or where parents work less than 16 hours per week. In the National Indicator 52, good performance is defined by high numbers. This is also relevant for PSA 12 and DSO 1.

For equivalent data for Scotland, see:

<http://www.scotland.gov.uk/Publications/2008/06/24125730/0>

Evaluation Table 5.18 Measure 4.3

Measure	4.3 (E,W) The percentage of children and young people who are obese
Source	Health Survey for England Welsh Health Survey
Sub-domain	A, H
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity, disability, age, social class
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

This measure is included in the Every Child Matters framework and is also a National Indicator (55/56).

Feedback and comments

- This measure was considered important to include by the majority of participants.

Evaluation Table 5.19 Measure 4.4

Measure	4.4 (E,W) Physical activity for children and young people (a) The percentage of children and young people who have done sports or exercise activities in the last seven days OR (b) The percentage of children and young people who have done something active everyday or most days in the last seven days
Source	a. Health Survey for England/Welsh Health Survey

Sub-domain	b. Tellus Survey
Relevance	A, H
Legitimacy	All equality characteristics
Disaggregation characteristics recorded	Strong Health Survey for England/Welsh Health Survey: Gender, ethnicity, disability, age, social class
Geographical coverage	Tellus Survey: Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Aspect of inequality	England, Wales
Frequency	Outcome
Individual level	Annual
Robustness	Yes
	Good

Notes

We suggest that the Health Survey for England and Welsh Health Survey should be used for this indicator if it is possible to include the sports and exercise activities that children have done as part of their school lessons (see question wording below). If this is not possible, we recommend the use of the Tellus Survey. This should be checked at the technical stage of this process and one measure deleted.

Health Survey for England question wording: for children from 2-15 years old, respondent/parent is asked:

'In the last week, that is last (*weekday seven days ago*) up to yesterday, (*have/has*) (*you/ child's name*) done any sports or exercise activities (not counting things done as part of school lessons)?' Yes/No.

Parents are also asked how long this was for and so it would be possible to derive if this met the recommended levels.

Tellus Survey question wording:

'Thinking back to last week, how often did you do something active? Please include things like walking to school, running around, riding a bike, playing sports, skateboarding, dancing and swimming'. Everyday/Most days/Some days/Never.

Evaluation Table 5.20 Measure 4.5

Measure	4.5 (E,W) The percentage of children and young people eating the recommended levels of fruit and vegetables
Source	Health Survey for England, Welsh Health Survey
Sub-domain	A, H
Relevance	All equality characteristics
Legitimacy	Strong

Disaggregation characteristics recorded	Gender, ethnicity, disability, age, social class
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

This measure records the food consumed in the past 24 hours.

Evaluation Table 5.21 Measure 4.6

Measure	4.6 (E) The percentage of children and young people who smoke
Source	Tellus Survey
Sub-domain	A, H, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

Tellus Survey question wording: those who state that:

'I sometimes smoke cigarettes now but I don't smoke as many as one a week; I usually smoke between one and six cigarettes a week; I usually smoke more than six cigarettes a week'.

Feedback and comments

- There was a discussion among participants as to the validity of self-completion questions regarding smoking and consumption of alcohol. Participants stated that it would be realistic to assume that as this survey is conducted at school, there would be some over and under-reporting by children and young people. It was suggested that this data source could be supplemented with more reliable sources such as GP data. However, the Tellus Survey was chosen originally precisely because it is conducted at school rather than other surveys which are conducted in the home. We felt that this situation was more likely to result in under-reporting.

Evaluation Table 5.22 Measure 4.7

Measure	4.7 (E) The percentage of children and young people who consume alcohol or use drugs
Source	Tellus Survey
Sub-domain	A, H, G, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good in terms of survey design issues but possible under-reporting

Notes

Tellus Survey – question wording:

'Have you ever had an alcoholic drink – a whole drink not just a sip?' Yes/No.

'In the last four weeks, how many times have you been drunk?' None/Once/Twice/Three or more times/Don't want to say/Don't know/Can't remember/I have never been drunk.

'Have you ever taken drugs?' (In this question the word drugs does not include anything you take as a medicine. It does not include alcohol, but it does include solvents, glue and gas). Yes/ No.

'In the last 4 weeks, how often have you taken any of the following drugs? (Don't worry if you don't know exactly, just give us a rough idea)'

- (a) Never in the last 4 weeks; Once; Twice, Three or more times; Prefer not to say; Don't know/can't remember
- (b) Cannabis or skunk
- (c) Solvents, glue or gas (to inhale or sniff)
- (d) Other drugs (like cocaine, LSD, ecstasy, heroin, crack, speed, magic mushrooms etc.)

This measure is also used in other frameworks including: Every Child Matters, National Indicators 115/39/38, PSA 14/25 and DSO 1/6.

Evaluation Table 5.23 Measure 4.8

Measure	4.8 (E) The percentage of children and young people in households who are living in an area with less favourable environmental conditions
Source	DEFRA Sustainable Development Indicator 60 matched to household survey data, for instance IHS
Sub-domain	A, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Ethnicity, age, gender, disability, religion/belief, social class (ethnicity, religion and social class might be taken from the parents as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	<i>Ad hoc</i>
Individual level	Yes
Robustness	Good

Notes

This measure matches a similar indicator in the adults framework and can be used for the children's framework by isolating those households with residents under the age of 18.

Source not yet identified for Scotland or Wales.

Feedback and comments

- Participants at the consultation in England suggested that the quality of light is of particular importance to children living on Gypsy and Traveller sites.

Indicator 5: Health status of vulnerable children and young people**Evaluation Table 5.24 Measure 5.1**

Measure	5.1 (E,W) The number of children and young people seriously injured in a road traffic incident
Source	Local Authority statistical returns based on data from police authorities
Sub-domain	A, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Unclear at present
Geographical coverage	Unclear at present
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes

Robustness	To be established at 'technical stage'
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Notes

This measure is also used in the Every Child Matters framework and is National Indicator 48.

Evaluation Table 5.25 Measure 5.2a

Measure	5.2a (E,W) The number of A&E admissions caused by unintentional and deliberate injuries to children and young people
Source	E: Hospital Episode Statistics (experimental statistics)
Sub-domain	W: Under development E, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, age
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	To be established at 'technical stage'

Notes

This measure (and Measure 5.2b) uses new data released on A&E admissions in England on an experimental basis. See Measure 5.2b for more information on this source. The A&E statistics are a new release and issues around the data cleaning and data quality are highlighted. The data are not yet considered statistically reliable and robust by the Department of Health (DoH, 2009, personal communication, cited in Alkire et al., 2009: 119).

We understood from the consultation period in 2009 for the adults EMF that there is a new database for Wales being planned for A&E, called the Emergency Department Data Set (EDDS), expected to be piloted in 2009/10 with full compliance by April 2010 (Alkire et al., 2009: 119). The data collected is broadly in line with England's Commissioning Data Set. It is proposed that it will include date of birth, sex and ethnicity. Information on the location of the accident will be included.

We also understood from the consultation period in 2009 for the adults EMF that the Scottish Government has ongoing data development work in this area that could provide an equivalent data source for this measure.

Evaluation Table 5.26 Measure 5.2b

Measure	5.2b (E,W) A&E accidents and injuries rate by location (a. home, b. work, c. public place, d. work/educational establishment, e. other)
Source	E: Hospital Episode Statistics (experimental statistics)
Sub-domain	W: Under development E, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, age
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	To be established at 'technical stage'

Notes

The measure aims to capture differentials in vulnerability to accidents due to poor local environment conditions such as dangerous roads and living environments. Established differentials in the accident rates of Gypsies and Travellers was highlighted in the consultation for the adults EMF as a particular concern.

See notes above under Evaluation Table 5.25, Measure 5.2a.

Evaluation Table 5.27 Measure 5.3

Measure	5.3 (W) The percentage of young carers reporting poor mental health compared to non-carers of the same age
Source	Welsh Health Survey
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity, disability, age (16-18 years old), social class
Geographical coverage	Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

Welsh Health Survey – question wording ‘Do you look after, or give any help or support to family members, neighbours or others because of long-term physical or mental ill-health or disability, or problems related to old age? (Do not count anything you do as part of your paid employment)’.

This measure is published as a statistical bulletin by the Welsh Assembly Government (see: <http://wales.gov.uk/docs/statistics/2010/100224sb92010en.pdf>). It is this bulletin which has informed our decision to focus particularly on mental health outcomes, as this area of health appears to have significant inequalities for young carers.

An equivalent source could not be found in the Health Survey for England. There is a question for which it would be possible to isolate those who in the last seven days have primarily looked after the home or family. However, this would also capture young mothers and is not comparable to the question in the Welsh Health Survey.

A survey on *Mental Health of Children and Young People in Great Britain, 2004* is available which includes caring status. This could be followed up at the technical phase.

Evaluation Table 5.28 Measure 5.4

Measure	5.4 (E,W) The percentage of young people in custody and secure training centres who report poor access to health services
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey
Sub-domain	A, B, C, D, E, F, H, I
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity and age (14 and under, 15, 16, 17, 18)
Geographical coverage	England, Wales
Aspect of inequality	Process
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes
Robustness	Moderate

Notes

Starting in 2009-10, the survey includes for the first time disaggregation by religion and by Gypsy, Romany or Traveller.

Unlike previous *Children and Young People in Custody* surveys, the 2009-10 survey also asks respondents whether their disability was the cause of their victimisation during their stay in the establishment.

The ages being captured in the 2009-10 survey – the most recent survey available at the time of publication of this report – no longer includes 14 and under, but still disaggregates by the ages 15, 16, 17 and 18.

Additionally, the survey now includes access to a pharmacist. The survey also asks whether respondents feel as though they have emotional or mental health problems and if they are receiving help for it.

Children and Young People in Custody Survey 2007 – question wording:

- What do you think about the overall quality of the healthcare?
- Can you go outside for exercise every day?
- Have you had any problems getting your medication?
- Is it easy to see the doctor/nurse/dentist/optician?

For a definition of ‘Secure Training Centres’, please see the Evaluation Table Notes for Measure 5.1 under Chapter 4: Life.

Feedback and comments

- CRAE recommend that further categories for the age breakdown below 14 years old be added. The organisation also suggests that broader/collective measures should be included, that explore, for example, the conditions within prisons. It is recognised that this would be a break from existing measures which are on an individual level.

Evaluation Table 5.29 Measure 5.5

Measure	5.5 (E) The percentage of looked after children who have not received an annual health check, an annual dental check, do not have up to date immunisations or who have been identified as having a substance misuse problem who have not received an intervention
Source	Looked After Children SSDA 903 return (DCSF)
Sub-domain	A, B, G, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity It is also possible to separate out looked after children who are/have: <ul style="list-style-type: none"> • Gypsy/Roma or Traveller of Irish Heritage • Unaccompanied asylum-seeking children • Resident in looked after and places in a secure unit • Resident in homes and hostels subject to <i>Children’s Homes Regulations</i> • Resident in other hostels and supportive residential settings • Resident in residential care home • Resident in NHS/Health Trust or other establishment providing medical or nursing care

- Resident in family centre of mother and baby unit
- Resident in Young Offender Institution or prison
- Resident in all Residential schools except where dual-registered as a school
- In contact with the Criminal Justice System

Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate

Notes

This measure captures children who have been looked after continuously for the last 12 months.

For a definition of 'Young Offender Institutions', please see the Evaluation Table Notes for Measure 5.1 under Chapter 4: Life.

Feedback and comments

- It was noted that there may be some problems accessing data on vulnerable groups in Scotland because of the protection of vulnerable persons Bill.

Evaluation Table 5.30 Measure 5.6

Measure	5.6 (E) The percentage of looked after children who have poor mental health
Source	Looked After Children SSDA 903 return (DCSF)
Sub-domain	A, B, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity
	It is also possible to separate out looked after children who are/have: <ul style="list-style-type: none"> • Gypsy/Roma or Traveller of Irish Heritage • Unaccompanied asylum-seeking children • Resident in looked after and places in a secure unit • Resident in homes and hostels subject to <i>Children's Homes Regulations</i> • Resident in other hostels and supportive residential settings • Resident in residential care home • Resident in NHS/Health Trust or other establishment providing medical or nursing care • Resident in family centre of mother and baby unit • Resident in Young Offender Institution or prison • Resident in all Residential schools except where dual-registered as a school

- In contact with the Criminal Justice System

Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate

Notes

This measure captures children who have been looked after continuously for the last 12 months. It can be compared to the SDQ scores collected in the Health Survey for England (Measure 1.2).

For a definition of ‘Young Offender Institutions’, please see the Evaluation Table Notes for Measure 5.1 under Chapter 4: Life.

Additional feedback

- Participants at various consultations discussed the use of the Health Behaviours in School-Aged Children Survey. Participants at the Scottish consultation suggested that the survey could be used to comment on body image, sexual behaviour, body mass, self-reported health (physical and mental). Indeed, this survey has been used in the Education and Learning domain to draw comparable statistics between England, Scotland and Wales. However, representatives from the Welsh Assembly Government note that this survey is updated every four years and may only be suitable for disaggregation by gender. Therefore, we have tried to use other sources where possible.
- Participants at the Scottish consultation event noted that data on immunisations might be an important addition. It was also noted that this would be something that UNICEF would have data on. They also commented that a measure on how much time is spent with primary carers could also be important.
- It was suggested that there need to be more indicators that focus on the health of very young children and their ability to obtain the highest possible healthcare.

5.4 Recommendations

- We recommend the development of data sources on experiences of dignity and respect in healthcare for children and young people, and access to a reliable and confidential complaints system against health services for children and young people (measures 3.1 and 3.2). More data are required on the health outcomes and experiences of accessing healthcare for Gypsy and Traveller children. We recommend that the development of Measure 3.3 (Discrimination in access to GP services experienced by Gypsy and Traveller children) is taken forward as a particular priority.

- We recommend that a data source is developed for Measure 2.1 – access to information and advice regarding contraception, pregnancy and parenthood for young people.
- We recommend that more in depth data be recorded and available for all children detained or resident in a private institution. In particular, we recommend additional data collection on health outcomes for children placed in immigration removal centres.
- We recommend that the data sources for the number of A&E admissions caused by unintentional and deliberate injuries to children and young people and the number of A&E accidents and injuries by location (measures 5.2a and 5.2b) are developed in conjunction with the work on the parallel indicators for the adult's Framework.
- The Welsh Assembly Government has informed us that although the Welsh Health Survey includes some information on children, the sample size is too small to allow for disaggregation. We recommend that consideration is given to the need for a larger sample size to facilitate disaggregation.
- We recommend additional work matching sources for Scotland.

6. C. Physical Security

6.1 Sub-domains

Physical Security: the capability to live in physical security

including to:

- A. be free from violence including sexual and domestic violence, and violence based on who you are
- B. be free from torture, cruel, inhuman or degrading treatment or punishment, including capital punishment
- C. be protected from physical or sexual abuse (including by those in positions of authority), including use in, or exposure to, pornography
- D. be protected from physical or mental harm by adults (including harmful punishment)
- E. be protected from physical or mental harm by other children (including bullying)
- F. go out and to use public spaces, including school, safely and securely without fear
- G. be supported and rehabilitated if you have experienced neglect, exploitation or abuse

6.2 Short-list

This section outlines the proposed short-list of indicators for the physical security domain, and the measures that have been specified under each indicator.

Indicator 1: Violent crime against children and young people

Measure 1.1 (E,S,W) Percentage of children that are victims of violent crime (all types)

Measure 1.2 (E,W) Percentage of children and young people who have been kicked, hit, pushed, shoved or had physical violence towards them in some way, (a) in the last 12 months, (b) average number in the last 12 months

Measure 1.3 (E,W) Percentage of children and young people who have had someone hit, attack, or threaten them on purpose with a weapon (this might

have been something like a stick, a rock, a knife, a gun, or anything else that could have hurt them) (a) in the last 12 months, (b) average number of times in the last 12 months

Measure 1.4 (E,W) Percentage of victims of total firearm offences that are under 18 years old (a) including air weapons, (b) excluding air weapons

Measure 1.5 (E,W) Percentage of children and young people who are victims of serious knife crime

Measure 1.6 (E,W) Prevalence of violence and incidents of threats against children and young people where the offender is (a) a family member or relative (includes parents, guardians, brothers, sisters, step/adopted/foster family members, or other relatives; (b) a girlfriend, boyfriend or partner

Measure 1.7 (E,W) Percentage of 16-17 year olds that are victims of domestic violence (with reporting of relationship of victim to principal suspect, including partner violence)

Measure 1.7 (S) Percentage of 16-17 year olds that are victims of partner violence

Measure 1.8 Self-reported experiences of maltreatment and bullying: evidence from helpline sources

Indicator 2: Maltreatment, abuse and neglect of children and young people

Measure 2.1 (E,W) Percentage of children and young people who are victims of sexual violence, with separate reporting of:

- (a) sexual assault
- (b) rape
- (c) unlawful sexual intercourse with a minor
- (d) unlawful sexual activity with a minor
- (e) abuse of children through prostitution or pornography
- (f) gross indecency with a child

Measure 2.2 (E,S,W) Percentage of children and young people in need of protection, with separate reporting for:

- (a) those on child protection registers
- (b) those on child protection registers who have been re-registered

- (c) those on child protection registers who have been de-registered within less than six months, six months to a year, one year to two years, and more than two years

Measure 2.3 (E,S,W) Percentage of online reports by under 18s of grooming, by category, that are:

- (a) inciting a child to watch a sexual act
- (b) inciting a child to perform a sexual act
- (c) arranging to meet a child
- (d) through using a mobile phone
- (e) through inappropriate online chat
- (f) via instant messaging
- (g) via a social networking site
- (h) via a gaming site
- (i) of other suspicious activity

Measure 2.4 (E,W) Percentage of looked after children and young people who are placed in care because of abuse or neglect

Measure 2.4 (S) Percentage of looked after children and young people who are placed in care due to a Child Protection Measure

Measure 2.5 Exposure of children and young people to domestic violence and domestic abuse

Indicator 3: Hate crime

Measure 3.1 (E,W) Percentage of criminal incidents against children and young people that were motivated by the child's:

- (a) skin colour or racial background
- (b) religious background
- (c) other reasons

Measure 3.2 (E,S,W) Percentage of 16-17 year olds who are victims of hate crime, by category:

- (a) race
- (b) religion
- (c) age
- (d) gender
- (e) disability
- (f) sexual orientation
- (g) transgender (under development)

Indicator 4: Physical security for children and young people resident or detained in public and private institutions

Measure 4.1 (E,W) Number of children and young people in custody who have been insulted, had his/her family insulted, been physically abused, had their property taken or been sexually abused by trainees or members of staff

Measure 4.2 (E,W) Number of children and young people in custody who have been targeted on the grounds of (a) being new, (b) race or ethnic origin, (c) being from a different part of the of the country

Measure 4.3 (E,W) Percentage of children and young people in custody who think staff will take them seriously if he/she told them that they had been victimised

Indicator 5: Fear of crime for children and young people

Measure 5.1 (E,W) Percentage of children and young people who said that they have been threatened in a way that frightened them (this includes threats to physically attack the respondent, use violence on the respondent, or to threaten to break or damage something belonging to the respondent)

(a) in the last 12 months

(b) average number of times in the last 12 months

Measure 5.2 (E,W) Percentage of children and young people who go out in the evening without an adult supervising them (a) less than once a month, (b) never, because of a fear of crime

Measure 5.3 (E,W,S) Percentage of 16-17 year olds who feel very unsafe or unsafe being alone at home and/or in local area (during the day and after dark)

Measure 5.4 (E,W) Percentage of 16-17 year olds who feel very worried/worried about physical attack, intimidation and acquisitive crime

Measure 5.4 (S) Percentage of 16-17 year olds who feel very worried/worried about physical attack, sexual assault and acquisitive crime

Measure 5.5 (E,W) Percentage of children and young people who say that they avoid travelling on buses at certain times of the day because they are worried about their safety or because other people are causing trouble for them

Measure 5.6 (E) Percentage of children and young people who feel a bit unsafe or very unsafe (a) in the area where he/she lives, (b) going to and from school, (c) in school, (d) on local public transport

Measure 5.7 (E) Percentage of children and young people who worry about being a victim of crime

Measure 5.8 (E) Percentage of children and young people who feel that their life would be improved if they had more help to feel safer at school and in the local area

Indicator 6: Bullying of children and young people

Measure 6.1 (E,W) Percentage of children and young people who say that someone had bullied him/her in a way that frightened or upset the respondent (a) in the last 12 months, (b) once a month, (c) more than once a week, (d) everyday.

Measure 6.2 (E,W) Number of children and young people who have experienced cyber bullying, as a percentage of the total number who have been bullied in the last 12 months in a way that frightened or upset him/her

Measure 6.3 (E) Percentage of children and young people who have experienced bullying at least once or more in the past 4 weeks when they are not in school (including on the journey to school)

6.3 Evaluation tables and feedback

Indicator 1: Violent crime against children and young people

Evaluation Table 6.1 Measure 1.1

Measure	1.1 (E,S,W) Percentage of children that are victims of violent crime (all types)
Source	British Crime Survey British Crime Survey Extension Scottish Crime and Justice Survey
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation

Disaggregation characteristics recorded	BCS (E,W): Gender, age (16-17), ethnicity, disability, religion or belief, social class, sexual orientation
Geographical coverage Aspect of inequality Frequency	<p>BCS extension (E,W): Gender, age (10-15), ethnicity, disability, religion or belief are identified. However, availability of BCS estimates disaggregated at levels below national level will be in line with Home Office analysis appearing in the section 'Feedback from the Home Office' (pages 87-8). Of specific relevance is the Home Office comment appearing in the section titled 'BCS extension to children'. This will require clarification at the technical stage.</p> <p>SCJS (S): Gender, ethnicity, disability, age (16-17), social class England, Scotland, Wales</p> <p>Outcome/Process First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010, in conjunction with a consultation with users of the statistics. The publication schedule and availability of estimates from the BCS extension was one of the issues for which the Home Office sought comments. The Home Office is due to publish a response to the consultation but, at the time of writing, no formal decision has been made on the frequency of publication of estimates from children from the BCS. See Annexe 1, 'Experimental statistics on victimisation of children aged 10 to 15: Findings from the British Crime Survey for the year ending December 2009' (http://homeoffice.gov.uk/science-research/research-statistics/).</p>
Individual level Robustness	Yes To be confirmed at the technical stage

Note

For the BCS extension, all violent crime asked in the survey must be included in this measure.

Evaluation Table 6.2 Measure 1.2

Measure	1.2 (E,W) Percentage of children and young people who have been kicked, hit, pushed, shoved or had physical violence towards them in some way, (a) in the last 12 months, (b) average number in the last 12 months
Source	British Crime Survey Extension to Children
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	BCS extension (E,W): Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Geographical coverage	England, Wales
Aspect of inequality	Outcome/Process
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Individual level	Yes
Robustness	To be confirmed at the technical stage

Notes

Thresholds for part (b) of this measure need to be specified once the data has been evaluated.

The BCS extension asks if the respondent has been kicked, hit, pushed/shoved, or has had any other physical violence towards him/her in the last 12 months, a number of different times. Following initial questions, further questions are included in the Full Victims Form, the Mini-Victims Form and the Self-Completion Module. The purposes and nature of these questions require further examination at the technical stage in the light of the BCS extension for children screener, Series Pattern, Mini-victim Form, Victim Form or Self-completion modules.¹⁴

Bullying that includes violent acts against others are included in the Self-Completion Module. These questions are the basis of Indicator 6: Bullying of Children and Young People.

¹⁴ See 'Extending the British Crime Survey to children: a report on the methodological and development work' (<http://rds.homeoffice.gov.uk/rds/pdfs10/bcschildren.pdf>) and 'Experimental statistics on victimisation of children aged 10 to 15: Findings from the British Crime Survey for the year ending December 2009' (<http://rds.homeoffice.gov.uk/rds/pdfs10/hosb1110.pdf>).

Evaluation Table 6.3 Measure 1.3

Measure	1.3 (E,W) Percentage of children and young people who have had someone hit, attack, or threaten them on purpose with a weapon (this might have been something like a stick, a rock, a knife, a gun, or anything else that could have hurt them) (a) in the last 12 months, (b) average number of times in the last 12 months
Source	British Crime Survey Extension to Children
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	BCS extension (E,W): Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Geographical coverage	England, Wales
Aspect of inequality	Outcome/Process
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Individual level	Yes
Robustness	To be confirmed at the technical stage

Notes

Thresholds for part (b) of this measure need to be specified once the data have been evaluated.

Different contexts in which physical violence with a weapon, or the threat of physical violence with a weapon, occur in the BCS extension. The BCS extension asks if the respondent has been hit, attacked or threatened on purpose with a weapon in the last 12 months in a number of different places. Further questions are included in the Full Victims Form, the Mini-Victims form and the self-completion module. The purposes and nature of these questions require further examination at the technical stage in light of the BCS extension for children screener, Series Pattern, Mini-victim Form, Victim Form or Self-completion modules at the technical stage. (See footnote 14 above.)

Evaluation Table 6.4 Measure 1.4

Measure	1.4 (E,W) Percentage of victims of total firearm offences that are under 18 years old (a) including air weapons, (b) excluding air weapons
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Source	Home Office/ONS: Homicides, Firearm Offences and Intimate Violence 2007/08 (22 January 2009): Firearm offences (excluding air weapons) by age of victim, 2007/08
Sub-domain	D, E
Relevance	All equality characteristics
Legitimacy	Strong; Measure 1.3b (including air weapons) was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Police recorded crime – age, gender and ethnicity ¹⁵
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 6.5 Measure 1.5

Measure	1.5 (E,W) Percentage of children and young people who are victims of serious knife crime
Source	National Indicator 28 Serious knife crime rate (listed under Every Child Matters Outcomes Framework); Police – Crimsec 7 (ADR 102); Police (ADR 160); ONS
Sub-domain	D, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Police recorded crime – age, gender and ethnicity ¹⁶
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual

¹⁵ The Annual Data Requirement (Home Office 2009c) is a list of all routine requests for data made to all police forces in England and Wales under the Home Secretary's statutory powers. In 2009, the Annual Data Requirements include a request to record the age, gender and ethnicity of victims and offenders. Please also note that it is widely recognised that police-recorded crime statistics are limited in that they reflect levels of local police activity at any particular point in time, and in that they fail to account for changes in reporting behaviour of victims.

¹⁶ The Annual Data Requirement (Home Office 2009c) is a list of all routine requests for data made to all police forces in England and Wales under the Home Secretary's statutory powers. In 2009, the Annual Data Requirements include a request to record the age, gender and ethnicity of victims and offenders. Please also note that it is widely recognised that police-recorded crime statistics are limited in that they reflect levels of local police activity at any particular point in time, and in that they fail to account for changes in reporting behaviour of victims.

Individual level	Yes
Robustness	Good

Notes

Original National Indicator (NI) 28 measurement:

Number of serious violent knife crimes per 1,000 population. (Use includes threats and attempts in addition to actual stabbings. Where the victim is convinced of the presence of a knife, even if it is concealed, and there is evidence of the suspect's intention to create this impression, then the incident counts.)

For 16-17 year olds, a general population survey source is also available. This is included in the EMF for adults as Physical Security Domain Indicator 1 (Violent Crime) Measure 1.2 'Percentage that are victims of violent crime involving knives, sharp stabbing instruments and guns' and could be presented with separate reporting for 16-17 year olds. This data is available for England and Wales using the BCS and the Scottish Crime and Justice Survey.

Evaluation Table 6.6 Measure 1.6

Measure	1.6 (E,W) Prevalence of violence and incidents of threats against children and young people where the offender is (a) a family member or relative (includes parents, guardians, brothers, sisters, step/adopted/foster family members, or other relatives, (b) a girlfriend, boyfriend or partner
Source	British Crime Survey Extension to Children
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Individual level	Yes

Evaluation Table 6.7 Measure 1.7

Measure	1.7 (E,W) Percentage of 16-17 year olds that are victims of domestic violence (with reporting of relationship of victim to principal suspect, including partner violence)
	1.7 (S) Percentage of 16-17 year olds that are victims of

	partner violence
Source	British Crime Survey Scottish Crime and Justice Survey
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	BCS (E,W): Gender, age (16-17), ethnicity, disability, religion or belief, social class, sexual orientation SCJS (S): Gender, ethnicity, disability, age (16-17), social class
Geographical coverage	England, Scotland, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate – see notes in Alkire et al. (2009)

Evaluation Table 6.8 Measure 1.8

Measure	1.8 Self-reported experiences of maltreatment and bullying: evidence from helpline sources
Source	Under development
Sub-domain	A

Feedback and comments

- An area in which we think that new research is required is in relation to the development of indicators based on Helpline data. A number of participants during the course of the consultation highlighted the potential role of Helpline data in equality and human rights monitoring. For example, participants in the Scottish consultation event highlighted the importance of ChildLine data on maltreatment, bullying and harassment and recommended the development of indicators and measures based on this data.
- This recommendation also reflects discussions in the context of the Framework for adults, and the Human Rights Measurement Framework, which has highlighted the potential role of Helpline data in developing indicators and measures capturing elder abuse. The Commission itself runs Helplines, and internal consultation on the EMF in its early stages highlighted the potential role that these could play in the forward development of the frameworks.
- There are enormous challenges here in terms of robustness and confidentiality. We contacted Childline Scotland to follow-up the recommendations of participants in the Scottish consultation event. Childline is already undertaking work in this area and responded to the proposal whilst emphasising that significant data

development work would be necessary. In terms of robustness, it is not always possible to know where a call is coming from. Calls are routed to offices across GB and counsellors receiving the calls do not consistently ask for the location of the caller, as the child or young person calling may feel threatened by being asked where they are calling from. Location is only known in approximately 30 to 40 per cent of total calls across GB. Gender and age is always taken down but other characteristics are not recorded.

- We feel that there is a rich potential for a new approach to equality and human rights monitoring that is currently underexplored. We think that the feasibility of the development of new equality and human rights indicators based on Helpline data should be the focus of a new research project that would look at the cross-cutting issues, including robustness and confidentiality, and building on data developments that are already underway at NSPCC. It is also interesting to explore whether indicators in this area should be regarded as qualitative rather than quantitative. For example, it might pick up on the nature and scope of bullying (or elder abuse, in the context of adults) as reported to Helplines, rather than attempt to capture increases, decreases or national comparisons.
- The Welsh Assembly Government noted that in relation to derivation of measures of domestic violence from police recorded crime in the EMF, consideration needs to be given to reliability of the available data due to the different procedures that are in place across the different police forces for flagging domestic violence/hate crimes. Additionally, there may be definitional issues to consider as the Welsh Assembly Government utilises a different definition of domestic violence to that adopted by UK Government and police forces (the Association of Chief Police Officers (ACPO) definition).
- CRAE noted that it is important that the measures under the indicators as a whole enable a picture to be established of the extent to which children and young people feel safe in a wide range of contexts and environments. In particular, under the original short-list, there was no measure that records levels of non-fatal violent crime against children and young people. CRAE recommended that this should be added as an additional measure.
- Some participants highlighted the importance of including air weapons in Measure 1.1 (victims of total firearm offences).
- Participants in London noted that domestic abuse and domestic violence not only affected adults, but had an impact on children as witnesses. Similarly, participants in Scotland emphasised the importance of covering domestic violence – and also of picking up how children witness domestic violence. The 'Growing up in Scotland' Survey was highlighted as a potential source of information about the impact of domestic violence on children in Scotland. Child registers were highlighted as a source of child protection statistics.

- At the Welsh consultation event, teenage abuse in relationships was highlighted as a particular problem for young girls. As in Scotland, the impact of adult domestic violence on children was raised as a concern that the CMF should capture and reflect. It was suggested that the police will report to social services about domestic abuse in a household if there is a child in the house, and that this could be a possible measure for the impact of domestic violence on children.

Indicator 2: Maltreatment, abuse and neglect of children and young people

Evaluation Table 6.9 Measure 2.1

Measure	2.1 (E,W) Percentage of children and young people who are victims of sexual violence, with separate reporting of: (a) sexual assault (b) rape (c) unlawful sexual intercourse with a minor (d) unlawful sexual activity with a minor (e) abuse of children through prostitution or pornography (f) gross indecency with a child
Source	Police recorded crime statistics (2002-09)
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Police recorded crime – age, gender and ethnicity ¹⁷
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Possible under-reporting

Evaluation Table 6.10 Measure 2.2

Measure	2.2 (E,S,W) Percentage of children and young people in need of protection, with separate reporting for: (a) those on child protection registers
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¹⁷ The Annual Data Requirement (Home Office 2009c) is a list of all routine requests for data made to all police forces in England and Wales under the Home Secretary's statutory powers. In 2009, the Annual Data Requirements include a request to record the age, gender and ethnicity of victims and offenders. Please also note that it is widely recognised that police-recorded crime statistics are limited in that they reflect levels of local police activity at any particular point in time, and in that they fail to account for changes in reporting behaviour of victims.

	(b) those on child protection registers who have been re-registered (c) those on child protection registers who have been de-registered within less than six months, six months to a year, one year to two years, and more than two years
Source	England: Referrals, Assessments and Children and Young people who are the subject of a child protection plan or are on Child protection registers, England (DCSF, ONS); Department of Health Scotland: Child Protection Statistics (statistics submitted to Scottish Government from all 32 local authorities) Wales: Local Authority Child Protection Registers (statistics submitted to Local Government Data Unit from all 22 local authorities)
Sub-domain	A, D, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	England, Scotland, Wales: Gender, age, type of abuse Wales: age groupings (under 1; 1-4; 5-9; 10-15; 16-18)
Geographical coverage	England, Scotland, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	To be established at 'technical stage'

Note

Measure 2.2c: Scottish Government has (a) one year to 18 months, (b) 18 months to 2 years.

Feedback and comments

- There was some discussion at the London event as to whether this series was being changed. DCSF clarified at a one-to-one meeting that any modifications would be minor.

Evaluation Table 6.11 Measure 2.3

Measure	2.3 (E,S,W) Reports of online grooming, by category, that are: (a) inciting a child to watch a sexual act (b) inciting a child to perform a sexual act (c) arranging to meet a child (d) through using a mobile phone (e) through inappropriate online chat (f) via instant messaging (g) via a social networking site
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	(h) via a gaming site (i) of other suspicious activity
Source	Child Exploitation and Online Protection Centre (CEOP)
Sub-domain	C, D
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	To be confirmed at the technical stage
Geographical coverage	England, Scotland, Wales
Aspect of inequality	Process and Outcome
Frequency	To be confirmed at the technical stage
Individual level	Individual
Robustness	To be confirmed at the technical stage

Notes

This measure was introduced in response to feedback during the specialist consultation relating to the importance of including an indicator that relates to online sexual harassment and abuse. Questions in this area were not fielded in the experimental BCS extension for children and we did not identify a social survey question in this area. Participants suggested that CEOP would be a good source for this indicator. However, we have not been able to establish how robust this data is, whether it is periodically available, or the relevant disaggregation characteristics. We propose that further examination of the potential development of this indicator is undertaken at the technical stage. Consideration should also be given at the technical stage as to whether the elements of this measure are best reported as a single measure or as individual components. Any changes should take account of the views of the data provider.

Evaluation Table 6.12 Measure 2.4

Measure	2.4 (E,W) Percentage of looked after children and young people who are placed in care because of abuse or neglect 2.4 (S) Percentage of looked after children and young people who are placed in care due to a Child Protection Measure ¹⁸
Source	E: Children Looked After in England (DCSF) S: Children Looked After Statistics (Scottish Government)

¹⁸ Child Protection Measure is one of the legal reasons for which a child may be looked after and is defined as, 'Includes powers for local authorities to apply to a Sheriff for a Child Assessment Order (Section 55 of the Children (Scotland) Act 1995) where access to a child for the purposes of gathering information is denied. Also includes Child Protection Orders (CPO) (Section 57) where there are grounds to believe that a child is being ill-treated, neglected or will suffer harm, as well as Emergency Protection measures (Section 61) where a CPO is not available.'

Sub-domain	W: Statistics on Children Looked After in Local Authorities in Wales (Local Government Data Unit and the Welsh Assembly Government) – SSDA903 series
Relevance	A, B, C, D
Legitimacy	All equality characteristics
Disaggregation characteristics recorded	Strong
	E: age (under 1, 1-4, 5-9, 10-15, 16+), gender, ethnicity NB: disability is a 'category of need' (reason for being looked after) rather than a demographic characteristic; Unaccompanied Asylum-seeking Children (UASC) status is an additional disaggregation characteristic that is collected in the Children Looked After in England Series
	S: age (under 1, 1-4, 5-11, 12-15, 16-17, 18-21), gender, ethnicity, disability
	W: age (under 1, 1-4, 5-9, 10-15, 16-17, 18+), gender, ethnicity, disability (as a yes/no variable) NB: disability is also a 'category of need' (reason for being looked after), as well as a category for respite care for looked after children
Geographical coverage	England, Scotland, Wales
Aspect of inequality	Outcome
Frequency	E: Annual S: Annual W: Annual
Individual level	Yes
Robustness	To be established at technical stage

Notes

'Abuse or neglect', a category of need for looked after children in data collection series SSDA903 for Wales, includes physical, emotional or sexual abuse (Welsh Assembly Government, 2010).

The new Children in Need Census in Wales, which began on 31 March 2010, will include ethnic origin information and also more detail of disability. This is being collected on an individual level for those children who were in need on 31 March 2010 and for those whose case was open for the three months previous to the data collection. The census will apply to children in need who remain at home with their parents as well as those who are looked after by the local authority (Welsh Assembly Government, 2010).

In England, the category of need for looked after children 'abuse or neglect' includes all forms of abuse as well.¹⁹

¹⁹ A further explanation of the category of need definitions can be found in Appendix A of the Children in Need guidance notes, published at: <http://webarchive.nationalarchives.gov.uk/20100104204420/http://www.dcsf.gov.uk/datastats1/guidelines/children/returns.shtml>.

Evaluation Table 6.13 Measure 2.5

Measure	2.5 Exposure of children and young people to domestic violence and domestic abuse
Source	Under development
Sub-domain	A, D, E
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation

NB We are recommending that at the technical stage analysis the feasibility of deriving a measure capturing the number of children in households reporting domestic violence and domestic abuse should be ascertained. If this is not feasible, development work should be undertaken to take forward a measure of children and witnesses to domestic violence and abuse based on the system of police recorded crimes. For further discussion of the BCS underlying measures, see Alkire et al. (2009).

Feedback and comments

- Participants argued that we should drop the pornography measure (2.3) as originally tabled, since it did not distinguish between the [purposeful] use of online pornography and the protection from online pornography.
- A number of participants proposed eliminating Measure 2.3 from the original short-list and replacing with a measure derived from the Child Exploitation and Online Protection Centre (CEOP).
- In relation to children and young people in need of protection, participants suggested that it would be important to achieve a breakdown by narrower age-band.
- CRAE noted that it is important that the measures under the indicators as a whole enable a picture to be established of the extent to which children and young people feel safe in a wide range of contexts and environments. They highlighted that under the original short-list the measures under Indicator 2 did not at present cover domestic violence towards or affecting children and young people. Although children are not currently included in the legal definition of domestic violence, being a victim of or witnessing domestic violence can have a damaging influence on the welfare and outcomes of a child.
- Participants in Wales emphasised the importance of specifying an indicator that captures the extent to which children and young people are witnesses to domestic violence and domestic abuse. This might be derived from the BCS. Alternatively, police will report to social services about domestic abuse in a household if there is a child in the house. This could be a possible alternative source for deriving a measure of the impact of domestic violence on children.

Indicator 3: Experiences of hate crime among children and young people**Evaluation Table 6.14 Measure 3.1**

Measure	3.1 (E,W) Percentage of criminal incidents against children and young people that were motivated by the child's: (a) skin colour or racial background (b) religious background (c) other reasons
Source	British Crime Survey Extension to Children
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Geographical coverage	England and Wales
Aspect of inequality	Process
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Individual level	Yes
Robustness	To be confirmed at the technical stage

Evaluation Table 6.15 Measure 3.2

Measure	3.2 (E,S,W) Percentage of 16-17 year olds who are victims of hate crime, by category: (a) race (b) religion (c) age (d) gender (e) disability (f) sexual harassment (g) transgender (under development)
Source	British Crime Survey Scottish Crime and Justice Survey
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	BCS (E,W): Gender, age (16-17), ethnicity, disability, religion or belief, social class, sexual orientation SCJS (S): Gender, ethnicity, disability, age (16-17), social class

Geographical coverage	England, Scotland, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	See relevant comments in Alkire et al. (2009)

Feedback and comments

- Participants at all of the consultation events emphasised the importance of covering hate crime in the context of children and young people, as well as adults. At the consultation events, the initial measures we proposed focused on the 16-18 age group, but participants were emphatic that broader coverage for younger age-bands should be achieved. We have revised this indicator following on from the consultation, specifying an additional measure derived from the BCS extension, and disaggregating the measure for the 16-18 age-band by targeting characteristic.
- CRAE emphasized that it is important that the measures under the indicators as a whole enable a picture to be established of the extent to which children and young people feel safe in a wide range of contexts and environments. Indicator 3 needs to be expanded to cover experiences of hate crime among all children and young people, not just 16 and 17 year olds. Further, the adult indicator on hate crime differentiates between hate crimes relating to race, religion, age, gender, disability, sexual orientation and transgender status. The measures within Indicator 3 must be expanded to differentiate between different motivations for hate crime experienced by children and young people.
- Welsh Assembly Government noted that in relation to hate crime statistics from police recorded crime in the EMF, consideration needs to be given to reliability of the available data due to the different procedures that are in place across the different police forces for flagging domestic violence/hate crimes.
- Participants emphasized that violence because of grounds such as disability should be an indicator even for the younger age groups, not restricted to 16-18 year olds.

Feedback from the Home Office

Disaggregation to 16-18 year olds

The Home Office highlighted a number of important methodological issues in relation to the level of disaggregation possible using all of the equality characteristics for young people used in this report using both the BCS and sample surveys in general.

In relation to measures covering 16-18 year olds, because of the small number of incidents of crime that are picked up by the BCS which are believed to be motivated by one of the six equality strands (disability, sexual orientation, gender, ethnicity, age

and religion) these estimates are not disaggregated further by socio-demographic indicators and are only published at the level of England and Wales. In comparison with the larger offence groups, the number of crimes picked up by the BCS that are perceived to be motivated by any of these six equality strands are relatively small. Survey estimates based on such small sample sizes are not considered robust because they are more susceptible to fluctuation and larger differences are required to detect statistically significant differences between groups or over time.

Based on the 2006/07 BCS, less than 1 per cent (0.3 per cent) of the population in England and Wales had experienced one or more racially motivated crimes in the last 12 months; less than 0.1 per cent of the population reported having experienced a religiously motivated crime (Home Office, 2007).

The ethnic group classification used in the 2006/07 BCS report was based on the 2001 Census classification. Due to small sample sizes in some of the sub-groups, the 16-group classification was collapsed into a five-group classification. The five ethnic groups used in this report are: White, Mixed, Asian (Asian or Asian British), Black (Black or Black British) and Chinese and Other.

BCS extension to children

The Home Office highlighted the following in relation to the BCS extension for children. The BCS has been extended to cover those aged 10-15 from January 2009. First estimates from the extension of the survey to children were published as experimental statistics in June 2010 in conjunction with a consultation with users of these statistics ('Experimental statistics on victimisation of children aged 10 to 15: Findings from the British Crime Survey for the year ending December 2009', <http://homeoffice.gov.uk/science-research/research-statistics/>). The Home Office expects to publish a response to the issues under consultation following the publication of first estimates of victimisation amongst children in the late autumn of 2010.

The BCS children's extension has been designed to produce estimates of victimisation for those aged 10-15 for England and Wales. Given the sample size of the children's survey (4,000 interviews a year) it will not be possible to obtain robust estimates for some subgroups. Accordingly, due to the sample size and the small number of hate related incidents likely to be picked up by the children's survey, estimates for the proportion of children who were victims of hate crime disaggregated by age will not be available using the BCS extension to children at the moment.

Indicator 4: Physical security for children and young people resident or detained in public and private institutions

Evaluation Table 6.16 Measure 4.1

Measure	4.1 (E,W) Number of children and young people in custody who have been insulted, had his/her family insulted, been physically abused, had their property taken or been sexually abused by trainees or members of staff
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey
Sub-domain	A, B, C, D, E, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity and age (14 and under, 15, 16, 17, 18)
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes
Robustness	Moderate

Notes

We have specified this measure to record the number of children and young people who have experienced these problems. However, depending on sample size and the number of children in this category, this measure might be better expressed as a percentage of the total number of those who participated in the survey.

Starting in 2009-10, the survey includes for the first time disaggregation by religion and by Gypsy, Romany or Traveller.

Unlike previous *Children and Young People in Custody* surveys, the 2009-10 survey also asks respondents whether their disability was the cause of their victimisation during their stay in the establishment.

The ages being captured in the 2009-10 survey – the most recent survey available at the time of publication of this report – no longer includes 14 and under, but still disaggregates by the ages 15, 16, 17 and 18. The term ‘trainee’ is taken directly from the survey and it refers to young people held within a custodial setting (Youth Justice Board, 2010).

Evaluation Table 6.17 Measure 4.2

Measure	4.2 (E,W) Number of children and young people in custody who have been targeted on the grounds of (a) being new, (b) race or ethnic origin, (c) being from a different part of the of the country
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey

Sub-domain	A, B, C, D, E, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity and age (14 and under, 15, 16, 17, 18)
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes
Robustness	Moderate

Notes

See Notes above for Evaluation Table 6.16, Measure 4.1.

Feedback and comments

- Measurement 4.1 (children and young people in custody) needs a footnote to explain that this is capturing peer maltreatment.
- Participants in Scotland highlighted the relevance of the Scottish Institute of Scottish Children Resident in Care for the forward development of this indicator.

Evaluation Table 6.18 Measure 4.3

Measure	4.3 (E,W) Percentage of children and young people in custody who think staff will take them seriously if he/she told them that they had been victimised
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey
Sub-domain	B, C, D, E, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity and age (14 and under, 15, 16, 17, 18)
Geographical coverage	England and Wales
Aspect of inequality	Process
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes
Robustness	Moderate

Notes

Starting in 2009-10, the survey includes for the first time disaggregation by religion and by Gypsy, Romany or Traveller.

Unlike previous *Children and Young People in Custody* surveys, the 2009-10 survey also asks respondents whether their disability was the cause of their victimisation during their stay in the establishment.

The ages being captured in the 2009-10 survey – the most recent survey available at the time of publication of this report – no longer includes 14 and under, but still disaggregates by the ages 15, 16, 17 and 18.

Feedback and comments

- CRAE noted that research has shown that many children and young people do not feel safe when they are in custody. Reports from children and young people recounting their experiences of methods such as strip-searching and painful restraint techniques are the most obvious manifestation of this. A measure on the number of children and young people that have been a) restrained, and b) strip-searched should therefore be included under this indicator.
- We seek clarification that the existing measures under this indicator cover children and young people in other forms of custody, including in immigration detention.
- It would be useful if the measures under Indicator 4 could be disaggregated into further age-bands, to make it possible to interrogate the data by individual age – currently all those aged 14 and under are grouped together and cannot be differentiated from one another.

Indicator 5: Fear of crime for children and young people

Evaluation Table 6.19 Measure 5.1

Measure	5.1 (E,W) Percentage of children and young people who said that they have been threatened in a way that frightened them (this includes threats to physically attack the respondent, use violence on the respondent, or to threaten to break or damage something belonging to the respondent) (a) in the last 12 months (b) average number of times in the last 12 months
Source	British Crime Survey Extension to Children
Sub-domain	D, E, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Geographical coverage	England and Wales
Aspect of inequality	Process
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 6.1,

Measure 1.1 in this chapter for further details

Individual level	Yes
Robustness	To be established at technical stage

Notes

The BCS extension asks a number of questions regarding incidents of the threat of crime towards a child or young person. Some of the additional questions are designed to check whether the incidents are isolated or are part of a series of similar events, with similar circumstances, caused by the same individuals, or if they are in fact dissimilar events with separate circumstances and different perpetrators. The mini-victim form includes questions such as:

- whether a weapon was used in the threat
- if the perpetrator(s) threatened to use a weapon
- if it happened at school, on a school trip, or on an official school bus
- if the perpetrator(s) was/were a pupil at the school or not
- if anything was stolen in the incident
- whether or not the incident of threat was done deliberately to steal or take something
- whether the perpetrator(s) damaged anything that belonged to the respondent on purpose

The purposes and nature of these questions require further examination of BCS extension for children screener, Series Pattern, Mini-victim Form, Victim Form or Self-completion modules (see footnote 14 above).

Evaluation Table 6.20 Measure 5.2

Measure	5.2 (E,W) Percentage of children and young people who go out in the evening without an adult supervising them because of a fear of crime (a) less than once a month, (b) never
Source	British Crime Survey Extension to Children
Sub-domain	D, E, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Geographical coverage	England and Wales
Aspect of inequality	Process
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Individual level	Yes
Robustness	To be established at technical stage

Evaluation Table 6.21 Measure 5.3

Measure	5.3 (E,W,S) Percentage of 16-17 year olds who feel very unsafe or unsafe being alone at home and/or in local area (during the day and after dark)
Source	British Crime Survey Scottish Crime and Justice Survey
Sub-domain	D, E, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	BCS (E,W): Gender, age (16-17), ethnicity, disability, religion or belief, social class, sexual orientation SCJS (S): Gender, ethnicity, disability, age (16-17), social class
Geographical coverage	England, Scotland, Wales
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	See relevant comments in Alkire et al. (2009)

Evaluation Table 6.22 Measure 5.4

Measure	5.4 (E,W) Percentage of 16-17 year olds who feel very worried/worried about physical attack, intimidation and acquisitive crime Measure 5.4 (S) Percentage of 16-17 year olds who feel very worried/worried about physical attack, sexual assault and acquisitive crime
Source	E,W: British Crime Survey S: Scottish Crime and Justice Survey
Sub-domain	D, E, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	BCS (E,W): Gender, age (16-17), ethnicity, disability, religion or belief, social class, sexual orientation SCJS (S): Gender, ethnicity, disability, age (16-17), social class
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 6.23 Measure 5.5

Measure	5.5 (E,W) Percentage of children and young people who say that they avoid travelling on buses at certain times of the day because they are worried about their safety or because other people are causing trouble
Source	British Crime Survey Extension to Children
Sub-domain	F
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Individual level	Yes
Robustness	To be established at 'technical stage'

Evaluation Table 6.24 Measure 5.6

Measure	5.6 (E) Percentage of children and young people who feel a bit unsafe or very unsafe (a) in the area where he/she lives, (b) going to and from school, (c) in school, (d) on local public transport
Source	Tellus Survey
Sub-domain	F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 6.25 Measure 5.7

Measure	5.7 (E) Percentage of children and young people who worry about being a victim of crime
Source	Tellus Survey
Sub-domain	F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 6.26 Measure 5.8

Measure	5.8 (E) Percentage of children and young people who feel that their life would be improved if they had more help to feel safer at school and in the local area
Source	Tellus Survey
Sub-domain	F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Good

Feedback and comments

- CRAE noted Measure 5.1, the percentage of children who feel unsafe in the area where they live, going to and from school, in school, and on local public transport and suggested that an additional measure (5.4) should be added to record the percentage of children and young people living away from home who feel unsafe where they live. This would cover children and young people living in institutions such as children's homes, hospitals, immigration removal centres, and criminal justice custody.

- CRAE further noted that while the adult indicators recognise fear of different types of crime (physical attack, sexual assault, intimidation and acquisitive crime), the children's indicators do not allow this level of differentiation and simply record whether children and young people fear crime in general.
- Children in Wales confirmed that to their knowledge Welsh-specific indicators or data measuring the use of public spaces safely and securely for children and young people does not exist (Children in Wales, 2010).

Indicator 6: Bullying of children and young people

Evaluation Table 6.27 Measure 6.1

Measure	6.1 (E,W) Percentage of children and young people who say that someone had bullied him/her in a way that frightened or upset the respondent (a) in the last 12 months, (b) once a month, (c) more than once a week, (d) everyday
Source	British Crime Survey Extension to Children
Sub-domain	D, E, F
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Individual level	Yes

Note

All bullying questions from the BCS extension are from the Self-Completion Module (H5).

Evaluation Table 6.28 Measure 6.2

Measure	6.2 (E,W) Number of children and young people who have experienced cyber bullying, as a percentage of the total number who have been bullied in the last 12 months in a way that frightened or upset him/her
Source	British Crime Survey Extension to Children
Sub-domain	D, E, F

Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 6.1, Measure 1.1 in this chapter for further details
Individual level	Yes
Robustness	To be established at technical stage

Notes

Cyber bullying includes unwanted and nasty emails, texts or messages or 'nasty' posts about the respondent on the website.

An alternative source for cyber bullying in Wales is a Welsh-specific one-off survey, 'A Survey into the Prevalence and Incidence of School Bullying in Wales' (Bowen and Holtom, 2010).

Evaluation Table 6.29 Measure 6.3

Measure	6.3 (E) Percentage of children and young people who have experienced bullying at least once or more in the past 4 weeks when they are not in school (including on the journey to school)
Source	Tellus Survey
Sub-domain	D, E, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

An alternative source for bullying 'when travelling to school' in Wales is a Welsh-specific one-off survey, 'A Survey into the Prevalence and Incidence of School Bullying in Wales' (Bowen and Holtom, 2010).

Feedback and comments

- CRAE noted that it is important that the measures under the indicators as a whole enable a picture to be established of the extent to which children and young people feel safe in a wide range of contexts and environments. They highlighted that under the original short-list the measures under Indicator 6 did not provide any comparison of the different types of bullying experienced by children and young people (physical, emotional, racial, homophobic, etc.) nor of the levels of bullying experienced in different settings.

6.4 Recommendations

- We recommend that the potential for disaggregating hate crime by targeting characteristics (disability, gender, ethnicity, age, religion or belief, and sexual orientation) for 16-18 year olds using the BCS extension is fully explored at the technical stage. If the findings show that it is not, as the Home Office has suggested, possible to report these findings because of small sample size, the samples should be pooled over more than one year to ensure that hate crime for 16-18 year olds can be adequately monitored.
- The BCS extension to children is an extremely welcome development that takes the specification of indicators and measures forward in the physical security domain in important ways. We are also pleased that the potential for disaggregation is good, with gender, ethnicity, religion or belief, age and disability all covered. We recommend (1) that social class is added to the list of characteristics covered; (2) the question on experiences of violence motivated by targeting characteristic is broadened. Disability and gender should immediately be referenced in this question and the question should refer to 'religion or belief'. We also feel that this is a question where sexual orientation and transgender might be appropriately referenced as possible targeting characteristics and recommend that consultation on this issue is taken forward with relevant stakeholders and raised in meetings with the Home Office and BCS user groups.
- We are particularly pleased that we have been able to identify measures that draw on existing sources for Indicator 4, physical security for children and young people who are resident or detained in public or private institutions. We recommend that coverage of this indicator is broadened in conjunction with the parallel work on Indicator 4 of the Physical Security domain for adults.
- We recommend that exploratory work is undertaken to identify whether information on children who witness domestic violence can be identified from the BCS self-completion module and/or from police recording of crime and/or incidents.

- We recommend that potential for within-Wales analysis given sample size of the BCS and the BCS extension to children is undertaken at the technical stage.
- We recommend that further work is undertaken to identify matching Scottish sources.

7. D. Legal Security

7.1 Sub-domains

Legal Security: the capability of knowing you will be protected and treated fairly by the law

including to:

- A. know you will be treated with equality and non-discrimination before the law
- B. be secure that the law will protect you from intolerant behaviour, and from reprisals if you make a complaint
- C. be free from arbitrary arrest and detention
- D. be detained only as a last resort and to have fair conditions of detention
- E. have the right to a fair trial including protection by a minimum age of criminal responsibility
- F. be able to access high-quality information, mechanisms for complaints and advocacy as necessary, which are all specifically designed for children
- G. have freedom of movement
- H. have the right to name and nationality, and to registration of birth
- I. have some financial independence and respect for your property, as appropriate to your age
- J. for 16 and 17 year olds, own property and financial products including insurance, social security and pensions in your own right
- K. know your privacy will be respected and personal data protected
- L. have your own interests as a child the primary consideration in legal proceedings concerning parents

7.2 Short-list

This section outlines the proposed short-list of indicators for the Legal Security domain, and the measures that have been specified under each indicator.

Indicator 1: Equal treatment by the police and criminal justice system for children and young people

Measure 1.1 (E,W) Percentage of children and young people approached by the police or a PCSO to be:

- (a) stopped in the street
- (b) stopped while in a car
- (c) stopped and searched

Measure 1.2 (E,W) Percentage of 16-17 year olds:

- (a) stopped on foot or vehicles
- (b) stopped and searched

Measure 1.2 (S) Percentage of 16-17 year olds who had contact with police because they were stopped in a car, on a motorcycle or on foot, to be asked questions or searched

Measure 1.3 (E,W) The percentage of children and young people who think that if the police were to stop and search them, they would be treated fairly

Measure 1.4 (E,W) Percentage of children and young people who disagree that the police treat everyone fairly whatever their skin colour or religion

Measure 1.5 (E,W) Percentage of children and young people dissatisfied with the way the police handled an incident reported to the police directly by the respondent

Measure 1.6 (E,W) Percentage of 16-17 year olds who are confident that the criminal justice system (police, CPS, courts, prison and probation service):

- (a) meets the needs of victims
- (b) respects the rights of those accused of committing a crime and treats them fairly

Measure 1.6 (S) Percentage of 16-17 year olds who are confident that the Scottish criminal justice system provides equal access to the legal system for all:

- (a) serves all communities of Scotland equally and fairly
- (b) provides an appropriately high standard of service for victims of crime

(c) provides an appropriately high standard of service for witnesses

Measure 1.7 (E) Percentage point difference in the proportions of each BME group of young people on youth justice disposals against the proportions of each BME group in the equivalent local population

Measure 1.8 (E,S,W) The use of ASBOs against children and young people:

- (a) The number of children and young people that have received an ASBO
- (b) The proportion of children and young people issued with ASBOs against the proportion of adults (18+) issued with ASBOs

Measure 1.9 (E,S,W) Percentage of children and young people who feel that they are unfairly targeted by anti-social behaviour measures

Indicator 2: Detention as a last resort for children and young people

Measure 2.1 (E,W) Percentage of children and young people sentenced to custody of all those receiving a conviction in court

Measure 2.2 (E,W) Number of children and young people in:

- (a) prison establishments: gender and age
- (b) police cells
- (c) secure children's homes
- (d) secure training centres

Measure 2.3 (E,S,W) Number of children and young people entering and leaving detention centres under Immigration Act powers and duration of stay:

- (a) who enter detention (with percentage who are asylum detainees)
- (b) leaving detention (with percentage who are asylum detainees)
- (c) duration of their stay in detention (data gap)

Measure 2.4 (E,W) Of the children and young people with ASBOs, the percentage sentenced to custody as a result of breaching an ASBO.

Including separate reporting for length of custodial sentence:

- (a) Up to and including 1 month
- (b) Over 1 month and up to 2 months
- (c) Over 2 months and up to 3 months
- (d) Over 3 months and up to 4 months
- (e) Over 4 months and up to 5 months
- (f) Over 5 months and up to 6 months
- (g) Over 6 months and up to 8 months
- (h) Over 8 months and up to 10 months

- (i) Over 10 months and up to 12 months
- (j) Over 1 year and up to 2 years
- (k) Over 2 years

Measure 2.4 (S) The ratio of children and young people sentenced to prison or detention as a result of breaching an ASBO compared to all children and young people with ASBOs

Indicator 3: Children in detention: conditions and treatment with dignity and respect

Measure 3.1 (E,W) Number of (a) self-inflicted deaths, (b) self-harm incidents, and (c) individuals who self-harm in prison of children and young people under 21

Measure 3.2 (W) Number of Welsh children and young people held in detention centres in England

Indicator 4: Complaints and redress for children and young people in detention

Measure 4.1 (E,W): Percentage of children and young people in custody who report that:

- (a) they have been encouraged to withdraw a complaint
- (b) they do not know how to make a complaint
- (c) it is easy to make a complaint
- (d) they feel that complaints are sorted out fairly

Indicator 5: Offences reported and brought to justice for children and young people

Measure and source not yet identified.

7.3 Evaluation tables and feedback

Indicator 1: Equal treatment by the police and criminal justice system for children and young people

Evaluation Table 7.1 Measure 1.1

Measure	1.1 (E,W) Percentage of children and young people approached by the police or a PCSO to be: (a) stopped in the street (b) stopped while in a car (c) stopped and searched
Source	British Crime Survey Extension to Children
Sub-domain	C
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. However, availability of BCS estimates disaggregated at levels below national level will be in line with Home Office analysis appearing in the section 'Feedback from the Home Office' (pages 87-8). Of specific relevance is the Home Office comment appearing in the section titled 'BCS extension to children'. This will require clarification at the technical stage.
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. The publication schedule and availability of estimates from the BCS extension was one of the issues for which the Home Office sought comments. The Home Office is due to publish a response to the consultation but at the time of writing no formal decision has been made on the frequency of publication of estimates from children from the BCS. See Annexe 1, 'Experimental statistics on victimisation of children aged 10 to 15: Findings from the British Crime Survey for the year ending December 2009' (http://homeoffice.gov.uk/science-research/research-statistics/)
Individual level	Yes
Robustness	To be established at 'technical stage'

Evaluation Table 7.2 Measure 1.2

Measure	1.2 (E,W) Percentage of 16-17 year olds: (a) stopped on foot or vehicles (b) stopped and searched 1.2 (S) Percentage of 16-17 year olds who had contact with police because they were stopped in a car, on a motorcycle or on foot, to be asked questions or searched
Source	British Crime Survey Scottish Crime and Justice Survey
Sub-domain	C
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	BCS (E,W): Gender, age (16-17), ethnicity, disability, religion or belief, social class, sexual orientation SCJS (S): Gender, ethnicity, disability, age (16-17), social class
Geographical coverage	England, Scotland, Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

Administrative data could be an alternative data source for England.

Evaluation Table 7.3 Measure 1.3

Measure	1.3 (E,W) The percentage of children and young people who think that if the police were to stop and search them, they would be treated fairly
Source	British Crime Survey Extension to Children
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 7.1, Measure 1.1 in this chapter for further details
Geographical coverage	England and Wales
Aspect of inequality	Process
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental

statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 7.1, Measure 1.1 in this chapter for further details

Individual level	Yes
Robustness	To be established at technical stage

Notes

This measure excludes those who:

- live with a police officer or a PCSO, and
- those who have been stopped and searched.

Evaluation Table 7.4 Measure 1.4

Measure	1.4 (E,W) Percentage of children and young people who disagree that the police treat everyone fairly whatever their skin colour or religion
Source	British Crime Survey Extension to Children
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 7.1, Measure 1.1 in this chapter for further details
Geographical coverage	England and Wales
Aspect of inequality	Process
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 7.1, Measure 1.1 in this chapter for further details
Individual level	Yes
Robustness	To be established at technical stage

Evaluation Table 7.5 Measure 1.5

Measure	1.5 (E,W) Percentage of children and young people dissatisfied with the way the police handled an incident reported to the police directly by the respondent
Source	British Crime Survey Extension to Children
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation

Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. See Evaluation Table 7.1, Measure 1.1 in this chapter for further details
Geographical coverage	England and Wales
Aspect of inequality Frequency	Process First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. See Evaluation Table 7.1, Measure 1.1 in this chapter for further details
Individual level Robustness	Yes To be established at technical stage
Evaluation Table 7.6	Measure 1.6
Measure	<p>1.6 (E,W) Percentage of 16-17 year olds who are confident that the criminal justice system (police, CPS, courts, prison and probation service):</p> <ul style="list-style-type: none"> (a) meets the needs of victims (b) respects the rights of those accused of committing a crime and treats them fairly <p>1.6 (S) Percentage of 16-17 year olds who are confident that the Scottish criminal justice system provides equal access to the legal system for all:</p> <ul style="list-style-type: none"> (a) serves all communities of Scotland equally and fairly (b) provides an appropriately high standard of service for victims of crime (c) provides an appropriately high standard of service for witnesses
Source	British Crime Survey Scottish Crime and Justice Survey
Sub-domain	A, B, C, D
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	BCS (E,W): Gender, age (16-17), ethnicity, disability, religion or belief, social class, sexual orientation SCJS (S): Gender, ethnicity, disability, age (16-17), social class
Geographical coverage	England, Scotland, Wales
Aspect of inequality Frequency	Process Annual
Individual level Robustness	Yes Good

Evaluation Table 7.7 Measure 1.7

Measure	1.7 (E) Percentage point difference in the proportions of each BME group of young people on youth justice disposals against the proportions of each BME group in the equivalent local population
Source	Youth Justice Board (reporting organisation) Youth Offending Team; Local Authorities are a partner (data source)
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (10-17), ethnicity
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	To be confirmed at the technical stage
Individual level	Yes
Robustness	To be confirmed at the technical stage

Notes

This measurement is also part of the National Indicator Set, NI 44 and DSO 6. NI 44 may have a corresponding indicator released under the Welsh Youth Justice Board, which should be checked at the technical stage.

The measure provides information on the ethnic composition of offenders on youth justice system disposals.²⁰ It compares the proportion of each BME group of young people who are on youth justice disposals with the proportion of that BME group in the local population. The differences in these proportions are then compared for each ethnic group.

Evaluation Table 7.8 Measure 1.8

Measure	1.8 (E,S,W) The use of ASBOs against children and young people: (a) The number of children and young people that have received an ASBO (b) The proportion of children and young people issued with ASBOs against the proportion of adults (18+) issued with ASBOs
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²⁰ Disposal is defined as a reprimand, Final Warning, sentence deferred, absolute or conditional discharge, fine, bind over, Compensation Order, Referral Order, Reparation Order, Action Plan Order, Attendance Centre Order, Supervision Order, Community Rehabilitation Order, Community Punishment Order, Community Punishment and Rehabilitation Order, Drug Treatment and Testing Order, Curfew Order, Detention and Training Order or custody under section 90-91 or 226/228. See: <http://www.audit-commission.gov.uk/localgov/audit/nis/Pages/NI044Ethniccompositionofoffendersonyouthjusticesystemdisposals.aspx>

Source	E,W: Home Office (data prepared by Ministry of Justice's Office for Criminal Justice Reform (OCJR), Evidence and Analysis Unit)
Sub-domain	S: Scottish Government (as reported by Local Authorities and Registered Social Landlords, which include housing associations)
Relevance	A
Legitimacy	All equality characteristics Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	E,W: Gender, age (10-17, 18+)
Geographical coverage	S: Gender, age (12-15, 16-17, 18+) England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	E and W: Annual
Individual level	S: To be confirmed at the technical stage Yes
Robustness	Good

Evaluation Table 7.9 Measure 1.9

Measure	1.9 (E,S,W) Percentage of children and young people who feel that they are unfairly targeted by anti-social behaviour measures
Source	Under development
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation

Notes

The Home Office defines Anti-Social Behaviour as 'virtually any intimidating or threatening activity that scares you or damages your quality of life' (Home Office, 2009a). Examples from the Home Office of such behaviour include:

- Rowdy, noisy behaviour
- 'yobbish' behaviour
- Vandalism, graffiti and fly-posting
- Dealing or buying drugs on the street
- Fly-tipping rubbish
- Aggressive begging
- Street drinking
- Setting off fireworks late at night

Anti-Social Behaviour Orders (ASBOs) were introduced by the Crime and Disorder Act 1998 to prevent behaviour such as those listed above. Statistics on ASBO

recipients in England and Wales at this time can only be disaggregated by gender and age, which has raised concern that people with mental or physical disabilities are incorrectly being issued ASBOs. Inability to monitor ASBOs by ethnicity has also been raised as problematic.

The Crime and Disorder Act 1998 allowed for applications for ASBOs to be made against young people aged 10-17 in England and Wales only, whereas in Scotland only those 16+ could be issued an order. The Anti-Social Behaviour etc. (Scotland) Act 2004 extended the age limitation to include 12-15 year olds as well (Scottish Government, 2007).

Feedback and comments

- CRAE suggested that Measures 1.1, 1.2 and 1.3 on the original short-list should be expanded to cover younger children as, at present, they only relate to 16 and 17 year olds. Information obtained through Freedom of Information requests has shown that many younger children (including those under the age of criminal responsibility) are subject to stop and search procedures. Children and young people of all ages should be included in these measures.
- In addition, CRAE commented on Measure 1.4 on the original short-list, the proportion of BME groups on youth justice disposals against the proportion of each BME group in the equivalent local population. It was suggested that if data sources can be identified, it would be useful to add additional equivalent measures to cover socio-economic status, disability and/or special educational needs, care status and age.
- In relation to an additional indicator for the legal security domain, CRAE suggested an original indicator focusing on Anti-Social Behaviour Orders (ASBOs), both in civil and criminal proceedings. Potential measures should be disaggregated by all equality characteristics, and might include: the number of children and young people that have received an ASBO; the percentage of children and young people that have been sentenced to custody as a result of breaching an ASBO; the percentage of children and young people who feel that they are unfairly targeted by anti-social behaviour measures; the proportion of children and young people issued with ASBOs against the proportion of adults (over-18s) issued with ASBOs.
- Participants in Wales proposed the inclusion of an extra Measure use of ASBOs on those with learning difficulties. It was also pointed out that under the Welsh Monitor, the equivalent legal security indicators are located under 'Safe Home' and 'Community and Respect'.
- Participants in Wales also emphasised the need to monitor sexual violence of teenagers and young adults separately, highlighting the significant spike at age 17 for sexual violence.
- At the Scottish consultation event, participants highlighted that there would be a logic to including measures that compared prevalence rates from different

sources (police recorded crime, general population survey sources etc.). The role of the Scottish Crime and Justice Survey in identifying 'matching' Scottish sources was also highlighted.

Indicator 2: Detention as a last resort for children and young people

Evaluation Table 7.10 Measure 2.1

Measure	2.1 (E,W) Percentage of children and young people sentenced to custody of all those receiving a conviction in court
Source	Youth Justice Board (reporting organisation) Youth Offending Team; Local Authorities are a partner (data source)
Sub-domain	A, C, D
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (10-17)
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Quarterly
Individual level	Yes
Robustness	Good

Notes

At this time, the only equality characteristic available is age (10-17). Other equality characteristics, including gender, ethnicity, religion and possibly disability only started being collected at the case level in April 2009. At this time, it is unknown when this information will be available to the public (Youth Justice Board, 2010).

This measurement is taken from the Youth Justice Board's Key Performance Indicator, which is also part of England's National Indicator Set, NI 43 and Wales' indicator WYJI 3. Youth Offending Teams in both England and Wales submit data to the Youth Justice Board for reporting.

Evaluation Table 7.11 Measure 2.2

Measure	2.2 (E,W) Number of children and young people in: (a) prison establishments: gender and age (b) police cells (c) secure children's homes (d) secure training centres
Source	Ministry of Justice
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation

Disaggregation characteristics recorded	Gender, age (15-21)
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Monthly
Individual level	Yes
Robustness	Good

Notes

See Ministry of Justice (2010a). Age is publically available for prison establishments only; young adults are up to and including 20; those who are 21 at time of counting, but were 20 at time of conviction, are included in the young adults grouping.

Breakdowns are also available for UK national, foreign nationals, and where nationality could not be recorded.

For a definition of 'Secure Training Centres', please see the Evaluation Table Notes for Measure 5.1 under Chapter 4: Life.

For a definition of 'Secure Children's Homes', please see the Evaluation Table Notes for Measure 5.1 under Chapter 4: Life.

Evaluation Table 7.12 Measure 2.3

Measure	2.3 (E,S,W) Number of children and young people entering and leaving detention centres under Immigration Act powers and duration of stay: (a) who enter detention (with percentage who are asylum detainees) (b) leaving detention (with percentage who are asylum detainees) (c) duration of their stay in detention (data gap)
Source	Home Office: Control of Immigration
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	To be confirmed at the technical stage
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Quarterly
Individual level	Yes
Robustness	Good

Notes

'Immigration legislation provides powers of detention. People are detained under Immigration Act powers in UK Border Agency Removal Centres, UK Border Agency Short Term Holding Facilities, police cells and Prison Service establishments. Detention may be used whilst identity and basis of claim are established, where there is a risk of absconding, as part of fast-track asylum procedures (in the case of straightforward asylum claims that can be decided quickly) and in support of the removal of failed asylum seekers and others who have no legal right to be in the UK' (Home Office, 2009b: 22).

Evaluation Table 7.13 Measure 2.4

Measure	<p>2.4 (E,W) Of the children and young people with ASBOs, the percentage sentenced to custody as a result of breaching an ASBO.</p> <p>Including separate reporting for length of custodial sentence:</p> <ul style="list-style-type: none"> (a) Up to and including 1 month (b) Over 1 month and up to 2 months (c) Over 2 months and up to 3 months (d) Over 3 months and up to 4 months (e) Over 4 months and up to 5 months (f) Over 5 months and up to 6 months (g) Over 6 months and up to 8 months (h) Over 8 months and up to 10 months (i) Over 10 months and up to 12 months (j) Over 1 year and up to 2 years (k) Over 2 years <p>2.4 (S) The ratio of children and young people sentenced to prison or detention as a result of breaching an ASBO compared to all children and young people with ASBOs*</p>
Source	<p>E,W: Home Office (data prepared by Ministry of Justice's Office for Criminal Justice Reform (OCJR), Evidence and Analysis Unit)</p> <p>S: Scottish Government (as reported by Local Authorities, Registered Social Landlords (which include housing associations) and criminal justice proceedings database A, D</p>
Sub-domain	
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	E,W: Gender, age (10-17, 18+)
Geographical coverage	S: Gender, age (12-15, 16-17, 18+) England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	E and W: Annual S: To be confirmed at the technical stage

Individual level	Yes
Robustness	Good

***Notes**

Breach of an ASBO by 12-15 year olds in Scotland cannot be punished through imprisonment, even though it is still considered a criminal offence (Scottish Government, 2007: 5).

Breach of an ASBO by 16-17 year olds in Scotland can be punished through imprisonment.

Breach of an ASBO can be punished through 'detention', which relates to young people under 21 held in custody (Scottish Government, 2007: 64).

Feedback and comments

- CRAE commented on Measure 2.1, the percentage of children sentenced to custody, as specified under the original short-list. It was suggested that, as a general principle, data on all decisions to detain children and young people (through criminal justice, welfare, immigration and mental health legislation) should be disaggregated by all equality characteristics along with care status and socio-economic status. If data sources do not currently exist, how best to develop these should be explored.
- CRAE also commented on Measure 2.2 as specified under the original shortlist. In relation to the detention of children and young people in secure hospitals: It can be difficult at times to determine whether children and young people are staying in an institution voluntarily or whether they have been detained on mental health or welfare grounds. Assessments in these areas should include a sophisticated consideration of the extent to which children and young people have had the opportunity to give genuine, informed consent, in order to ensure this measure is meaningful in a human rights context. In relation to the detention of children and young people in criminal justice custody, it was suggested that this measure should include the numbers of children on remand. It should also be expanded to include cases where the inability to provide an address (homelessness) has led to a remand decision.
- Participants in Scotland highlighted that there is a new Bill in the Scottish Parliament that ends the power of the courts to place anyone under 16 under custody overnight.
- Participants were concerned about limited coverage of migrant and asylum-seeking children. It was suggested that rights not to be detained and the impact on their mental and emotional wellbeing should be covered, and that there should also be coverage of trafficked children.
- In Wales, 'detentions as a last resort' was viewed as a useful concept to capture. Specifying a measure on 'duration of detention' could be particularly revealing.

Indicator 3: Children in detention: conditions and treatment with dignity and respect

Evaluation Table 7.14 Measure 3.1

Measure	3.1 (E,W) Number of (a) self-inflicted deaths, (b) self-harm incidents, and (c) individuals who self-harm in prison of children and young people under 21
Source	Ministry of Justice: Safety in custody statistics
Sub-domain	A, C, D
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (15-17; 18-20; 21-24)
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate

Note

See Ministry of Justice (2010b). Self-harming and self-inflicted deaths in custody need to be monitored as they reflect conditions within a detention facility.

Evaluation Table 7.15 Measure 3.2

Measure	3.2 (W) Number of Welsh children and young people held in detention centres in England
Source	Under development
Sub-domain	D
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation

Feedback and comments

- Participants at the specialist consultation event in Cardiff highlighted the need to monitor Welsh children and young people detained in facilities geographically located in England. These detention facilities are located far from family and friends leaving these Welsh children and young people with diminished access to strong and continuous personal support during their incarceration. We have recommended the development of a new measure to capture this concern.
- Estyn does not collect or keep data on young Welsh people serving their sentences in England. Estyn does, however, join Ofsted in their inspections of English youth offending establishments that hold numbers of Welsh young

people. These are mainly Stoke Heath, Eastwood Park, and Ashfield. These inspection reports would be on Her Majesty's Inspectorate Prisons (HMIP) website. Estyn comments on the provision these young people receive and how good the transition arrangements are to enable them to continue on release back in Wales (Welsh Assembly Government, 2010).

- CRAE welcomed the development of a composite indicator of dignity and respect for children in detention based on findings from the *Children and Young People in Custody Survey* carried out by HM Inspectorate and Prisons and the Youth Justice Board and suggested that alternative data sources that record children and young people's experiences of custody should be explored. Of the listed measures in the consultation paper, we feel that the following measures are not covered under existing indicators and should be prioritised in relation to children and young people in detention:
 - Did you feel safe on your most recent journey?
 - Before you arrived here, did you receive any information about what would happen to you?
 - Did you have any of the following problems when you first arrived at this establishment (letting family know where you are, needing protection, loss of belongings)?
 - When you were searched, was this carried out in an understanding way?
 - If you have been physically restrained, how many times has this happened since you have been in this establishment?
 - Do most staff treat you with respect?
 - Have you ever felt unsafe in this establishment?
 - Has a member of staff victimised you (insulted or assaulted) in this establishment?
 - Have you had any say in what will happen to you when you are released?

It was further suggested that it would also be useful to measure the percentage of children and young people who are informed about their rights.

Indicator 4: Complaints and redress for children and young people in detention

Evaluation Table 7.16 Measure 4.1

Measure	4.1 (E,W): Percentage of children and young people in custody who report that: <ul style="list-style-type: none"> (a) they have been encouraged to withdraw a complaint (b) they do not know how to make a complaint (c) it is easy to make a complaint (d) they feel that complaints are sorted out fairly
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey

Sub-domain	(a) B, F (b) F (c) F (d) A, B, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity and age (14 and under, 15, 16, 17, 18)
Geographical coverage	England and Wales
Aspect of inequality	(a) Outcome (b) Process (c) Process (d) Process
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes
Robustness	Moderate

Notes

Starting in 2009-10, the survey includes for the first time disaggregation by religion and by Gypsy, Romany or Traveller.

Unlike previous *Children and Young People in Custody* surveys, the 2009-10 survey also asks respondents whether their disability was the cause of their victimisation during their stay in the establishment.

The ages being captured in the 2009-10 survey – the most recent survey available at the time of publication of this report – no longer includes 14 and under, but still disaggregates by the ages 15, 16, 17 and 18.

Feedback and comments

- Participants in London felt that the original measures tabled under this indicator were limited because they only captured the ability to make a complaint, not empowerment or agency.
- CRAE suggested that the measures under Indicator 4 specified under the original short-list did not explicitly cover children and young people in other forms of detention, including children in immigration detention (including those subject to age disputes), children detained on welfare grounds, and children detained under mental health legislation.
- In relation to criminal justice custody, CRAE felt that the original measures were relatively two-dimensional. It was suggested that they needed to be more sophisticated in order to capture an accurate picture of children's access to an effective remedy while in custody. Additional measures should include: the percentage of children and young people who report that they understand what their rights are while in custody; and the percentage of children and young people

in custody who report that they have ready access to independent, confidential advice.

- Participants in Scotland argued that the measures capturing complaints and redress in detention should be broadened to cover advocacy.

Indicator 5: Offences reported and brought to justice for children and young people

Measure and source not yet identified.

- CRAE noted in its feedback that there is no indicator within the children's framework in relation to crimes that are reported **and** brought to justice, as within the adult framework. Experts in the Welsh event also highlighted the importance of this concern, arguing that it was critical that this aspect of legal security was covered in relation to children and young people, as with adults. We agree with this feedback, but feel that further consultation is required with stakeholders and the CPS to discuss the nature and scope of the offences that could potentially be captured and reflected in this indicator.
- WAG pointed out that in relation to the recommendations to use domestic violence and hate crime statistics from police recorded crime in the EMF, consideration needs to be given to reliability of the available data due to the different procedures that are in place across the different police forces for flagging domestic violence/hate crimes. Additionally, there may be definitional issues to consider as the Welsh Assembly Government utilises a different definition of domestic violence to that adopted by UK Government and police forces (the Association of Chief Police Officers (ACPO) definition).

7.4 Recommendations

- We recommend that the potential for disaggregating hate crime by targeting characteristics (disability, gender, ethnicity, age, religion or belief, and sexual orientation) for 16-18 year olds using the BCS extension is fully explored at the technical stage. If the findings show that it is not, as the Home Office has suggested, possible to report these findings because of small sample size, the samples should be pooled over more than one year to ensure that hate crime for 16-18 year olds can be adequately monitored.
- The BCS extension to children is an extremely welcome development that takes the specification of indicators and measures forward in the Legal Security domain in important ways. We are also pleased that the potential for disaggregation is good, with gender, ethnicity, religion or belief, age and disability all covered. We recommend (1) that social class is added to the list of

characteristics covered; (2) that the question on perceptions of fair treatment by police is broadened. The current focus of this question is fair treatment whatever a person's skin colour or religion. Disability and gender should immediately be referenced in this question and the question should refer to 'religion or belief'. We also feel that this is a question where sexual orientation and transgender could and should be appropriately referenced as possible targeting characteristics. In addition, whilst we welcome the inclusions of perceptions of treatment by the police by children, we recommend that consideration is given to including questions on perceptions of treatment by the criminal justice system as a whole and suggest these concerns are raised in BCS user group meetings and meetings with the Home Office.

- We recommend consideration of monitoring ASBOs issued by ethnicity and disability, with narrow band disaggregation that facilitates monitoring for people with learning disabilities.
- We recommend monitoring the duration of the periods for which children are resident in detention centres (as well as the number of children entering and leaving detention).
- We recommend that potential for within Wales analysis given sample size of the BCS and the BCS extension to children is undertaken at the technical stage.
- We recommend that further work is undertaken to identify matching Scottish sources.
- We recommend that the specification of Indicator 5, Offences brought to Justice for cases involving children and young people, is prioritised within the forward development of the CMF. This will be a parallel Indicator to Indicator 1 of the Legal Security domain in the EMF for adults. Further discussions with children's organisations in England, Scotland and Wales to agree the nature and scope of the offences that should be captured and reflected in this indicator will be useful. Discussions will also be necessary with the Home Office (regarding availability of police recorded crime data as a basis for this measure) and the CPS (regarding the availability of CPS case outcome data on prosecutions of cases involving crimes against children and young people).

8. E. Education and Learning

8.1 Sub-domains

Education and Learning: the capability to be knowledgeable, to understand and reason, and to have the skills to participate in society

including to:

- A. attain the highest possible standard of knowledge, understanding and reasoning
- B. enjoy high-quality early-years care and education
- C. engage in compulsory and free primary and secondary education that meets your individual needs, and education or training at least up to age 18, including support for transitions between schooling levels
- D. access further and higher education on the basis of your capacity
- E. access educational and vocational information and guidance
- F. develop the skills for full participation in productive and valued activities, including parenting and learning about healthy (non-violent and non-abusive) relationships
- G. use information and technology necessary to participate in society
- H. be protected from information and material which is harmful to your wellbeing
- I. acquire the skills for equal participation in a diverse society, including learning English or Welsh
- J. learn about a range of present and past cultures and beliefs
- K. understand the natural environment
- L. be fulfilled and stimulated intellectually, including being creative if you so wish
- M. pursue independent interests
- N. be able to appreciate the arts and public culture

8.2 Short-list

This section outlines the proposed short-list of indicators for the Education and Learning domain, and the measures that have been specified under each indicator.

Indicator 1: Education outcomes at key stages for children and young people

Measure 1.1 (E) The number of children achieving the required level of development by the end of the Foundation Stage

Measure 1.2 (E) The number of children achieving at least level 2 for reading, writing and maths at Key Stage 1

Measure 1.3 (E) The number of children achieving at least level 4 in mathematics and English at Key Stage 2

Measure 1.4 (W) The percentage of children who reach the required Foundation Phase Outcome at the end of the Foundation Phase

Measure 1.5 (E,W) The number of children achieving at least 5 A*-C GCSEs including English and mathematics

Measure 1.6 (E,W) The achievement of a Level 3 qualification by the age of 19

Measure 1.7 (E,S,W) The percentage of 16-18 year olds who are not in education, employment or training (NEET)

Indicator 2: Education outcomes and experiences of vulnerable and detained children and young people

Measure 2.1 (E) The percentage of 'looked after children' in year 6 who have been in care for at least one year achieving at least level 4 in mathematics

Measure 2.2 (E) The percentage of 'children in need' in year 6 achieving at least level 4 in mathematics

Measure 2.3 (E) The percentage of 'looked after children' in year 11 who have been in care for at least one year achieving the equivalent of at least 5 A*-C GCSEs, including English and mathematics

Measure 2.4 (E) The percentage of 'children in need' in year 11 achieving the equivalent of at least 5 A*-C GCSEs, including English and mathematics

Measure 2.5 (E) The percentage of children leaving care who do not have any qualifications (who are over the age of 16 when leaving care, are not due to sit

an exam later in the school year after leaving care and do not have a health condition or disability that prevents them from sitting an exam)

Measure 2.6 (E) The percentage of looked after children who are 16 years old who are not involved in employment, education or training (NEET)

Measure 2.7 (E) Children and young people in custody (under 16): percentage not participating in education

Measure 2.8 (E) Children and young people in custody (16-18): percentage not participating in education or training

Measure 2.9 (E) Drop-out of school rates of Gypsy, Roma and Traveller children

Measure 2.10 (E) Percentage of children who have been excluded from school (either for a fixed period, permanent or lunchtime)

Indicator 3: Safety, security and emotional health at school for children and young people

Measure 3.1 (E) Percentage of children and young people who experienced bullying in school (a) a few times a year, (b) every month, (c) every week, (d) most days, (e) everyday

Measure 3.2 (E) Percentage of children and young people who are bullied outside of school grounds (a) a few times a year, (b) every month, (c) every week, (d) most days, (e) everyday

Measure 3.3 (E) Percentage of children and young people who feel that their school deals with bullying (a) very well, (b) quite well, (c) not very well, (d) badly, (e) bullying is not a problem in my school

Measure 3.4 (E,S,W) Common measure of bullying across England, Scotland and Wales: percentage of children and young people who reported that they have been bullied at least twice at school in the past couple of months

Indicator 4: Use of internet by children and young people

Measure 4.1 (E,S,W) The percentage of households with children and young people who have access to a computer at home

Measure 4.2 (E,S,W) The percentage of households with children and young people who have access to the internet at home

Indicator 5: Common measures of education achievement for England, Scotland and Wales

Measure 5.1 (E,S,W) Mean cognitive assessment score in England, Scotland and Wales

Measure 5.2 (E,S,W) Mean PISA reading score in England, Scotland and Wales

Measure 5.3 (E,S,W) Mean PISA mathematics score in England, Scotland and Wales

Measure 5.4 (E,S,W) Mean PISA problem solving score in England, Scotland and Wales

Measure 5.5 (E,S,W) Mean PISA science score in England, Scotland and Wales

Measure 5.6 (E,S,W) Mean TIMMS mathematics score in England, Scotland and Wales

Measure 5.7 (E,S,W) Mean TIMMS science score in England, Scotland and Wales

8.3 Evaluation tables and feedback

Indicator 1: Education outcomes at key stages for children and young people

Evaluation Table 8.1 Measure 1.1

Measure	1.1 (E) The number of children achieving the required level of development at the end of Foundation Stage ²¹
Source	National Pupil Database
Sub-domain	A, B
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics	Gender, age, ethnicity
Recorded	It is also possible to separate out children who are/have: (a) Gypsy/Roma or Traveller of Irish Heritage ²²

²¹ Currently defined as those achieving 78 points across all 13 EYFSP (Early Years Foundation Stage Profile) with at least 6 points in each of the personal, social and emotional development, and communication, language and literacy scales, expressed as a percentage of the total number of children assessed.

²² In the National Pupil Database, ethnicity is self-reported by the parents of the child. It may be that Gypsy/Roma or Traveller of Irish Heritage is under-reported.

	(b) Eligible for free school meals (could be used as a proxy for social class)
	(c) Special Educational Needs
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

National Indicator 72²³/DSO 3/PSA 10²⁴

Early Years Foundation Stage is a framework for learning, development and welfare from birth to the end of the academic year in which they turn 5 years old.

The scales include:

- (a) Personal, Social and Emotional Development (3 scales)
- (b) Communication, Language and Literacy (4 scales)
- (c) Problem-solving, reasoning and numeracy (3 scales)
- (d) Knowledge and understanding of the world (1 scale)
- (e) Physical Development (1 scale)
- (f) Creative Development (1 scale)

Feedback and comments

- It was agreed at all consultation events that Gypsies and Travellers should be highlighted, where possible, throughout the Education and Learning domain. The National Pupil Database was recommended as a way of capturing Gypsy and Traveller children's progress through the education system. However, it was also suggested that as ethnicity in the National Pupil Database is self-reported, the figures may be under-reported.
- CRAE suggested that this indicator of education achievement should also be disaggregated by those who are eligible for school uniform grants. Unfortunately, this information is not collected as part of the National Pupil Database and we are using eligibility of free school meals as a proxy measure of disadvantage/social class.
- Welsh Assembly Government noted that it is not possible to obtain an equivalent measure for Wales. However another participant at the consultation event in Wales commented that local authorities do collect baseline assessment data on children at reception, however, this data is not processed nationally. There is also

²³ National Indicators taken from Communities and Local Government (2007) *National Indicators for Local Authorities and Local Authority Partnerships: Handbook of definitions, Annex 2: Children and Young People*

<http://www.communities.gov.uk/publications/localgovernment/indicatorsdefinitions>

²⁴ The measures most closely reflect National Indicators. Where DSOs and PSA are listed, these highlight similar matches within these frameworks but the wording and measurement may be slightly different.

inspection data for teaching of under five year olds, however, this data will not be at the individual level.

Notes, feedback and comments for Scotland under Indicator 1

- Further work will be necessary to match up this indicator to the new Scottish system using equivalent Scottish qualifications and based on the Scottish educational system.
- The following points were raised at the consultation event in Scotland:
 - The Scottish system of assessment is undergoing a restructure. Assessments will be made as a combination of teacher judgements, testing and other evidence.
 - Assessment will not be when the child is at a specified age but rather when they have reached certain levels.
 - This new system will be instigated in August 2010 and the first set of reporting will be available in August 2013.
- At present it is possible to obtain information about education achievement in Scotland using the Scottish Survey of Achievement (SSA). The SSA is an annual sample survey that focuses each year on a different aspect of the school curriculum. In 2009 it was reading and writing when the sample size was 13,000 pupils from P3, P5, P7 and S2. The survey will be changing in 2011 to reflect the new curriculum and a number of changes will be made.
- Scottish Government has clarified that data on attainment (SQA Qualifications) are currently published and will continue to be published. As these data are linked to the pupil census they can be broken down into various equality groups. The introduction of Curriculum for excellence may mean that pupils take exams at different stages. However, Scottish Government will still report on qualifications achieved – in particular total or highest qualification at time of leaving school.
- Participants at the Scottish consultation event also suggested that a comparable measure of early years education in Scotland would be useful, recognising that this phase of education is crucial for maximising children’s potential. SG has a statistical collection on pre-school and childcare and can provide figures on children with access to a teacher. GUS includes findings on cognitive development (although it cannot be disaggregated by ethnic group due to the small numbers). Also see indicators on early years development in Scotland set out in Appendix 5.
- Scottish Government has suggested that in Scotland, data are already published, or made available on request, on educational outcomes by equality characteristics and vulnerable groups (looked after children, children with additional support needs, disabilities etc.). These include destinations on leaving school and SQA

qualifications. Data for some vulnerable groups may not be available due to small numbers.

Evaluation Table 8.2 Measure 1.2

Measure	1.2 (E) The number of children achieving at least level 2 for reading, writing and mathematics at Key Stage 1
Source	National Pupil Database
Sub-domain	A, B, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity It is also possible to separate out children who are/have: (a) Gypsy/Roma or Traveller of Irish Heritage (b) Eligible for free school meals (could be used as a proxy for social class) (c) Special Educational Needs
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 8.3 Measure 1.3

Measure	1.3 (E) The number of children achieving at least level 4 in mathematics and English at Key Stage 2
Source	National Pupil Database
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity It is also possible to separate out children who are/have: (a) Gypsy/Roma or Traveller of Irish Heritage (b) Eligible for free school meals (could be used as a proxy for social class) (c) Special Educational Needs
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

National Indicator 73/DSO 3/PSA 10.

Evaluation Table 8.4 Measure 1.4

Measure	1.4 (W) The percentage of children who reach the required Foundation Phase Outcome at the end of the Foundation Phase
Source	Welsh Assembly Government
Sub-domain	A, B
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age 7 Other characteristics unclear at present
Geographical coverage	Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

See Department for Children, Education, Lifelong Learning and Skills (2008). Assessments are conducted by the teacher and are based on the child's:

- personal and social development, wellbeing and cultural diversity
- language, literacy and communication skills
- mathematical development.

The Foundation Phase is currently being introduced across Wales. At present, all 3-5 year olds are being taught the Foundation Phase; from 1 September 2010 this will include all 5-6 year olds and from 1 September 2011, all 6-7 year olds.

Feedback and comments

- Participants at the Welsh event felt that it was important for indicators in this domain to be separate for each country where necessary, and also to provide some common measures for comparison.

Evaluation Table 8.5 Measure 1.5

Measure	1.5 (E,W) The number of children achieving at least 5 A*-C GCSEs including English and mathematics
Source	National Pupil Database Welsh Assembly Government
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	NPD (E): Gender, age, ethnicity
Recorded	It is also possible to separate out children who are/have: (a) Gypsy/Roma or Traveller of Irish Heritage (b) Eligible for free school meals (could be used as a proxy for social class)

	(c) Special Educational Needs
	WAG (W):
	Unclear at present
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

National Indicator 75/DSO 10/PSA 10.

Evaluation Table 8.6 Measure 1.6

Measure	1.6 (E,W) The achievement of a Level 3 qualification by the age of 19
Source	England: Matched administrative data from: Pupil level termly school census; National Pupil database; NISVQ database; ILR database.
Sub-domain	Welsh Assembly Government
Relevance	A, C, D, F
Legitimacy	All equality characteristics
Disaggregation characteristics recorded	Strong
	England:
	Gender, free school meals (at age 15) (could be used as a proxy for social class)
Geographical coverage	Welsh Assembly Government: Gender England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

National indicator 81/DSO 4.

Achievements in the following qualifications are counted at Level 3:

- 1 Advanced Extension Award equals 5 per cent
- 1 Free Standing Maths Qualification at level 3 equals 10 per cent
- 1 Key Skills pass at level 3 equals 15 per cent
- 1 AS level (including VCE – Vocational Certificate of Education) at grade A to E equals 25 per cent
- 1 A/A2 level (including VCE) at grade A to E equals 50 per cent
- 1 Advanced Pilot 6 unit GNVQ equals 100 per cent
- 1 Advanced GNVQ pass equals 100 per cent

- 1 NVQ pass at level 3 or higher equals 100 per cent
- 1 'full' VRQ* (Vocationally Related Qualification) pass at level 3 or higher equals 100 per cent
- 1 International Baccalaureate pass equals 100 per cent
- 1 Advanced Apprenticeship equals 100 per cent

The English national indicator focuses on the inequality gap by receipt of free school meals.

Feedback and comments

- The importance of including vocational qualifications in a measure such as this one was recognised by participants.
- Participants at the Welsh event noted that new vocational pathways are being introduced.

Evaluation Table 8.7 Measure 1.7

Measure	1.7 (E,S,W) The percentage of 16-18 year olds who are not in education, employment or training (NEET)
Source	Labour Force Survey/Integrated household Survey
Sub-domain	A, C, D, E, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, ethnicity, disability, age, religion/belief, social class S: Gender, ethnicity, disability, age, religion/belief, social class. Need to combine years to disaggregate by ethnicity or religion/belief W: Gender, ethnicity, disability, age, religion/belief, social class. Ethnicity, religion/belief sample sizes too small to disaggregate even with combined years
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

National Indicator 117/DSO 6/PSA 14.

Alternative sources for this measure for England and Wales are:

England: Client Caseload Information System (CCIS) maintained by local authorities/connexions providers (as used in the national indicators).

Wales: Combination of sources: ONS (for population); Pupil Level Annual School Census (PLASC, for school pupil numbers); Higher Education Institutions (HEIs, for higher education numbers); Further Education Institutions (FEIs, for further education and work-based learning, collected by the Welsh Assembly Government); Annual Population Survey (for economic activity).

Feedback and comments

- It was noted by CRAE that the provisional short-list of indicators did not include information about children and young people's participation in education. We hope to have rectified this by including the above measure on participation and subsequent measures on exclusions. This measure was strongly supported by participants at the Welsh consultation event.

Indicator 2: Education outcomes and experiences of vulnerable and detained children and young people

Evaluation Table 8.8 Measure 2.1

Measure	2.1 (E) The percentage of 'looked after children' in year 6 who have been in care for at least one year achieving at least level 4 in mathematics
Source	National Pupil Database (linking the School Census to the Looked After Children Census – taken from the DCSF SSDA 903 return – using the Unique Pupil Number)
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity It is also possible to separate out looked after children who are/have: <ul style="list-style-type: none"> (a) Gypsy/Roma or Traveller of Irish Heritage (b) Eligible for free school meals (could be used as a proxy for social class) (c) Special Educational Needs (d) In contact with the Criminal Justice System
Geographical coverage	Using the Children In Need Census, it should also be possible to obtain data on the disability status of looked after children and if they are seeking asylum. Again this is collated in the National Pupil Database and linked using the Unique Pupil Number. England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate/tbc at 'technical stage'

Notes

National indicator 100/DSO 4/PSA 11. For a published first statistical release see DCSF (2010c).

Both the Looked After Children Census and the Children In Need Census have additional information that would be useful to include in this measure. At present however, this information is not fed into the National Pupil Database. This includes the following:

- Looked After Children Census:
 - Unaccompanied asylum-seeking children
 - Resident in looked after and places in a secure unit
 - Resident in homes and hostels subject to *Children's Homes Regulations*
 - Resident in other hostels and supportive residential settings
 - Resident in residential care home
 - Resident in NHS/Health Trust or other establishment providing medical or nursing care
 - Resident in family centre of mother and baby unit
 - Resident in Young Offender Institution or prison
 - Resident in all Residential schools except where dual-registered as a school
- Children In Need Census:
 - Young carers

Feedback and comments

- The measures in this indicator gained broad support from all participants.
- CRAE suggested that these measures should be expanded to include children who are being educated in alternative provision and those in immigration detention centres not participating in education.
- It was also suggested that in line with the UN Committee of the Rights of the Child (2008) *Concluding Observations: United Kingdom of Great Britain and Northern Ireland (CRC/C/GBR/CO/4)*, vulnerable groups should include: children with disabilities, Gypsy and Traveller children, refugee and asylum-seeking children, and teenage parents. While this domain is able to pick up some of these groups, the data do not isolate the experiences of teenage parents.
- Participants at the consultation in Wales suggested that equivalent data for looked after children should be collected, if not publically available for Wales.
- Child poverty was mentioned as a particular problem in Wales and participants suggested that children living in poverty should be highlighted as part of this indicator. This could be accurately captured by using data for free school meals. However, it would need separate reporting on all three of the following points: becoming eligible for free school meals, self-identification of this eligibility and then the receipt of the meals. An additional disaggregation by socio-economic deprivation was suggested.
- The exploration of attainment and experience of children with ASBOs was suggested at the Welsh consultation event.

- Scottish Government has suggested that in Scotland, data are already published, or made available on request, on educational outcomes by equality characteristics and vulnerable groups (looked after children, children with additional support needs, disabilities etc.). These include destinations on leaving school and SQA qualifications. Data for some vulnerable groups may not be available due to small numbers.

Evaluation Table 8.9 Measure 2.2

Measure	2.2 (E) The percentage of 'children in need' in year 6 achieving at least level 4 in mathematics
Source	National Pupil Database (linking the School Census to the Children In Need Census – using the Unique Pupil Number)
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity It is also possible to separate out children in need who are/have: <ul style="list-style-type: none"> (a) Disability (b) Gypsy/Roma or Traveller of Irish Heritage (c) Eligible for free school meals (could be used as a proxy for social class) (d) Special Educational Needs (e) Asylum-seeking children
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate/tbc at 'technical stage'

Notes

This measure will include looked after children covered in Measure 2.1.

The 2010-11 CIN census covers all children who are referred to Children's Social Care Services even if no further action is taken. This includes children looked after, those supported in their families or independently, and children the subject of a child protection plan. The census includes unborn children where they are felt to be at risk or young people over the age of 18 who are still receiving care and accommodation or post-care support from children's services. The census will also include privately fostered children where they have been assessed as needing social care services (in addition to the statutory visits made on account of being privately fostered).

Evaluation Table 8.10 Measure 2.3

Measure	2.3 (E) The percentage of 'looked after children' in year 11 who have been in care for at least one year achieving the equivalent of at least 5 A*-C GCSEs, including English and mathematics
Source	National Pupil Database (linking the School Census to the Looked After Children Census – taken from the DCSF SSDA 903 return – using the Unique Pupil Number)
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity It is also possible to separate out looked after children who are/have: <ul style="list-style-type: none"> (a) Gypsy/Roma or Traveller of Irish Heritage (b) Eligible for free school meals (could be used as a proxy for social class) (c) Special Educational Needs (d) In contact with the Criminal Justice System <p>Using the Children In Need Census, it should also be possible to obtain data on the disability status of looked after children and if they are seeking asylum. Again this is collated in the National Pupil Database and linked using the Unique Pupil Number.</p>
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate/tbc at 'technical stage'

Note

National indicator 101/DSO 4/PSA 11.

Evaluation Table 8.11 Measure 2.4

Measure	2.4 (E) The percentage of 'children in need' in year 11 achieving the equivalent of at least 5 A*-C GCSEs, including English and mathematics
Source	National Pupil Database (linking the School Census to the Children In Need Census – using the Unique Pupil Number)
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity It is also possible to separate out children in need who are/have: <ul style="list-style-type: none"> (a) Disability

	(b) Gypsy/Roma or Traveller of Irish Heritage (c) Eligible for free school meals (could be used as a proxy for social class) (d) Special Educational Needs (e) Asylum-seeking children
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate/tbc at 'technical stage'

Notes

This measure will include looked after children covered in Measure 2.3.

See note to Table 8.9.

Evaluation Table 8.12 Measure 2.5

Measure	2.5 (E) The percentage of children leaving care who do not have any qualifications (who are over the age of 16 when leaving care, are not due to sit an exam later in the school year after leaving care and do not have a health condition or disability that prevents them from sitting an exam)
Source	Looked After Children SSDA 903 return (DCSF)
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity It is also possible to separate out looked after children who are/have: <ul style="list-style-type: none"> (a) Gypsy/Roma or Traveller of Irish Heritage (b) Unaccompanied asylum-seeking children (c) Resident in looked after and places in a secure unit (d) Resident in homes and hostels subject to <i>Children's Homes Regulations</i> (e) Resident in other hostels and supportive residential settings (f) Resident in residential care home (g) Resident in NHS/Health Trust or other establishment providing medical or nursing care (h) Resident in family centre of mother and baby unit (i) Resident in Young Offender Institution or prison (j) Resident in all Residential schools except where dual-registered as a school (k) In contact with the Criminal Justice System
Geographical coverage	England
Aspect of inequality	Outcome

Frequency	Annual
Individual level	Yes
Robustness	Moderate/tbc at 'technical stage'

Notes

For a definition of 'Young Offender Institutions', please see the Evaluation Table Notes for Measure 5.1 under Chapter 4: Life.

Evaluation Table 8.13 Measure 2.6

Measure	2.6 (E) The percentage of looked after children who are 16 years old who are not involved in employment, education or training (NEET)
Source	Looked After Children SSDA 903 return (DCSF)
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity
	It is also possible to separate out looked after children who are/have: <ul style="list-style-type: none"> (a) Gypsy/Roma or Traveller of Irish Heritage (b) Unaccompanied asylum-seeking children (c) Resident in looked after and places in a secure unit (d) Resident in homes and hostels subject to <i>Children's Homes Regulations</i> (e) Resident in other hostels and supportive residential settings (f) Resident in residential care home (g) Resident in NHS/Health Trust or other establishment providing medical or nursing care (h) Resident in family centre of mother and baby unit (i) Resident in Young Offender Institution or prison (j) Resident in all Residential schools except where dual-registered as a school (k) In contact with the Criminal Justice System
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate/tbc at 'technical stage'

Notes

For a definition of 'Young Offender Institutions', please see the Evaluation Table Notes for Measure 5.1 under Chapter 4: Life.

Evaluation Table 8.14 Measure 2.7

Measure	2.7 (E) Children and young people in custody (under 16): percentage not participating in education
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey
Sub-domain	A, C, F, I, L
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity and age (14 and under, 15, 16)
Geographical coverage	England
Aspect of inequality	Outcome, Process
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes
Robustness	Moderate

Notes

Starting in 2009-10, the survey includes for the first time disaggregation by religion and by Gypsy, Romany or Traveller.

Unlike previous *Children and Young People in Custody* surveys, the 2009-10 survey also asks respondents whether their disability was the cause of their victimisation during their stay in the establishment.

The ages being captured in the 2009-10 survey – the most recent survey available at the time of publication of this report – no longer includes 14 and under, but still disaggregates by the ages 15, 16, 17 and 18.

Feedback and comments

- Participants at the Scottish consultation event were unclear as to whether a similar measure could be created for Scotland.
- Participants at both the Scottish and Welsh event suggested that a supplementary measure which captured the post-detention experiences of these children would provide interesting information.
- It was noted that this measure only captures participation in education and it is also necessary to have some information about the attainment of children and young people in custody. We recommend that this data be collected and fed into the National Pupil Database using the Unique Pupil Number.
- Participants at the event in Wales suggested that data on children in custody should be collected by the Education and Training department. They also suggested that young offenders – not just those in custody – should be captured in this indicator.

Evaluation Table 8.15 Measure 2.8

Measure	2.8 (E) Children and young people in custody (16-18): percentage not participating in education or training
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey
Sub-domain	A, C, F, I, L
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity and age (16, 17, 18)
Geographical coverage	England
Aspect of inequality	Outcome, Process
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes
Robustness	Moderate

Notes

Starting in 2009-10, the survey includes for the first time disaggregation by religion and by Gypsy, Romany or Traveller.

Unlike previous *Children and Young People in Custody* surveys, the 2009-10 survey also asks respondents whether their disability was the cause of their victimisation during their stay in the establishment.

The ages being captured in the 2009-10 survey – the most recent survey available at the time of publication of this report – no longer includes 14 and under, but still disaggregates by the ages 15, 16, 17 and 18.

Evaluation Table 8.16 Measure 2.9

Measure	2.9 (E) Drop-out of school rates of Gypsy, Roma and Traveller children
Source	Under development (see notes below)
Sub-domain	A, B, C, E, F, I, L
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, ethnicity
	For the whole sample, it is also possible to separate out those who are/have: <ul style="list-style-type: none"> (a) Eligible for free school meals (could be used as a proxy for social class) (b) Special Educational Needs (c) Registered as Children In Need (d) Looked After Children
	Of those who are classified as Children In Need, it is also possible to separate out those who are:

-
- (a) Asylum-seeking children
 - (b) Disabled

Of those who are looked after children, it is also possible to separate out those who are:

- (a) In contact with the Criminal Justice System

Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate/tbc at 'technical stage'

Feedback and comments

- At present, there does not seem to be a wholly accurate way of measuring drop out rates of Gypsy and Traveller children as they progress through the education system, even though this is a key issue for this group. We suggest that the National Pupil Database be used to illustrate the number of Gypsy and Traveller children recorded, by age and gender, in the School Census. However, as noted previously, ethnicity in the National Pupil Database is self-reported and therefore the numbers may be under-reported.
- Research conducted by Robert Home and Margaret Greenfields (2006) indicates that it will be possible to deduce a rough estimate of how many children have dropped out of school, or at least show the trend in declining school attendance as Gypsy and Traveller children get older. Home and Greenfields' research uses data from the local Traveller Education Service (their research focuses on Cambridge) to get a baseline figure of how many Gypsy and Traveller children are living in the area. They can then compare this to school admissions data to get exact information about the percentage of children attending school. If all the Traveller Education Services across England (and the equivalents for Scotland and Wales) were able to report this figures to DCSF, we would be able to obtain more accurate data on drop out rates.
- If this is not possible, we recommend either using the number of children registered each year on the Schools Census (in order to see how the number decreases as children get older) or comparing school attendance data to the 2011 census when the data is released.

Evaluation Table 8.17 Measure 2.10

Measure	2.10 (E) Percentage of children who have been excluded from school (either for a fixed period, permanent or lunchtime)
Source	National Pupil Database (using the Schools Census,

Sub-domain	Children In Need census and Looked After Children Census)
Relevance	A, B, C, E, F, I, L
Legitimacy	All equality characteristics
Disaggregation characteristics recorded	Strong Gender, age, ethnicity It is also possible to separate out those who are/have: (a) Gypsy/Roma or Traveller of Irish Heritage (b) Eligible for free school meals (could be used as a proxy for social class) (c) Special Educational Needs (d) Registered as Children In Need (e) Looked After Children Of those who are classified as Children In Need, it is also possible to separate out those who are: (a) Asylum-seeking children (b) Disabled Of those who are looked after children, it is also possible to separate out those who are: (a) In contact with the Criminal Justice System
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate/tbc at 'technical stage'

Feedback and comments

- School exclusion and attendance levels are available on the Scottish Government website, however, participants were unclear as to whether this could be separated for vulnerable children and noted the importance of including this measure.
- It was also supported by participants at the consultation event in Wales. These participants noted that there had been a change in trend with more pupils being given a fixed term exclusion and less being given a permanent exclusion. Therefore, it is important to capture both of these figures.

Indicator 3: Safety, security and emotional health at school for children and young people

Evaluation Table 8.18 Measure 3.1

Measure	3.1 (E) Percentage of children and young people who experienced bullying in school (a) a few times a year, (b) every month, (c) every week, (d) most days, (e) everyday
Source	Tellus Survey

Sub-domain	D, E, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

Additional measures on bullying can be found under the domains Individual, Family and Social Life, Measure 5.4, and Identity, Expression and Self-Respect, Indicator 1. See also discussion under Individual, Family and Social Life Measure 5.3, and reference to Stonewall research.

An alternative source for bullying in schools in Wales is a Welsh-specific one-off survey: 'A Survey into the Prevalence and Incidence of School Bullying in Wales' (Bowen and Holtom, 2010). It includes information on the frequency of bullying, duration of bullying, types of bullying, location of bullying within school grounds, bullying whilst travelling to school, incidence and frequency of cyber bullying, bullying others as part of a group versus on their own, reasons for bullying, homophobic bullying, seeing others being bullied, school support to stop bullying (and awareness of this support), school support for pupils who had been bullied, whether pupils told anyone that they were bullied and pupils' views on how to stop bullying.

Feedback and comments

- While use of the Tellus Survey was generally supported by participants, it was pointed out that the survey does not include those who have exited the school system. Managing to capture those who are outside of the mainstream catchment of survey data (for example, non-household populations) is a reoccurring theme throughout the EMF. We hope that the use of specialist surveys that focus on the education experiences of specific groups (such as Indicator 2's use of prison data) will hope to overcome some of these problems.
- It was suggested by participants at the English consultation event that bullying should be moved into another domain. However, it was felt that bullying that takes place at school should remain in this domain as it forms part of the education and learning experience.
- Childline call data was suggested as another form of information that could be used to explore this indicator. It was considered that Childline might have a dataset on the take-up of school counselling services.

- The DCSF noted that this measure will not provide information on bullying in private/independent schools. Greater information about this sector is one of our recommendations.
- CRAE suggest the following expansions of this indicator:
 - The number of schools with counselling services (also suggested by participants at the Welsh consultation event)
 - Instances of force in schools (new legislation will require schools to keep a record of 'significant' instances of force against students)
 - Instances of searches of students undertaken by schools without student consent.

At present, data on the use of force and on the use of search powers within schools is not centrally collected. CRAE requested that the feasibility of recording such data at a central level be explored.

- As highlighted by participants at the Welsh event, the Welsh Assembly Government conducted its first *All-Wales Survey of Bullying in Schools* in 2009. It included 7,400 pupils in years 4, 6, 7 and 10. This could be a valuable source of data if the survey is reproduced on a frequent basis.
- It was suggested at the consultation event in Wales that the school council could be a measure of influence or voice in schools. Ofsted could collect data on this.

Evaluation Table 8.19 Measure 3.2

Measure	3.2 (E) Percentage of children and young people who are bullied outside of school grounds (a) a few times a year, (b) every month, (c) every week, (d) most days, (e) everyday
Source	Tellus Survey
Sub-domain	D,E,F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

See note to Table 8.18.

Evaluation Table 8.20 Measure 3.3

Measure	3.3 (E) Percentage of children and young people who feel that their school deals with bullying (a) very well, (b) quite well, (c) not very well, (d) badly, (e) bullying is not a problem in my school
Source	Tellus Survey
Sub-domain	D, E, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

See note to Table 8.18.

Evaluation Table 8.21 Measure 3.4

Measure	3.4 (E,S,W) Common measure of bullying across England, Scotland and Wales: percentage of children and young people who reported that they have been bullied at least twice at school in the past couple of months
Source	Health Behaviour in School-Aged Children Survey (World Health Organisation)
Sub-domain	D, E, F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics	Gender, age (11, 13, 15), social class (via family affluence), ethnicity
	NB: School type (independent and local authority schools) is covered in the HBSC Survey
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Every four years
Individual level	Yes
Robustness	Good in terms of survey design, though possible under-reporting

Notes

It is recognised that this measure is similar to Measure 3.1. However, we have included both because while this measure is comparable between England, Scotland and Wales, we feel the wording of Measure 3.1 is more appropriate.

The Health Behaviour in School-Aged Children Survey defines bullying in the following way:

'We say a student is being bullied when another student, or a group of students, say or do nasty and unpleasant things to him or her. It is also bullying when a student is teased repeatedly in a way he or she does not like or when he or she is deliberately left out of things. But it is not bullying when two students of about the same strength or power argue or fight. It is also not bullying when a student is teased in a friendly and playful way.' (World Health Organization 2006: 114)

Surveyed individually, students can choose one of five answer options, ranging from 'I was not bullied at school in the past couple of months' to 'Several times a week' (World Health Organization 2006: 114).

Approximately 1,500 students are surveyed for each age group per country, with a total of approximately 4,500 students surveyed per country. Disability, religion and sexual orientation are not recorded.

The HBSC Survey for Wales includes private schools which are in the sampling framework, but the numbers are small.

Alternative sources

The British Crime Survey Extension to Children had an alternative question which could have been used for this measure. It was rejected in favour of the HBSC because this survey covers Scotland.

The British Household Panel Survey youth questionnaire asks 'how much do you worry about being bullied at school?' This could be used as an alternative common measure across England, Scotland and Wales if it is found at the technical stage that the HBSC Survey is not appropriate.

For an alternative source for bullying in schools in Wales, please see Evaluation Table Notes for Measure 3.1 under Chapter 8: Education and Learning.

Feedback and comments

- The use of this survey data was suggested by participants at the Scottish consultation event.

Indicator 4: Use of internet by children and young people**Evaluation Table 8.22 Measure 4.1**

Measure	4.1 (E,S,W) The percentage of households with children and young people who have access to a computer at home
Source	Labour Force Survey/Integrated household Survey
Sub-domain	F, H
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, ethnicity, disability, age, religion/belief, social class S: Gender, ethnicity, disability, age, religion/belief, social class. Need to combine years to disaggregate by ethnicity or religion/belief W: Gender, ethnicity, disability, age, religion/belief, social class. Ethnicity, religion/belief sample sizes too small to disaggregate even with combined years
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Quarterly
Individual level	Yes
Robustness	Good

Evaluation Table 8.23 Measure 4.2

Measure	4.2 (E,S,W) The percentage of households with children and young people who have access to the internet at home
Source	Labour Force Survey/Integrated Household Survey
Sub-domain	F, H
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, ethnicity, disability, age, religion/belief, social class S: Gender, ethnicity, disability, age, religion/belief, social class. Need to combine years to disaggregate by ethnicity or religion/belief W: Gender, ethnicity, disability, age, religion/belief, social class. Ethnicity, religion/belief sample sizes too small to disaggregate even with combined years
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Quarterly
Individual level	Yes
Robustness	Good

Feedback and comments

- Participants agreed that it was necessary to have measures which explore access and the use of computers and the internet.
- However, some participants commented that having access to either a computer or the internet, did not necessarily mean they were able to use it. While we recognise the distinction that is being made here, we feel that this measure is the most appropriate due to the comparability, robustness and the disaggregation of equality characteristics. We assume that this measure will still be able to suggest where inequalities lie in children being able to access information and technology (sub-domain G).
- Participants at the event in Wales noted that this was a particularly important measure for Wales as there is currently an initiative to expand access to the internet. It was also suggested that this measure might be more appropriate in another domain where it can be used to measure participation and the ability to build relationships. It has been left in this domain to reflect the need of the internet for children for the purposes of education and learning.

Indicator 5: Common measures of education achievement for England, Scotland and Wales

Evaluation Table 8.24 Measure 5.1

Measure	5.1 (E,S,W) Mean cognitive assessment score in England, Scotland and Wales
Source	Millennium Cohort Study
Sub-domain	A, B
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age 3, 5 and 8, ethnicity, disability, religion (of mother/father), social class (of mother/father)
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Longitudinal cohort study
Individual level	Yes
Robustness	Good

Notes

The Millennium Cohort Study uses the following cognitive assessments:

Age at survey	Assessment	What it measures	What it consists of
3	Bracken School Readiness Assessment	Basic concept development; readiness of the child for more	The child is shown a set of coloured pictures that contain six sub-sets to assess children's basic

		formal education	concepts such as colours, letters, numbers/counting, sizes, comparisons and shapes
3 and 5	British Abilities Scales: naming vocabulary	Spoken vocabulary – expressive language	The child is asked to name items pictured in a booklet
5	British Abilities Scales: picture similarities	Problem-solving ability	This child is asked to place a picture card against the most similar in concept among a set of four other pictures
5	British Abilities Scales: pattern construction	Non-verbal skills	There is a set of timed tasks for the child, copying and constructing patterns with coloured tiles and cubes.

(Joshi et al. (2010: 8), citing the following work – BSRA: Bracken (1998); BAS second edition: Elliott et al. (1996); Hill (2005).)

The number of children in the sample in the first round of the survey was:

- 11,695 in England
- 2,370 in Scotland
- 2,799 in Wales.

There have been changes to these figures in later rounds due to attrition.

Feedback and comments

- As suggested by the Department for Children, Schools and Families, we have added a common measures of education development and attainment across England, Scotland and Wales. A variety of sources has been used in order to gain a breadth of age groups.

Evaluation Table 8.25 Measure 5.2

Measure	5.2 (E,S,W) Mean PISA reading score in England, Scotland and Wales
Source	OECD
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, social class (occupation of mother or father), country of birth, respondents are 15 years old
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Every three years
Individual level	Yes
Robustness	Good

Notes

The Programme for International Student Assessment (PISA) is an internationally standardised assessment administered to 15 year olds in school. This typically involves between 4,500 and 10,000 students in each country. In 2006, 13,152 students were involved across the UK. The test is conducted every three years.

The test covers: mathematical literacy, problem solving, reading literacy and scientific literacy. Participants are graded from: 1 (lowest) to 6 (highest).

Evaluation Table 8.26 Measure 5.3

Measure	5.3 (E,S,W) Mean PISA mathematics score in England, Scotland and Wales
Source	OECD
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, social class (occupation of mother or father), country of birth, respondents are 15 years old
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Every three years
Individual level	Yes
Robustness	Good

Evaluation Table 8.27 Measure 5.4

Measure	5.4 (E,S,W) Mean PISA problem solving score in England, Scotland and Wales
Source	OECD
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, social class (occupation of mother or father), country of birth, respondents are 15 years old
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Every three years
Individual level	Yes
Robustness	Good

Evaluation Table 8.28 Measure 5.5

Measure	5.5 (E,S,W) Mean PISA science score in England, Scotland and Wales
Source	OECD
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, social class (occupation of mother or father), country of birth, respondents are 15 years old
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Every three years
Individual level	Yes
Robustness	Good

Evaluation Table 8.29 Measure 5.6

Measure	5.6 (E,S,W) Mean TIMMS mathematics score in England, Scotland and Wales
Source	Trends in International Mathematics and Science Study (TIMMS) produced by the International Association for the Evaluation of Educational Achievement (IEA)
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, respondents are either aged 9/10 or 13/14.
Geographical coverage	England and Scotland
Aspect of inequality	Outcome
Frequency	Every four years (last conducted in 2007)
Individual level	Yes
Robustness	Good

Notes

The Trends in International Mathematics and Science Study (TIMMS) is an international assessment of maths and science for children aged 9/10 and 13/14 years old. It is produced by the International Association for the Evaluation of Educational Achievement (IEA). First administered in 1995, it is conducted every 4 years. This survey can be disaggregated by gender and age. In 2007, 4,784 students participated from England, 4,700 participated from Scotland.

Participants are graded at: advanced, high, intermediate and low.

Progress in International Reading Literacy Study (PIRLS) was recommended to complement the data on TIMMS. However, data are not collected on the UK.

Evaluation Table 8.30 Measure 5.7

Measure	5.7 Mean TIMMS science score in England, Scotland and Wales
Source	Trends in International Mathematics and Science Study (TIMMS) produced by the International Association for the Evaluation of Educational Achievement (IEA)
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, respondents are either aged 9/10 or 13/14.
Geographical coverage	England and Scotland
Aspect of inequality	Outcome
Frequency	Every four years (last conducted in 2007)
Individual level	Yes
Robustness	Good

Additional notes and clarifications

At present it is possible to obtain information about educational achievement in Scotland using the Scottish Survey of Achievement (SSA). The SSA is an annual sample survey that focuses each year on a different aspect of the school curriculum. In 2009 it was reading and writing, when the sample size was 13,000 pupils from P3, P5, P7 and S2. A number of changes will be made to the survey in 2011 to reflect the new curriculum.

In England and Wales, children can be classified as having Special Educational Needs. This is when a child has learning difficulties that require special educational provision (DCSF, 2009e). This can be where a child finds it much harder to learn than most children of the same age, or if they have disabilities that make it much more difficult for them in school (DCSF, 2009e). If it is found that the school cannot provide what the child needs, the local authority will conduct a statutory assessment which may lead to the child being issued with a statement. The child may also be moved to a 'special school' which is only for children with statements of special educational needs.

In 2008, the Welsh Assembly Government extended the definition of Special Educational Needs to include Additional Education Needs. The new legislation aims to now include children and young people who have or have had a physical or mental impairment or a progressive health condition (see The National Assembly for Wales (Legislative Competence) (Education and Training) Order 2008).

In Scotland, the concept Additional Support for Learning is used. A report written for parents explains that a child may have additional support for learning because of social or emotional difficulties, problems at home, being particularly gifted, a physical disability, moving frequently, behavioural difficulties, bullying, a sensory impairment or communication problem, being a young carer or parent, having English as an additional language (Enquire, 2005). This seems to be broader than the definition of Special Educational Needs.

It is important that these differences be accounted for when interpreting and comparing data between countries.

Recent research has suggested that parents of children with Special Educational Needs are removing their children from mainstream schooling in order to home school them, as a consequence of being dissatisfied with the support the child receives at school (see Badman, 2009). This important area should be explored in more depth.

Other points or groups that we have not been able to include but which may also require additional measurement or reporting on are:

- The progression between key education stages, in order to both recognise that individuals learn at different paces and also to highlight the 'value-added' of schools.
- Those on the Gifted and Talented Register
- Those where English is an Additional Language (EAL)

The provisional short-list included a measure of the number of 18 year olds studying at university. This was removed because it was felt that this would be covered by a measure in the adults' EMF which details individuals' highest educational qualification thus enabling measurement of educational achievement by various equality characteristics. The Higher Education and Funding Councils for England and Wales were suggested as potential sources of data.

Participants at the English consultation stated a preference for eligibility rather than receipt of free school meals, as it performs more accurately as a proxy for deprivation/social class. It is possible to achieve this using the National Pupil Database. However, the Tellus Survey captures receipt by asking students to mark if they 'have' free school meals.

8.4 Recommendations

- We welcome the inclusion of the Unique Pupil Number in the Children in Need Census and Looked After Children return and believe that the ability to link these to the National Pupil Database will allow equality and human rights monitoring under the Educational domain to be taken forward in important ways, with significantly improved coverage of vulnerable groups. We recommend that all surveys and administrative sources that cover children and young people in custody also include the Unique Pupil Number so that the educational outcomes of additional groups of vulnerable children can be taken forward in a similar way. At present, it does not seem possible to explore the educational progression of these children and young people. Similarly, the Unique Pupil Number should be recorded for the purposes of monitoring the position of children and young people in other settings who may not be covered by the Children In Need or Looked After Children censuses. This might include refugee and asylum-seeking children who are with family (rather than being unaccompanied and therefore covered by the local authority and the Looked After Children census) and/or in immigration detention centres.

- We recommend that more of the information recorded in the Children In Need Census and the Looked After Children Census be fed into the National Pupil Database. In particular, it would add substantively to this domain if it were possible to disaggregate by the following characteristics:
 - Looked After Children Census:
 - Unaccompanied asylum-seeking children
 - Resident in looked after and places in a secure unit
 - Resident in homes and hostels subject to *Children's Homes Regulations*
 - Resident in other hostels and supportive residential settings
 - Resident in residential care home
 - Resident in NHS/Health Trust or other establishment providing medical or nursing care
 - Resident in family centre of mother and baby unit
 - Resident in Young Offender Institution or prison
 - Resident in all Residential schools except where dual-registered as a school
 - Children In Need Census:
 - Young carers.
- We recommend that further research is undertaken to address gaps in equality and human rights monitoring for the Education and Learning Domain. This could include, for example:
 - The number of children and young people who have been excluded from mainstream school but have yet to be found an alternative educational setting by the local authority, such as placement at a Pupil Referral Unit or other specialist or non-mainstream school
 - Non-attendance by children and young people who are carers
 - Exploration of the progress in attainment and experiences of children by the type of school they attend (i.e. mainstream school, pupil referral unit, special school, independent school etc.).
- We believe that other gaps within this domain relate to the experiences of those who are home schooled. We recommend that a method of reporting on these children and incorporating them into the central datasets is found, so that comparisons can be made.
- As part of the Schools Census which links into the National Pupil Database, it would be extremely useful if another variable was added to record whether the pupil was absent because they were caring for another person or family member.

It would not be of consequence to this purpose if the absence was classified as authorised or unauthorised. It is important that more data be collected on the experiences and attainment of all young carers and not just those who are registered as Children In Need.

- We recommend that the Schools Census include information on disability, and religion or belief, in order that these equality characteristics be explored.
- The National Pupil Database includes the education attainment of pupils from independent and private schools. The HBSC Survey also provides some information on the independent and private school sector. However, little other data are collected about these pupils. We recommend that the schools census and other school surveys be extended to cover these schools, especially in relation to experiences of bullying.
- We recommend that the relevant Government departments and Inspectorates work together to take forward data on complaints handling within the education system.
- We understand that the Welsh National Pupil Database is currently under development. We recommend that this source is fully explored and that matching measures are sourced as and when this source becomes available. We recommend that the Welsh National Pupil Database is linked to survey and administrative data sources covering vulnerable groups of children and young people using a Unique Pupil Number system. We also recommend that disaggregation by Welsh as a first language should be recorded as an additional disaggregation characteristic, in line with the Welsh legislative framework and equality duties.

9. F. Standard of Living

9.1 Sub-domains

Standard of Living: the capability to enjoy a comfortable standard of living, with independence and security

including to:

- A. enjoy an adequate and secure standard of living which enhances physical, mental, spiritual, moral and social development. This includes nutrition, clothing, toys and entertainment, warmth, utilities, housing, social security, social services and childcare. Adequate housing must include adequate indoor space, including quiet space for homework and access to safe outdoor space in which to play
- B. get around inside and outside the home, and access transport and public places
- C. live with dignity and self-respect
- D. be supported to promote your future independence
- E. have choice and control over where and how you live, at a level appropriate to your stage of development
- F. enjoy your home in peace and security, within the wider community
- G. access green spaces, parks and the natural world
- H. share in the benefits of scientific progress including medical advances and information and technology

9.2 Short-list

This section outlines the short-listed indicators and their supporting measurements for Standard of Living.

Indicator 1: Housing quality and appropriate accommodation for children and young people that is also secure

Measure 1.1 (E) The percentage of households with children and young people living in non-decent, overcrowded or unadapted accommodation

Measure 1.1 (S,W) Percentage of households with children and young people living in sub-standard, overcrowded or unadapted accommodation

Measure 1.2 (E) Percentage of young offenders with access to suitable accommodation

Measure 1.3 (E) Proportion of care leavers in suitable accommodation

Measure 1.4 (E,W) Number of households with children and young people living in temporary accommodation

Indicator 2: Income poverty for children and young people

Measure 2.1 (E,S,W) Percentage of children and young people living in households below 60 per cent of contemporary median income, before housing costs

Measure 2.2 (E,S,W) Percentage of children and young people living in households below 60 per cent of contemporary median income, after housing costs

Measure 2.3 (E,S,W) Percentage of children and young people living in households experiencing persistent income poverty (i.e. living below the relative poverty line in at least three out of four consecutive years)

Measure 2.4 (E,S,W) Percentage of children and young people living in absolute income poverty

Indicator 3: Deprivation for children and young people

Measure 3.1 (E,S,W) The percentage of children and young people living in relative low-income households and in material deprivation

Measure 3.2 (E,S,W) Mean deprivation score for households with children and young people above the income poverty threshold

Indicator 4: Quality of the local area

Measure 4.1 (E) Percentage of children and young people who don't use public transport because there isn't any where he/she lives

Measure 4.2 (E) Percentage of children and young people who say that there are no play spaces or parks near where he/she lives

Measure 4.3 (E) Percentage of children and young people living in an area with 'unsatisfactory' or 'poor' local environmental conditions

Measure 4.3 (S,W) Average number of problems cited with local environmental quality

Indicator 5: The standard of living of vulnerable children and young people

Measure 5.1 (E,W) Percentage of children and young people in custody who are not normally able to have a shower everyday if he/she wants

9.3 Evaluation tables and feedback

Indicator 1: Housing quality and appropriate accommodation for children and young people that is also secure

Evaluation Table 9.1 Measure 1.1

Measure	1.1 (E) The percentage of households with children and young people living in non-decent, overcrowded or unadapted accommodation 1.1 (S,W) Percentage of households with children and young people living in sub-standard, overcrowded or unadapted accommodation
Source	English Housing Survey Scottish House Condition Survey Living in Wales property survey and household survey
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, ethnicity, disability, age, religion/belief, social class S: Gender, ethnicity, disability, age W: Gender, ethnicity, disability, age, social class
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Continuous/annual (England; Scotland); frequency in Wales: To be confirmed at the technical stage
Individual level	Household Level
Robustness	Good

Notes

Disaggregation characteristics listed are for head of household. Characteristics for children need to be checked at the technical stage.

Evaluation Table 9.2 Measure 1.2

Measure	1.2 (E) Percentage of young offenders with access to suitable accommodation NB: Numbers of young offenders living in suitable accommodation as a percentage of the total number of young offenders with closed interventions or completed custodial sentences, or those transferring from custody to a community intervention
Source	Youth Justice Board (reporting organisation) Youth Offending Team; Local Authorities are a partner (data source)
Sub-domain	A, C
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics	Age (10-17)
Recorded	
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Quarterly
Individual level	Yes
Robustness	Moderate/tbc at 'technical stage'

Notes

This measurement is taken from the Youth Justice Board's Key Performance Indicators, which is also part of England's National Indicator Set, NI 46 and DSO 6. Youth Offending Teams submit data to the Youth Justice Board for reporting. NI 46 may have a corresponding indicator released under the Welsh Youth Justice Board, which should be checked at the technical stage.

Evaluation Table 9.3 Measure 1.3

Measure	1.3 (E) Proportion of care leavers in suitable accommodation
Source	DCSF (reporting organisation); Local authority report through SSSDA903 return to DCSF
Sub-domain	A, C, D
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (the number of young people aged 19 who were looked after under any legal status, other than V3 or V4, on 1 April in their 17 th year)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual (financial year basis)

Individual level	Yes
Robustness	Moderate/tbc at 'technical stage'

Notes

This measurement is part of England's National Indicator Set, NI 147, PSA 16 and DSO 6.

Coding a child's or young person's legal status as V3 or V4 indicates that they are looked after under an agreed series of short term placements (DCSF, 2005: 32).

Evaluation Table 9.4 Measure 1.4

Measure	1.4 (E,W) Number of households with children and young people living in temporary accommodation
Source	E: CLG: Housing and Communities Analysis Division (reporting organisation); P1E data – total households in temporary accommodation provided under the homelessness legislation (data source)
Sub-domain	W: Local Authorities
Relevance	A, C
Legitimacy	All equality characteristics
Disaggregation characteristics recorded	Strong
Geographical coverage	To be confirmed at the technical stage
Aspect of inequality	England and Wales
Frequency	Outcome
Individual level	Quarterly
Robustness	Household Level
	Good

Note

This measurement is part of England's National Indicator Set, NI 156 and PSA 20.

Feedback and comments

- CRAE highlighted that consideration should be given to including measures on the following groups of children and young people: asylum-seeking families/unaccompanied children in bed and breakfast accommodation; 16 and 17 year-olds living in local authority accommodation.
- WAG highlighted that no data source exists to provide information on 'sub-standard' housing in Wales. There are no plans for any future national stock surveys, but even if any go ahead they will not be large enough to provide all the disaggregations required and will not be annual. WAG further queried the meaning of 'unadapted housing' and suggested that this data would not, in any case, be available in the absence of a combined household/stock survey.

- WAG suggested that a measure of children and young people in overcrowded households should be available from a national household interview survey alone. It is not certain whether in the Welsh context there will be such future surveys but the intention is that there will be. If these go ahead, disaggregation should be possible by gender, age-band, social class.
- WAG suggested the 'Data Unit' as an alternative source for temporary accommodation, as this is covered by current performance indicators. Another source suggested by WAG for data on temporary accommodation is Shelter.
- Participants at the Edinburgh event informed us that information on care leavers in suitable accommodation (in specific reference to Measure 1.3) is collected by the Scottish Government routinely, but that it is only collected from people they are in touch with, thus making it an unreliable data source.

Indicator 2: Income poverty for children and young people

Evaluation Table 9.5 Measure 2.1 and Measure 2.2

Measure	2.1 (E,S,W) Percentage of children and young people living in households below 60 per cent of contemporary median income, before housing costs
	2.2 (E,S,W) Percentage of children and young people living in households below 60 per cent of contemporary median income, after housing costs
Source	Households Below Average Income (HBAI) and Family Resources Survey (FRS)
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, ethnicity, disability, age, social class S: Gender, ethnicity, disability, age, social class W: Gender, ethnicity, disability, age, social class collected, but sample size too small to disaggregate by ethnicity
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes – but based on household income (household and individual level)
Robustness	Good

Notes

Individual questions from the Family Resources Survey are directed to all non-dependent adults over 16. Information on children (e.g. income) is collected from parents/responsible adults.

Disaggregation characteristics listed are for the household reference person. Characteristics for children need to be checked at the technical stage of this process.

Evaluation Table 9.6 Measure 2.3

Measure	2.3 (E,S,W) Percentage of children and young people living in households experiencing persistent income poverty (i.e. living below the relative poverty line in at least three out of four consecutive years)
Source	British Household Panel Survey (BHPS)
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, ethnicity, disability, age, religion/belief, social class S: Gender, ethnicity (combining years), disability, age, religion/belief (combining years), social class W: Gender, ethnicity, disability, age, religion/belief, social class collected. But sample sizes too small to disaggregate by ethnicity or religion/belief, even if combining 3 years of data
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Every 2 years
Individual level	Yes
Robustness	Good

Notes

Disaggregation characteristics listed are for the household reference person. Characteristics for children need to be checked at the technical stage of this process.

Feedback and comments

- DWP noted that its Income Dynamics publication comes out every year. The BHPS sample does include Wales, however, the sample in the first waves is too small to disaggregate by region or country. The BHPS is being subsumed into the much larger Understanding Society (USoc) Survey, which will be big enough to present results by region or country. However, DWP are still considering how to manage the transition from BHPS to USoc.
- In relation to 'percentage of children living in households experiencing persistent income poverty (i.e. living below the relative poverty line in at least three out of four consecutive years)', WAG noted that data are not (separately) available for Wales.

Evaluation Table 9.7 Measure 2.4

Measure	2.4 (E,S,W) Percentage of children and young people living in absolute income poverty
Source	Households Below Average Income (HBAI) and Family Resources Survey (FRS)
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, ethnicity, disability, age, social class S: Gender, ethnicity, disability, age, social class W: Gender, ethnicity, disability, age, social class collected, but sample size too small to disaggregate by ethnicity NB: individual questions are only directed to all non-dependent adults over 16
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes – but based on household income (household and individual level)
Robustness	Good

Notes

This measurement is part of PSA 9 (Halve the number of children in poverty by 2010-11, on the way to eradicating child poverty by 2020), DSO 5 and DSO 6.

The Family Resources Survey (FRS) is the main source of data for the Households Below Average Income (HBAI) publication.

Individual questions from the Family Resources Survey are directed to all non-dependent adults over 16. Information on children (e.g. income) is collected from parents/responsible adults.

Disaggregation characteristics listed are for the household reference person. Characteristics for children need to be checked at the technical stage of this process.

Feedback and comments

- Participants highlighted that consideration should be given to including measures on the following groups of children and young people – asylum-seeking families/unaccompanied children in bed and breakfast accommodation; 16 and 17 year olds living in local authority accommodation.
- CRAE suggested that an additional measure is added under this indicator to capture the number of children and young people who have at least one parent in work but are still living below the relative poverty line.

- They further suggested that consideration should be given to adding a subjective measure under this indicator to capture children and young people's views of the impact of poverty on their lives; and that disaggregation measures for the child income poverty indicator should include geographical area (including rural or urban). They also noted that the Social Fund provides grants for families with young children who need financial assistance. This could provide an alternative data source for measures of child income poverty.
- DWP thought that most of the Measures under Indicators 2 and 3 are appropriate, but that we should make sure they continue to align with the Child Poverty Act. The value added of the measure capturing the percentage of families with children reporting financial stress, including reporting (a) problems with debts all the time, (b) who always run out of money before end of week, (c) who have worries about money almost always, was questioned. In addition, the rationale for the mean deprivation score for households with children above the income poverty threshold was queried.
- The discontinuation of the Families and Children Study was highlighted.
- WAG noted that data on the percentage of children living in households below 60 per cent of contemporary median income, before (and after) housing costs are available for Wales. However, the potential for disaggregation by equality characteristics will be limited.
- At the Scottish consultation event, 'Growing up in Scotland' and the Scottish Household Survey were recommended as a potential source for identifying children and families in financial stress. The importance of geographical variations in poverty, including rural or urban, were highlighted during the consultation, especially in Scotland.

Indicator 3: Deprivation for children and young people

Evaluation Table 9.8 Measure 3.1

Measure	3.1 (E,S,W) The percentage of children and young people living in relative low-income households and in material deprivation
Source	Households Below Average Income (HBAI) and Family Resources Survey (FRS)
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics	E: Gender, ethnicity, disability, age, social class
Recorded	S: Gender, ethnicity, disability, age, social class W: Gender, ethnicity, disability, age, social class collected, but sample size too small to disaggregate by ethnicity

Geographical coverage	NB: individual questions are only directed to all non-dependent adults over 16 England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes – but based on household income (household and individual level)
Robustness	Good

Notes

Individual questions from the Family Resources Survey are directed to all non-dependent adults over 16. Information on children (e.g. income) is collected from parents/responsible adults.

Disaggregation characteristics listed are for head of household. Characteristics for children need to be checked at the technical stage.

Feedback and comments

- WAG commented that in relation to all measures for Indicator 3, the Assembly Government approach is three stranded and also looks at service and participation poverty. Existing child poverty measures/indicators could help to fill these gaps.

Evaluation Table 9.9 Measure 3.2

Measure	3.2 (E,S,W) Mean deprivation score for households with children and young people above the income poverty threshold
Source	Family Resources Survey (FRS)
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, ethnicity, disability, age, social class S: Gender, ethnicity, disability, age, social class W: Gender, ethnicity, disability, age, social class collected, but sample size too small to disaggregate by ethnicity
Geographical coverage	NB: individual questions are only directed to all non-dependent adults over 16 England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes – but based on household income (household and individual level)

Robustness	Good
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Notes

Individual questions from the Family Resources Survey are directed to all non-dependent adults over 16. Information on children (e.g. income) is collected from parents/responsible adults.

Disaggregation characteristics listed are for head of household. Characteristics for children need to be checked at the technical stage.

Feedback and comments

The feedback on this measure was very similar to that under Measure 2.4.

Indicator 4: Quality of the local area**Evaluation Table 9.10 Measure 4.1**

Measure	4.1 (E) Percentage of children and young people who don't use public transport because there isn't any where he/she lives
Source	Tellus Survey
Sub-domain	B
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (by receipt of free school meals as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 9.11 Measure 4.2

Measure	4.2 (E) Percentage of children and young people who say that there are no play spaces or parks near where he/she lives
Source	Tellus Survey
Sub-domain	NB: this measurement is drawn from an optional question from the Tellus Survey G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation	Age (11-15 year olds with 13-15 year olds being asked

characteristics recorded	more questions), gender, disability, ethnicity, religion (optional question), social class (by receipt of free school meals as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

This indicator comes from an optional question on the survey, which may need to be integrated into the core questionnaires if it is chosen to remain on the short-list.

Evaluation Table 9.12 Measure 4.3

Measure	4.3 (E) Percentage of children and young people living in an area with 'unsatisfactory' or 'poor' local environmental conditions
	4.3 (S,W) Average number of problems cited with local environmental quality
Source	E: ENCAMS Local Environmental Quality Survey for DEFRA
	S: Scottish Household Survey
Sub-domain	W: Living in Wales Survey
Relevance	A, G
Legitimacy	All equality characteristics
Disaggregation characteristics recorded	Strong
	E: Gender, ethnicity, disability, age, religion/belief, social class
	S: Gender, ethnicity, disability, age, religion/belief, social class
	W: Gender, ethnicity, disability, age, religion/belief, social class collected, but sample size too small to disaggregate by ethnicity, and religion/belief disaggregation limited, even if combining 3 years of data
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Bi-Annual (England); Annual (Scotland and Wales)
Individual level	Yes (for England, Scotland and Wales)
Robustness	Good

Notes

For England, the assessment is made by a charity called ENCAMS, based on a two-year cycle of local authorities which are visited several times over the course of a year. The measure includes litter, dog fouling, detritus, waste placed out on the street, maintenance of litter bins, fly-posting, graffiti, condition of street furniture, horticultural maintenance, condition of pavements and highways, and pedestrian traffic flows. We would seek to match the data from ENCAMS to an individual-level survey, such as the Integrated Household Survey, in order to provide analysis of the equality characteristics of people living in areas rated as 'poor' or 'unsatisfactory', compared to people living in 'satisfactory' or 'good' areas. However, it is to be confirmed whether matching data from ENCAMS to an individual-level survey of children is possible.

Disaggregation characteristics listed are for head of household. Characteristics for children need to be checked at the technical stage.

Feedback and comments

- CRAE suggested that an additional measure should be added under this indicator to cover the availability of places for children and young people to go in the local area (such as youth centres and leisure facilities). (See CRAE's response to the consultation on the Positive and Valued Activities domain for further detail.) 'Play Scotland' might include a question of this type from time to time and provide a potential source. There is a question in GUS on how often the parent takes their child to a park/playground. The Scottish Household Survey may also have some relevant data.
- WAG noted that there will be no future Living in Wales Surveys and that whilst there may be future national surveys, question sets are not yet determined.

Indicator 5: The standard of living of vulnerable children and young people

Evaluation Table 9.13 Measure 5.1

Measure	5.1 (E,W) Percentage of children and young people in custody who are not normally able to have a shower everyday if he/she wants
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey
Sub-domain	E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Disaggregation by sex, ethnicity and age (14 and under, 15, 16, 17, 18)
Geographical coverage	England and Wales
Aspect of inequality	Process
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes

RobustnessModerate

Note

Starting in 2009-10, the survey includes for the first time disaggregation by religion and by Gypsy, Romany or Traveller.

Unlike previous *Children and Young People in Custody* surveys, the 2009-10 survey also asks respondents whether their disability was the cause of their victimisation during their stay in the establishment.

The ages being captured in the 2009-10 survey – the most recent survey available at the time of publication of this report – no longer includes 14 and under, but still disaggregates by the ages 15, 16, 17 and 18.

Feedback and comments

- CRAE welcomed inclusion of measures relating to children and young people who are carers under the original short-list tabled for this domain, whilst feeling strongly that the measures proposed under Indicator 5 needed further development and expansion in order to reflect the experiences of all vulnerable children and young people.
- Additional measures should be developed to allow consideration of the impact of inequality on other vulnerable groups including refugee and asylum-seeking children, homeless children, children with disabilities, and young parents.
- The measure capturing the percentage of children in custody who are not normally able to shower every day should be expanded to include children and young people (including those subject to age disputes) in immigration detention.
- WAG noted that new indicators would probably need to be established for Wales given that we have reached 2010.

9.4 Recommendations

- We recommend that priority is given to take forward the development of Indicator 5 of the Standard of Living Domain, taking due account of the list of vulnerable children and young people included in the list that has been developed in this project. This project would reflect the comments set out by the Joint Committee on Human Rights in its judicial scrutiny of the Child Poverty Bill, as well as the overwhelming feedback of participants in this consultation, who view monitoring the equality and human rights position of vulnerable children and young people as a key priority.

We recommend that religion or belief is added to the list of characteristics recorded in the Family Resources Survey.

- We recommend that consideration should be given by the WAG to the need to develop a matching measure of the percentage of households with children and young people living in sub-standard, overcrowded or un-adapted accommodation.
- We recommend the WAG include questions on overcrowded households, and households living in an area with 'unsatisfactory' or 'poor' local environmental conditions, within any new national survey.
- Further work is required to identify matching sources for Scotland.

10. G. Productive and Valued Activities

10.1. Sub-domains

Productive and Valued Activities: the capability to engage in productive and valued activities

including to:

- A. be able to explore and negotiate risk
- B. have safe, enjoyable, developmental and free play
- C. have rest
- D. have leisure including holidays and relaxed time with your family
- E. be protected from performing any work which interferes with your education or development
- F. undertake some paid work, as a teenager
- G. if you work, to work in just and favourable conditions, including health and safety, fair pay, reasonable hours and freedom from harassment or discrimination

10.2 Short-list

This section outlines the proposed short-list of indicators for the Productive and Valued Activities domain, and the measures that have been specified under each indicator.

Indicator 1: Play and valuable activities for children and young people

Measure 1.1 (E) Percentage of children who report that their lives would be better if there were more organised activities and things to do

Measure 1.2 (E) Percentage of children who report that their lives would be better if there were more places where they could go to spend time with their friends

Measure 1.3 (E) The percentage of all children and young people aged from birth to 16 years (from all social and ethnic groups, including those who are disabled), who play out for at least four hours each week

Measure 1.4 (E,W) Percentage of children and young people who have undertaken voluntary activities or helped someone not in their family (unpaid) in the last year

Indicator 2: Rest and leisure for children and young people

Measure 2.1 (E) Percentage of children and young people who say that they don't have the time to do any activities that they would like to do

Measure 2.2 (E,W): Percentage of children and young people in custody who say that on average each week they go 'on association' or free time (a) Don't want to go, (b) none, (c) one to two times, (d) three to five times, (e) more than five times, (f) don't know

Indicator 3: Education, training and employment activities for 16-17 year olds

Measure 3.1 (E,S,W) Percentage 16-17 year olds who are economically active and who are earning less than the minimum wage (including paid over-time)

Measure 3.2 (E,W) Percentage of 16-17 year olds who report that they experience labour market discrimination

Indicator 4: Treatment and protection for working children and young adults

Measure 4.1 (E,S,W) The number of children and young people trafficked for domestic servitude and other forms of exploitation

Measure 4.2 Prevalence of prostitution among children and young people

10.3. Evaluation tables and feedback

Indicator 1: Play and valuable activities for children and young people

Evaluation Table 10.1 Measure 1.1

Measure	1.1 (E) Percentage of children who report that their lives would be better if there were more organised activities and things to do
Source	Tellus Survey
Sub-domain	B, D
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (by receipt of free school meals)
Geographical coverage	England
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 10.2 Measure 1.2

Measure	1.2 (E) Percentage of children who report that their lives would be better if there were more places where they could go to spend time with their friends
Source	Tellus Survey
Sub-domain	A, B, D
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (by receipt of free school meals)
Geographical coverage	England
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 10.3 Measure 1.3

Measure	1.3 (E) The percentage of all children and young people aged from birth to 16 years (from all social and ethnic groups, including those who are disabled), who play out for at least four hours each week
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Source	Play England: Local Play Indicators
Sub-domain	A, B
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age, gender, ethnicity, disability
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Every two to three years (depends on the local authority)
Individual level	Household level for this indicator, but individual level available for other indicators related to 'Children's satisfaction with playable space')
Robustness	Good

Note

Measure 1.3 is from the Play England: Local Play Indicators. Play England is a part of the National Children's Bureau (NCB) and is now a national government delivery partner that works closely with local authorities and the voluntary sector.

Evaluation Table 10.4 Measure 1.4

Measure	1.4 (E,W) Percentage of children and young people who have undertaken voluntary activities or helped someone not in their family (unpaid) in the last year
Source	Citizenship Extension
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15), gender, ethnicity, religion or belief
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Notes

This measure includes the following activities:

- charity (not including donating money or old clothes)
- local voluntary group or community group
- helped a neighbour
- helped someone else in your local area
- shopping for someone
- household chores for someone such as cooking, cleaning, gardening, washing or ironing clothes
- taking care of someone who is sick
- baby sitting or looking after children

- writing letters/filling in forms for someone who has problems reading or writing

Feedback and comments

- Participants suggested that in relation to the percentage of children who report their lives would be better if there were more things to do, it would be useful for this subjective measure to be supported by an additional objective measure to look at the availability of 'positive activities' for children and young people in their local area. This might measure the number of youth centres, leisure activities and dedicated play spaces available to children and young people. This would link to Indicator 4 (quality of the local area) within the Standard of Living domain.
- They also suggested an additional measure under this indicator, disaggregated geographically in order to compare inequalities in the availability of play and leisure provision for children and young people in different areas.
- A further suggestion was for an additional measure to be added regarding the availability of volunteering opportunities for children and young people. Disaggregating this measure by all equality characteristics would provide useful data with regard to how easily children and young people from different backgrounds and with different needs can access such opportunities. This would support indicators within the Participation, Voice and Influence domain.

Indicator 2: Rest and leisure for children and young people

Evaluation Table 10.5 Measure 2.1

Measure	2.1 (E) Percentage of children and young people who say that they don't have the time to do any activities that they would like to do
Source	Tellus Survey
Sub-domain	C, D, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (by receipt of free school meals)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 10.6 Measure 2.2

Measure	2.2 (E,W) Percentage of children and young people in custody who say that on average each week they go 'on association' or free time (a) Don't want to go, (b) none, (c) one to two times, (d) three to five times, (e) more than five times, (f) don't know
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey
Sub-domain	C, D
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Disaggregation by sex, ethnicity and age (14 and under, 15, 16, 17, 18)
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes
Robustness	Moderate

Notes

Starting in 2009-10, the survey includes for the first time disaggregation by religion and by Gypsy, Romany or Traveller.

Unlike previous *Children and Young People in Custody* surveys, the 2009-10 survey also asks respondents whether their disability was the cause of their victimisation during their stay in the establishment.

The ages being captured in the 2009-10 survey – the most recent survey available at the time of publication of this report – no longer includes 14 and under, but still disaggregates by the ages 15, 16, 17 and 18.

'Association' is largely in reference to an unstructured period of time – almost exclusively in the evenings – when young people can socialise, make telephone calls and shower, and take part in recreational activities provided on residential wings (such as pool tables, table football, table tennis) or at some establishments in the gym/PE department. Some establishments run youth clubs with additional facilities/activities for young people on association. Access to association is affected by the level a young person has achieved on an establishment's Incentive and Earned Privileges scheme; their good or bad behaviour in turn affects the level of the IEP scheme they can achieve (Youth Justice Board 2010).

Feedback and comments

- Participants emphasised that Measure 2.2 should be disaggregated to include disability.

Indicator 3: Education, training and employment activities for 16-17 year olds**Evaluation Table 10.7 Measure 3.1**

Measure	3.1 (E,S,W) Percentage 16-17 year olds who are economically active and who are earning less than the minimum wage (including paid over-time)
Source	Labour Force Survey/Annual Population Survey/Integrated Household Survey
Sub-domain	G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity, disability, age (16-17 available), religion/belief, social class
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Quarterly
Individual level	Yes
Robustness	Moderate

Note

The Labour Force Survey is now a module within the Integrated Household Survey. The Annual Population Survey is the boost to the Labour Force Survey in Scotland and Wales.

Feedback and comments

- CRAE noted that this indicator currently only covers employment for 16 and 17 year olds, yet children can undertake limited paid work from the age of 13. They strongly felt that this measure should be broadened to cover under-16s as well as 16 and 17 year olds, in order to provide a coherent picture of equality of involvement in education, training and employment activities.
- They further suggested that the percentage not in education, employment or training would need to be revised in the future in the light of recent legislation raising the education leaving age to 18. In addition, it would be useful to adapt it to measure the number of 16 and 17 year olds subject to sanctions as a result of failing to continue in education or training; disaggregating this by socio-economic group and homelessness status as well as by equality characteristics would enable monitoring of the new legal requirements to ensure they do not have a disproportionate impact on vulnerable and marginalised young people.
- WAG (Statistics Directorate) noted that the group of interest for Measure 3.1 for Wales is 16-18 year olds and that the data for Wales is broadly comparable with the English data. The Wales source is:
<http://wales.gov.uk/topics/statistics/headlines/post16ed2009/hdw200907301/?lang=en>.

Evaluation Table 10.8 Measure 3.2

Measure	3.2 (E,W) Percentage of 16-17 year olds who report that they experience labour market discrimination
Source	Citizenship Survey
Sub-domain	G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (16-17), disability, gender, ethnicity, religion/belief, sexual orientation
Geographical coverage	England and Wales
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Notes

The original source indicator is from PSA 15: Address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation, religion or belief, which is part of the Every Child Matters Framework. Indicator 4 of PSA 15 is: Perceived discrimination in employment by disadvantaged groups.

PSA 15 explains that 'this indicator measures whether people feel they have been discriminated against when seeking employment and/or progressing in the workplace. The Government's aim is to reduce the number of people who feel this discrimination is due to their gender, race, disability, age, sexual orientation, religion or belief, as compared to people who do not belong to one of these groups' (Her Majesty's Government 2009).

The analysis could be done for Wales but sample sizes might be very small. The Annual Survey of Hours and Earnings would provide an alternative source but would only cover employees and again sample sizes may be too small.

Feedback and comments

- Welsh Assembly Government – there is no known Welsh-specific data source for this measure.

Indicator 4: Treatment and protection for working children and young adults**Evaluation Table 10.9 Measure 4.1**

Measure	4.1 (E,S,W) The number of children and young people trafficked for domestic servitude and other forms of exploitation
Source	UK Action Plan on Tackling Human Trafficking (Home Office)/United Kingdom Human Trafficking Centre

Sub-domain	(UKHTC) E, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	To be confirmed at the technical stage
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	To be confirmed at the technical stage
Individual level	Yes
Robustness	To be confirmed at the technical stage

Notes

The data for this measurement is forthcoming by the United Kingdom Human Trafficking Centre (UKHTC). Partners of this project on the trafficking of children include: The Child Exploitation and Online Protection Agency (CEOP), the Department for Children, Schools and Families (DCSF), UK Border Agency (UKBA), DCSF Children's Services.

Evaluation Table 10.10 Measure 4.2

Measure	4.2 Prevalence of prostitution among children and young people
Source	Source not yet identified
Sub-domain	B, E, G

Feedback and comments

- Some participants felt that the measures under this indicator did not sit well within this domain.
- CRAE suggested that the number of children trafficked for domestic servitude and other forms of exploitation might be better placed under the Physical Security domain. They would also have liked to see efforts to monitor the treatment and protection of working children and the inclusion of a measure on child prostitution.

10.4. Recommendations

- Participants emphasised that these measures should be disaggregated to include disability.
- We recommend that the HM Inspectorates of Prisons and the Children and Young People in Custody Survey include disability as a recorded characteristic and that data on those not in education, training and employment is disaggregated by disability.

- We recommend that the development of a robust measure of the prevalence of prostitution among children and young people is taken forward.
- We recommend that the Welsh Assembly Government consider the need to identify matching Welsh sources for measures 1.1-1.3 and 2.1 in any new national survey.
- Further work is required to identify matching sources for Scotland.

11. H. Individual, Family and Social Life

11.1. Sub-domains

Individual, Family and Social Life: the capability to enjoy individual, family and social life

including to:

- A. grow and develop as a person
- B. have structure, authority and boundaries
- C. develop your sense of values and other beliefs
- D. formulate and pursue aspirations, goals and objectives for yourself, including what you want to do when you grow up, so that your potential is developed and safeguarded
- E. have hope for the future
- F. enjoy special support and care during childhood, including security and stability
- G. be nurtured, loved, and protected, reassured and encouraged
- H. access emotional support and avoid loneliness
- I. know that someone will look out for you
- J. be able to relate to, care for, form attachments and bond with others, as well as be able to learn empathy
- K. have peace of mind
- L. be cared for wherever possible by own parents, and where this is not possible, to maintain contact with parents if it is in the best interests of the child
- M. have a private life, including protection of information about you, having your own space, and sometimes being able to do your own thing
- N. spend time with, and care for, others, including wider family

- O. develop and maintain close friendships and relationships
- P. form intimate relationships, including having a boy/girlfriend, consistent with your stage of development
- Q. know that your significant relationships will be treated with dignity and respect
- R. celebrate on special occasions
- S. for 16 and 17 year olds, be free in matters of sexual relationships and reproduction
- T. enjoy special support during pregnancy, maternity and paternity

11.2. Short-list

This section outlines the proposed short-list of indicators for the Individual, Family and Social Life domain, and the measures that have been specified under each indicator.

Indicator 1: Emotional support, avoiding loneliness and hope for the future for children and young people

Measure 1.1 (E,S,W) Percentage of children who do not have any close friends

Measure 1.2 (E) Percentage of all children and young people who say that they have not had very much help or no help at all to plan what to do when they are older (or after the end of Year 11)

Measure 1.3 (E) Percentage of all children and young people who say that:

- (a) they feel positive about the future
- (b) their life would be better if they had more help to plan for their future

Measure 1.4 (E,W) Percentage of children and young people who say that they look after, or give any help or support to family members, friends, neighbours or others because of either:

- (a) long-term physical or mental ill-health/disability
- (b) problems related to old age (not including anything done as part of paid employment); broken down by:
 - (c) 1-19 hours a week
 - (d) 20-49 hours a week
 - (e) 50 or more hours a week

Measure 1.5a (E,S,W) Percentage of children not spending the minimum number of hours per day with their parent/s or primary carer

Measure 1.5b (E,S,W) Percentage of parents for whom achieving the minimum number of hours with their child/children would result in a transition into poverty

Indicator 2: Freedom from domestic abuse (emotional or financial) for 16-17 year olds

Measure 2.1 (E,W) Percentage of 16-17 year olds experiencing domestic abuse (emotional or financial) in the last 12 months (reporting the relationship of victim to principal suspect)

Indicator 3: Being able to form attachments and bonds with others

Measure 3.1 (E,W) Percentage of children and young people in custody who report that it is difficult for family and friends to get to the establishment to visit them

Measure 3.2 Percentage of children and young people who feel able to form and maintain the relationships

Indicator 4: Being able to participate in key social and cultural occasions which matter to you

Measure 4.1: (E,S,W) Percentage of children who would like to celebrate on special occasions such as birthdays, Christmas or other religious festivals but whose household cannot afford it

Indicator 5: Respect for individual and family life

Measure 5.1 Percentage of children and young people who feel able to be themselves (a) with their family, (b) with friends, (c) in public

Measure 5.2 Percentage of children and young people who feel put down or badly treated by friends, teachers or others because of (a) who they are, (b) who their family are

Measure 5.3 Percentage of children and young people who do not feel able to talk openly about (a) their sexual orientation, (b) a parent/s being lesbian, gay or bisexual

Measure 5.4 Percentage of children and young people who have been bullied because of (a) perceptions of their sexual orientation, (b) perceptions of their parent/s being lesbian, gay or bisexual

11.3 Evaluation tables and feedback

Indicator 1: Emotional support, avoiding loneliness and hope for the future for children and young people

Evaluation Table 11.1 Measure 1.1

Measure	1.1 (E,S,W) Percentage of children who do not have any close friends
Source	British Household Panel Survey (BHPS), Youth Questionnaire (11-15)
Sub-domain	F, G, H, I
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	E: Gender, ethnicity, disability, age (11-15; 16+), religion/belief, social class S: Gender, ethnicity (combining years), disability, age, religion/belief (combining years), social class W: Gender, ethnicity, disability, age, religion/belief, social class collected. But sample sizes too small to disaggregate by ethnicity or religion/belief, even if combining 3 years of data
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Every 2 years
Individual level	Yes
Robustness	Good

Notes

Close friends are described as 'friends you could talk to if you were in some kind of trouble'.

In the BHPS, all adult members of the household are interviewed. Children are interviewed as they reach the age of 16. Since 1994, children aged 11-15 complete a short interview.

Disaggregation characteristics listed are for the household reference person. Characteristics for children need to be checked at the technical stage of this process.

Feedback and comments

- Participants noted that measures 1.1-1.3 do not cover younger children. This would be revealing data if it were collected.

Evaluation Table 11.2 Measure 1.2

Measure	1.2 (E) Percentage of all children and young people who say that they have not had very much help or no help at all to plan what to do when they are older (or after the end of Year 11)
Source	Tellus Survey
Sub-domain	D, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

For those surveyed from Year 6, this question inquires more generally, asking 'how much help have you had to plan what you do when you are older', including help from (a) family, (b) friends, (c) teachers, (d) Connexions Personal Adviser, (e) teachers at secondary schools or colleges.

For those surveyed from Years 8 and 10, this question inquires specifically about having assistance on planning 'what to do after the end of Year 11' and includes help from (a) family, (b) friends, (c) teachers, (d) Connexions Personal Adviser, (e) college teachers, (f) someone telling you about their job, (g) the online prospectus listing all the courses in your area.

Feedback and comments

- Participants noted that as well as capturing when there was too little help, it was also important to record when a child or young person received too much help, resulting in pressure to make a certain decision.

Evaluation Table 11.3 Measure 1.3

Measure	1.3 (E) Percentage of all children and young people who say that: (a) they feel positive about the future (b) their life would be better if they had more help to plan for their future
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Source	Tellus Survey
Sub-domain	D, E, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (receipt of free school meals is used as a proxy)
Geographical coverage	England
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Good

Note

Measure 1.3a is based on an optional question in the survey and so data might not be available for the whole sample.

Feedback and comments

- Participants at the consultation event in Scotland suggested that it may also be important to measure children and young people's developing sense of responsibility and leadership. This could be gathered from the curriculum for excellence and citizenship education programmes.
- Measuring future plans could also include exploring whether young people are supported to develop skills for independent living. This could include: being able to cook, financially literate, access to basic services, having the confidence to travel etc. This would shed light onto the reasons why young people are or are not reaching their aspirations.

Evaluation Table 11.4 Measure 1.4

Measure	1.4 (E,W) Percentage of children and young people who say that they look after, or give any help or support to family members, friends, neighbours or others because of either: (a) long-term physical or mental ill-health/disability (b) problems related to old age (not including anything done as part of paid employment); broken down by: (c) 1-19 hours a week (d) 20-49 hours a week (e) 50 or more hours a week
Source	The 2011 Census of Population and Housing in England and Wales
Sub-domain	A, D, F, G, J, N
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation	Gender, age, disability, ethnicity, religion, social class

characteristics**recorded****Geographical coverage** England and Wales**Aspect of inequality** Outcome**Frequency** Every 10 years**Individual level** Household level**Robustness** Good**Note**

This measure is based on the Census' rehearsal questions, although we understand that the question wording will not be altered.

Feedback and comments

- Originally this measure suggested the use of questions from a piece of research conducted by The Princess Royal Trust for Carers, in association with Young Carers International Research and Evaluation, The University of Nottingham and funded by Comic Relief in association with The Princess Royal Trust for Carers ('The Positive and Negative Outcomes of Caring (PANOC-YC20)'). Within this research was a 'Manual for measures of caring activities and outcomes for children and young people', taken from a piloted questionnaire. The questionnaire is a 20-item self-report measure that can be used to provide an index of positive and negative outcomes of caring. The questionnaire is an assessment tool for researchers and practitioners in the field of caring to monitor the outcomes and activities of children and young people who have caring responsibilities (Joseph et al., 2009).
- From this questionnaire, we proposed to measure the percentage of children and young people who say that:
 - because of caring activities, they feel very lonely or think that they don't matter a lot of the time
 - because of their caring responsibilities they feel stressed some of the time or a lot of the time
 - because of their caring responsibilities they have trouble staying awake some of the time or a lot of the time.
- However, concern for these measures was raised by many participants. For example, specialists at the consultation event in Wales commented that questions can have a negative impact on children's wellbeing. They suggested that the children themselves should be involved in the development of questions which explore caring. While we obviously agree that it is important to assess the impact of the research on the participants, we had felt that the questionnaire took a balanced approach between the positive and negative aspects of caring. The questions we chose to focus on are a subset of a broader survey.

- Similarly, participants suggested that this measure needs to avoid placing a negative image on young carers. It is important to avoid a 'blame culture'. There is a need to distinguish between children who are forced to be carers and the caring that is done as part of a loving family, i.e. a normal thing that is done.
- Other participants suggested that caring for others should not be part of this indicator (emotional support, avoiding loneliness and hope for the future for children and young people) as it links caring with loneliness.
- Participants noted that it may be equally important to explore both being cared for and being able to care for others.
- Other participants commented that the Census measure may be more suitable. 20-49 hours a week being a carer is a trigger for support services. It will be possible to identify how many hours children are working as carers using this definition. Due to this recommendation and the negative feedback we had regarding the previous measure, we have decided to use the Census data.
- Other comments included that it was important to make the link between:
 - young carers and school absenteeism (something we have only been able to cover so far with the Children In Need Census)
 - young carers and parents with substance misuse problems.
- Participants at the consultation event in Scotland note that there is a lack of routinely collected nationally aggregated data on young carers. One participant commented that in most local authorities only a very small percentage of the probable number of carers are receiving any support. This makes collecting comprehensive data very difficult. This was raised as an important concern in Scotland because recent research has shown that the health needs of young carers are recognised as an equality issue.

Evaluation Table 11.5 Measure 1.5a

Measure	1.5a (E,S,W) Percentage of children not spending the minimum number of hours per day with their parent/s or primary carer
Source	Time Use Survey
Sub-domain	H, L, N
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age, disability, ethnicity, social class
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Ad hoc
Individual level	Yes
Robustness	Good

Notes

Disaggregation characteristics listed are for the household reference person. Characteristics for children need to be checked at the technical stage of this process.

This measure is based on research conducted by Burchardt (2008), exploring the relationship between income poverty and time poverty. Using existing research and guidelines from charities such as the NSPCC, Burchardt defines the minimum number of hours a child needs contact with a parent or primary carer:

Age of child	Minimum parental input
0-2	6
3-4	5
5-9	4
10-12	3
13-14	2
15-16	1

(Burchardt 2008: 57)

Note that these levels were defined alongside calculations of the total number of hours of supervision required, compulsory school hours, and the maximum tradeable childcare hours.

The minimum number of hours spent with the child could be by a single parent or carer, or as a combination from both parents. Therefore, this measure will need to be calculated at the household level.

A primary carer does not include those who are paid child carers.

There are other surveys such as the Time Use modules in the Opinions survey which might serve as an alternative if it cannot be established when the next round of data will be collected.

Feedback and comments

- This measure was also introduced due to feedback from participants that this domain needed more exploration of family dynamics and participation within the family.
- The OECD was reported to have indicators on the quality of household/family life. It was also suggested that the Children's Commissioner could be another source of data.
- Another dynamic in family life is the age at which a child leaves or returns home after, for example, a period of time in foster care.

Evaluation Table 11.6 Measure 1.5b

Measure	1.5b (E,S,W) Percentage of parents for whom achieving the minimum number of hours with their child/children would result in a transition into poverty
Source	Time Use Survey
Sub-domain	H, L, N
Relevance	All equality characteristics
Legitimacy	
Disaggregation characteristics recorded	Gender, age, disability, ethnicity, social class
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Notes

This aims to capture parents who would need to reduce the number of hours of paid work they do in order to spend more time with their children, resulting in a transition into income poverty. Burchardt's (2008) research illustrates that it is possible to calculate the relationship between an individual's disposable income per week and their time use, and see whether or not the reduction in the disposable income per week necessary to meet the minimum time spent with a child, would lead to a falling below the income poverty threshold (see figure 1.3, p. 24). As such, the research allows inferences to be made about the ability individuals have to make changes to their time use. Measure 1.5a captures all individuals who are not achieving the minimum number of hours with their children. Measure 1.5b only captures those for whom a reduction in their paid work in order to meet the minimum number of hours would put them below the income poverty threshold.

Indicator 2: Freedom from domestic abuse (emotional or financial) for 16-17 year olds**Evaluation Table 11.7 Measure 2.1**

Measure	2.1 (E,W) Percentage of 16-17 year olds experiencing domestic abuse (emotional or financial) in the last 12 months (reporting the relationship of victim to principal suspect)
Source	British Crime Survey
Sub-domain	F, G, I
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (16-17), ethnicity, disability, religion or belief, social class, sexual orientation
Geographical coverage	England, Wales

coverage	
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Moderate

Feedback and comments

- This measure should be extended to cover younger children.

Indicator 3: Being able to form attachments and bonds with others**Evaluation Table 11.8 Measure 3.1**

Measure	3.1 (E,W) Percentage of children and young people in custody who report that it is difficult for family and friends to get to the establishment to visit them
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey
Sub-domain	L, N, O
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity and age (14 and under, 15, 16, 17, 18)
Geographical coverage	England, Wales
Aspect of inequality	Outcome
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes
Robustness	Moderate

Notes

Starting in 2009-10, the survey includes for the first time disaggregation by religion and by Gypsy, Romany or Traveller.

Unlike previous *Children and Young People in Custody* surveys, the 2009-10 survey also asks respondents whether their disability was the cause of their victimisation during their stay in the establishment.

The ages being captured in the 2009-10 survey – the most recent survey available at the time of publication of this report – no longer includes 14 and under, but still disaggregates by the ages 15, 16, 17 and 18.

Feedback and comments

- As has been mentioned previously, participants note that it would be useful if the age breakdown below 14 could be more specific.
- CRAE suggest the following groups for whom contact with significant others would be important: children in care in contact with siblings, children in care with

placements outside their local authority area, the frequency with which children are able to visit parents or children who are in prison, the percentage of children with disabilities living in institutions that have regular contact with family and friends.

Evaluation Table 11.9 Measure 3.2

Measure	3.2 Percentage of children and young people who feel able to form and maintain the relationships
Source	Source not yet identified
Sub-domain	A, C, D, E, G, H, I, J, K, N, O, P, Q, S
Relevance	
Legitimacy	
Disaggregation characteristics recorded	
Geographical coverage	
Aspect of inequality	Autonomy
Frequency	
Individual level	
Robustness	

Notes

A source for this measure has not been identified.

This measure captures the autonomy aspect of inequality. The question wording is based on research also conducted separately for the EMF, see Burchardt, Evans and Holder (2010).

A similar measure is present in the adults EMF. It was noted during the adults consultation period that a question such as this is relevant for all equality characteristics, but particularly for sexual identity and disability. It was also noted that the need to respect and sustain existing relationships of older people who need care is not always recognised, especially if one or both move into residential care.

Feedback and comments

- Participants noted that recording participation in family life decision-making – another aspect of autonomy – would also be interesting in this domain.
- They also felt that it was important to have a measure that covers the percentage of children and young people who are in regular contact with siblings or parents that they do not live with.
- The use of this measure was supported by participants at the consultation event in England.

Indicator 4: Being able to participate in key social and cultural occasions which matter to you

Evaluation Table 11.10 Measure 4.1

Measure	4.1: (E,S,W) Percentage of children who would like to celebrate on special occasions such as birthdays, Christmas or other religious festivals but whose household cannot afford it
Source	Family Resources Survey
Sub-domain	R
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	England and Scotland: Gender, ethnicity, disability, age, social class Wales: Gender, ethnicity, disability, age, social class collected, but sample size too small to disaggregate by ethnicity
Geographical coverage	(individual questions are only directed to all non-dependent adults over 16) England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes – but based on household income (household and individual level)
Robustness	Good

Notes

This measure was discussed for the adult's framework but considered unsuitable because it asks parents to comment on their children. Other concerns were that it focuses on the affordability of celebrating social occasions rather than other potential barriers to participation, and it gives a narrow range of examples of special occasions.

This measure has been included because it provides useful information despite its limitations. However, we feel the measure could be extended to explore other barriers to participation is social and cultural events, other than financial reasons.

Disaggregation characteristics listed are for the household reference person. Characteristics for children need to be checked at the technical stage of this process.

Feedback and comments

- In support of our considerations when deciding whether to include this measure (see notes above), participants suggested that financial resources should be explored. For example, this could take the form of a lack of pocket money.

- This measure was supported by participants who felt there was a link between being able to celebrate on special occasions and poverty.
- It was suggested by participants that other important occasions could include: going to the theatre, an art gallery or museum in the last year, the percentage of children and young people that spend days out with their family or friends on a regular basis.

Indicator 5: Respect for individual and family life

Evaluation Table 11.11 Measure 5.1

Measure	5.1 Percentage of children and young people who feel able to be themselves (a) with their family, (b) with friends, (c) in public
Source	Source not yet identified
Sub-domain	E, G, H, J, O, P, Q, S
Relevance	
Legitimacy	
Disaggregation characteristics recorded	
Geographical coverage	
Aspect of inequality	Outcome
Frequency	
Individual level	
Robustness	

Notes

A source for this measure has not been identified.

We suggest that this question is suitable for all children and young people.

This measure mirrors what is included in the adults framework. During the adults consultation period, not 'being able to be yourself' was discussed as a form of discrimination for lesbian, gay and bisexual people, and can lead to isolation and exclusion (Alkire et al., 2009: 323). Other participants suggested that this measure could extend beyond sexual identity to include constraints on disabled people, especially people with learning difficulties, being able to express themselves.

As was noted with the adults framework, development of this measure and corresponding survey questions, needs to be undertaken in collaboration with stakeholders in order to ensure appropriate wording. For example, one participant noted that 'being yourself' was not necessarily the same as being 'out and proud'.

Feedback and comments

- There was some discussion with participants as to whether this measure would be better placed in the Identity, Expression and Self-respect domain.

We have decided to leave it in this domain due to the focus on relationships with family and friends.

- Support for this measure was given by participants at the consultation event in England.
- Participants also noted that this measure should be worded to include children and young people being able to wear the clothes they want to.
- Participants felt that it was also important to report on whether children and young people feel as though their privacy is respected in the home, at school and in the community.

Evaluation Table 11.12 Measure 5.2

Measure	5.2 Percentage of children and young people who feel put down or badly treated by friends, teachers or others because of (a) who they are, (b) who their family are
Source	Source not yet identified
Sub-domain	A, E, F, G, H, I, J, K, O, Q, S
Relevance	
Legitimacy	
Disaggregation characteristics	
Recorded	
Geographical coverage	
Aspect of inequality	Outcome
Frequency	
Individual level	
Robustness	

Notes

A source for this measure has not been identified.

We suggest that this question is suitable for all children and young people.

Feedback and comments

- CRAE suggested that there should be a measure on the prevalence of teacher–student bullying. Research conducted by them indicated that this is a concern for children and young people.
- Participants at the event in Scotland note that there is a strong correlation between bullying, disaffection to school and teenage pregnancy. Bullying by staff is often something not captured even though it can be the root of the problem.
- Support for this measure was given by participants at the consultation event in England, particularly for its ability to explore family dynamics and religion.
- See further comments and Stonewall research discussed under Measure 5.3.

Evaluation Table 11.13 Measure 5.3

Measure	5.3 Percentage of children and young people who do not feel able to talk openly about (a) their sexual orientation, (b) a parent/s being lesbian, gay or bisexual
Source	Source not yet identified
Sub-domain	A, C, D, E, F, G, H, I, J, K, N, O, P, Q, S
Relevance	
Legitimacy	
Disaggregation characteristics	
Recorded	
Geographical coverage	
Aspect of inequality	Outcome
Frequency	
Individual level	
Robustness	

Notes

We suggest that this question is suitable only for children and young people at secondary school. This measure could be added to a general population children's survey such as the Tellus Survey going to secondary school age children or, alternatively, could be developed in a separate instrument for specific and targeted engagement and monitoring exercises.

The wording relating to who the child or young person is able to talk to may, in particular, require further refinement. For example, the question could ask specifically if they feel able to talk honestly to their peers, or specifically about talking to their family. Alternatively, it could be left broad in order to capture all of these situations. The measure could also potentially separate out (a) those who have a parent/s who is lesbian, gay or bisexual, and/or (b) those who are living with a same sex couple.

Further question development, including rigorous cognitive testing, and further consultation with stakeholders in order to address the complex issues raised by monitoring sexual orientation in the secondary school context are, however, required in relation to this measure. Stonewall's general position in relation to monitoring sexual orientation in the context of children and young people is set out in section 14.3.

Feedback and comments

- Stonewall highlighted the relevance of its research 'Different families. The experiences of children with lesbian and gay families' (available to download from www.stonewall.org.uk). This is based on interviews conducted by the University of Cambridge with over 80 children and young people from the age of four, all of whom have lesbian and gay parents and provides insights into the prevalence of homophobia in Britain's schools, including primary schools. Important issues arising from this research include:
 - Feeling able to be honest about your family life

- Negative consequences of being honest, such as a negative reaction from peers or teachers at school
- Implications of concealment e.g. emotional impact
- Concealment as a strategy resulting from fear of bullying
- Feeling included in the national curriculum, for example in discussions about family life in PHSE
- Feeling and being supported by school if there are any problems.
- The measures we have suggested (measures 5.2, 5.3 and 5.4) attempt to capture and reflect these concerns. However, we strongly recommend that further discussions with Stonewall and other stakeholders, and rigorous cognitive testing as key elements of the process of question development in this area.

Evaluation Table 11.14 Measure 5.4

Measure	5.4 Percentage of children and young people who have been bullied because of (a) perceptions of their sexual orientation, (b) perceptions of their parent/s being lesbian, gay or bisexual
Source	Source not yet identified
Sub-domain	F, G, K, O, Q
Relevance	
Legitimacy	
Disaggregation characteristics recorded	
Geographical coverage	
Aspect of inequality	Outcome
Frequency	
Individual level	
Robustness	

Notes

See comments and Stonewall research discussed under Measure 5.3.

In this measure, we are attempting to capture the experiences of children who have been honest about their family life (as opposed to Measure 5.3). The measure could either capture ongoing bullying or be phrased in order to record more one-off experiences.

The measure could be added to a general population children’s survey such as the Tellus Survey going to secondary school age children or, alternatively, developed in a separate instrument for specific and targeted engagement and monitoring exercises. Further question development, including rigorous cognitive testing, and further consultation with stakeholders in order to address the complex issues raised by monitoring sexual orientation in the secondary school context are, however, required in relation to this measure. Stonewall’s general position in relation to monitoring

sexual orientation in the context of children and young people is set out in section 14.3.

Additional notes

The WAG responded to the consultation recognising that there are no data sources to provide some of these measures for Wales. They suggest that a separate children's questionnaire within the prospective national survey for Wales would be an appropriate route.

The Children's Society and the University of York developed a national wellbeing questionnaire for children and young people in 2007 that provides a possible additional source for Individual, Family and Social Life in the question areas relating to love/care, support, fairness and respect, as well as relationships with family, friends, teachers and local people. Phase one of the survey was completed in July 2008 and had a representative sample of over 7,000 children and young people in year 6, 8 and 10 (The Children's Society, 2008).

11.4. Recommendations

- We recommend that abuse in the domestic context among the under 16s is monitored, in the same or a similar way as is done in the BCS for adults, and that consideration is given to the possibility of adding a new question in this area to the BCS extension.
- We recommend rigorous cognitive testing, piloting and further consultation with relevant stakeholders to develop (1) a measure of relationship autonomy for children and young people, (2) questions for monitoring the impact of caring on the lives of children and young people, (3) the suite of measures under Indicator 5, respect for individual and family life (including proposed questions that capture homophobic bullying).
- We recommend that the Welsh Assembly Government consider the need to identify matching Welsh sources for measures 1.3 and 3.1 in any new national survey.
- Further work is required to identify matching sources for Scotland.

12. I. Identity, Expression and Self-respect

12.1. Sub-domains

Identity, Expression and Self-respect: the capability of being and expressing yourself, and having self-respect

including to:

- A. have freedom of conscience, belief and religion
- B. have freedom of cultural identity, including being able to reject parental and/or peer group culture
- C. have freedom of expression
- D. communicate, including using information technology, and use your own language
- E. engage in cultural practices, in community with other members of your chosen group or groups, and across communities
- F. develop and maintain self-respect, self-esteem and self-confidence
- G. live without fear of humiliation, harassment, or abuse based on who you are
- H. be confident that you will be treated with dignity, equality and respect, especially by adults in positions of authority
- I. access and use public spaces freely
- J. be protected from bullying and intolerant behaviour

12.2 Short-list

This section outlines the proposed short-list of indicators for the Identity, Expression and Self-respect domain, and the measures that have been specified under each indicator.

Indicator 1: Experiences of identity-based harassment and interference

Measure 1.1 (E,W) Percentage of children and young people who said that in the last year, someone made fun of them or was rude to them because of their race, ethnicity, skin colour or religion

Measure 1.2 (E,W) Percentage of children and young people who said that in the last year, they have felt that someone treated them unfairly because of their race, ethnicity, skin colour or religion

Measure 1.3 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because of their race, ethnicity or skin colour

Measure 1.4 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because of their religion

Measure 1.5 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because they are poor and don't have a lot of money

Indicator 2: Perceptions of treatment with dignity and respect among young people

Measure 2.1 (E,W) Percentage of children and young people who say that they strongly or slightly agree that the government treats young people with respect

Measure 2.2 (E,W) Percentage of children and young people who say that they strongly or slightly agree that television and newspapers talk about young people fairly

Measure 2.3 Percentage of children and young people who have experienced age discrimination when accessing (a) the emergency services, (b) health services, (c) mental health services

Indicator 3: Being able to engage in cultural practices

Measure 3.1: (E,W) Percentage of young people in custody who report it is difficult for them to attend religious services

Indicator 4: Self-respect

Measure 4.1: Mean score on Rosenberg's self-esteem scale

Indicator 5: Freedom from stigma and stereotyping

Measure 5.1: Mean accumulated humiliation score

Measure 5.2: Percentage of children and young people who feel stereotyped and/or put down because of their (a) gender, (b) ethnicity, (c) age, (d) disability, (e) religion, (f) social class, (g) sexual orientation

12.3. Evaluation tables and feedback**Indicator 1: Experiences of identity-based harassment and interference****Evaluation Table 12.1 Measure 1.1**

Measure	1.1 (E,W) Percentage of children and young people who said that in the last year, someone made fun of them or was rude to them because of their race, ethnicity, skin colour or religion
Source	Citizenship extension
Sub-domain	A, B, C, F, G, H, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15), gender, ethnicity, religion or belief
Geographical coverage	England, Wales
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Feedback and comments

- It was noted at all the consultation events that the measures in Indicator 1 are relevant for, and should be expanded to cover, more equality characteristics.
- CRAE note that there is significant evidence to suggest that children and young people – whether homosexual or heterosexual – experience homophobic and transphobic bullying. They also report that many young women report bullying, name-calling and harassment as a result of their gender. It was suggested by some participants that boys are more likely to report physical bullying rather than verbal abuse, and that verbal abuse is often downplayed.
- CRAE also note that the data source for this indicator and Indicator 2 only covers young people between 11-15 years old. It should be expanded to cover younger children as well as 16-17 year olds.
- The Welsh Assembly Government note that this measure would be revealing if expanded to cover disabled children and young people.

Evaluation Table 12.2 Measure 1.2

Measure	1.2 (E,W) Percentage of children and young people who said that in the last year, they have felt that someone treated them unfairly because of their race, ethnicity, skin colour or religion
Source	Citizenship extension
Sub-domain	A, B, C, F, G, H, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15), gender, ethnicity, religion or belief
Geographical coverage	England, Wales
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Evaluation Table 12.3 Measure 1.3

Measure	1.3 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because of their race, ethnicity or skin colour
Source	Citizenship extension
Sub-domain	B, C, F, G, H, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15), gender, ethnicity, religion or belief
Geographical coverage	England, Wales
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Evaluation Table 12.4 Measure 1.4

Measure	1.4 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because of their religion
Source	Citizenship extension
Sub-domain	A, B, C, E, F, G, H, J
Relevance	All equality characteristics
Legitimacy	Strong

Disaggregation characteristics recorded	Age (11-15), gender, ethnicity, religion or belief
Geographical coverage	England, Wales
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Evaluation Table 12.5 Measure 1.5

Measure	1.5 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because they are poor and don't have a lot of money
Source	Citizenship extension
Sub-domain	F, G, H, J
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15), gender, ethnicity, religion or belief
Geographical coverage	England, Wales
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Feedback and comments

- This measure was particularly welcomed by participants.

Indicator 2: Perceptions of treatment with dignity and respect among children and young people

With this indicator we aim to capture the perceptions of unfair treatment of young people

Evaluation Table 12.6 Measure 2.1

Measure	2.1 (E,W) Percentage of children and young people who say that they strongly or slightly agree that the government treats young people with respect
Source	Citizenship extension
Sub-domain	G, H
Relevance	All equality characteristics
Legitimacy	Strong

Disaggregation characteristics recorded	Age (11-15), gender, ethnicity, religion or belief
Geographical coverage	England, Wales
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Evaluation Table 12.7 Measure 2.2

Measure	2.2 (E,W) Percentage of children and young people who say that they strongly or slightly agree that television and newspapers talk about young people fairly
Source	Citizenship extension
Sub-domain	G, H
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15), gender, ethnicity, religion or belief
Geographical coverage	England, Wales
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Evaluation Table 12.8 Measure 2.3

Measure	2.3 Percentage of children and young people who have experienced age discrimination when accessing (a) the emergency services, (b) health services, (c) mental health services
Source	Source not yet identified
Sub-domain	G, I, J
Relevance	All equality characteristics
Legitimacy	
Disaggregation characteristics recorded	
Geographical coverage	
Aspect of inequality	Process
Frequency	
Individual level	
Robustness	

Feedback and comments

- This measure has been included following comments from CRAE who note that discrimination of children and young people on the grounds of their age is widespread and the most common form of identity-related discrimination and harassment. As well as the services we have included above, they also suggested reviewing: public transport, using leisure or play facilities and entering shops. They suggest that age discrimination is a key area for further data collection.
- Participants commented that age is an important part of identity and feeling excluded. Age discrimination can make individuals feel as though they do not belong.
- Although this indicator isolates only one of the equality characteristics to focus on, it is felt that this is particularly important for this framework on children and young people. We also suggest that it should be possible to disaggregate the data by all equality characteristics.

Indicator 3: Being able to engage in cultural practices

Evaluation Table 12.9 Measure 3.1

Measure	3.1: (E,W) Percentage of young people in custody who report it is difficult for them to attend religious services
Source	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey
Sub-domain	A, E, H
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, ethnicity and age (14 and under, 15, 16, 17, 18)
Geographical coverage	England, Wales
Aspect of inequality	Process
Frequency	Annual (starting from 2008-09; was previously bi-annual)
Individual level	Yes
Robustness	Moderate

Notes

Starting in 2009-10, the survey includes for the first time disaggregation by religion and by Gypsy, Romany or Traveller.

Unlike previous *Children and Young People in Custody* surveys, the 2009-10 survey also asks respondents whether their disability was the cause of their victimisation during their stay in the establishment.

The ages being captured in the 2009-10 survey – the most recent survey available at the time of publication of this report – no longer includes 14 and under, but still disaggregates by the ages 15, 16, 17 and 18.

Feedback and comments

- CRAE stress the importance of being able to measure children and young people's ability to practise their religion or beliefs freely. This ability is important for children and young people to develop their own identity.

Indicator 4: Self-respect

Evaluation Table 12.10 Measure 4.1

Measure	4.1: Mean score on Rosenberg's self-esteem scale
Source	Source not yet identified
Sub-domain	F, G
Relevance	
Legitimacy	
Disaggregation characteristics	
Recorded	
Geographical coverage	
Aspect of inequality	Outcome
Frequency	
Individual level	
Robustness	

Notes

This measure of self-respect is based on Morris Rosenberg's (1965) self-esteem scale, as recommended for use in the adult's framework (see Alkire et al., 2009: 339). Rosenberg's scale was originally applied to a sample of 5,024 High School students in 10 schools in New York. This survey instrument normally consists of ten items assessed along a four point scale (see CBSS 2009, cited in Alkire et al., 2009: 339):

Please say whether you strongly agree, agree, disagree or strongly disagree with the following statements:

1. On the whole I am satisfied with myself
2. At times I think that I am no good at all
3. I feel that I have a number of good qualities
4. I am able to do things as well as most other people
5. I feel I do not have much to be proud of
6. I certainly feel useless at times
7. I feel that I am a person of worth, at least the equal of others
8. I wish I could have more respect for myself
9. All in all, I am inclined to feel that I am a failure
10. I take a positive attitude towards myself.

Items are assigned a score between 3 (strongly agree) and 0 (strongly disagree). The scoring for items 2, 5, 6, 8 and 9 are reversed. Higher scores reflect higher self-esteem. Scores between 15 and 25 are typically considered to be in the normal range, although there are no discrete cut-off points to distinguish high and low self-esteem.

Indicator 5: Freedom from stigma and stereotyping

Evaluation Table 12.11 Measure 5.1

Measure	5.1: Mean accumulated humiliation score
Source	Source not yet identified
Sub-domain	F, G
Relevance	
Legitimacy	
Disaggregation characteristics recorded	
Geographical coverage	
Aspect of inequality	Process
Frequency	
Individual level	
Robustness	

Notes

This measure draws on work by the Oxford Poverty and Human Development Initiative (see Alkire, 2007) and mirrors what is in the adult's framework. This measure aims to capture the internal experience of humiliation, defined in terms of Hartling and Luchetta's (1999) Humiliation Inventory Scale. The scale records the cumulative effect of past discrimination on the one hand, and the current fear of humiliation on the other. Levels of accumulated humiliation are assessed in terms of a five point scale ranging from 'not at all' (1) to 'extremely' (5) (Reyles, 2007, cited in Alkire et al., 2009: 342). The statements are:

Throughout your life how seriously have you felt harmed by being:

1. Excluded?
2. Put down?
3. Ridiculed?
4. Discounted?
5. Cruelly criticised?
6. Called names or referred to in derogatory terms?

Higher scores signify higher levels of accumulated humiliation.

Evaluation Table 12.12 Measure 5.2

Measure	5.2: Percentage of children and young people who feel stereotyped and/or put down because of their (a) gender, (b) ethnicity, (c) age, (d) disability, (e) religion, (f) social class, (g) sexual orientation
Source	Source not yet identified
Sub-domain	B, F, G, H, J

Relevance
Legitimacy
Disaggregation
characteristics
recorded
Geographical
coverage
Aspect of inequality Outcome
Frequency
Individual level
Robustness

Feedback and comments

- It was suggested in the consultations that a measure of stereotyping would be important to add in, supplementary to measures of bullying.

Additional notes

- It was noted by participants that this domain could explicitly cover expression by measuring the availability of community networks (online or elsewhere). This is important for the development of identity and self-respect, and is particularly important for LGBT children and young people.
- Participants commented that the use of Scottish dialects and languages should be made explicit under the sub-domain of 'use your own language'. Furthermore, a key issue for Scotland is the access and use of public spaces.

12.4 Recommendations

- We recommend that all the measures in Indicator 1 – experiences of identity-based harassment and interference – be expanded to cover disability. This includes for example, Measure 1.1 taken from the Citizenship extension: Percentage of children and young people who said that in the last year, someone made fun of them or was rude to them because of their race, ethnicity, skin colour or religion. The extended question would read: Percentage of children and young people who said that in the last year, someone made fun of them or was rude to them because of their race, ethnicity, skin colour or religion or disability.
- In addition, consideration should be given to including sexual orientation in the list of targeting characteristics in the context of secondary school children and young people. However, rigorous cognitive testing and further consultation with stakeholders will be required and the possibility of fielding a question of this type in a separate monitoring instrument rather than a general children's survey should also be considered.

- We recommend that disability is added to the set of disaggregation characteristics recorded in the Citizenship extension.
- We recommend that measures that capture perceptions of age discrimination in public services experienced by children and young people, are taken forward.
- We recommend work to take forward the development of the self-esteem measure, and the mean accumulated humiliation score, for children and young people, in parallel with work in these areas for adults, and that further work is undertaken to develop a measure of stereotyping and/or being put down on the grounds of social identity characteristics. Consideration should be given to including sexual orientation in the list of targeting characteristics in the context of secondary school children and young people. However, rigorous cognitive testing and further consultation with stakeholders will be required and the possibility of fielding a question of this type in a separate monitoring instrument rather than a general children's survey should also be considered.
- Further work is required to identify matching sources for Scotland.

13. J. Participation, Influence and Voice

13.1. Sub-domains

Participation, Influence and Voice: The capability to participate in decision-making, have a voice and influence

including, as appropriate to the child's stage of development, to:

- A. be encouraged and supported to participate in decision-making, which includes having access to advocacy, especially in decisions which directly affect your own life
- B. participate in the formulation of government policy, locally and nationally
- C. participate in non-governmental organisations concerned with public and political life
- D. be listened to with respect
- E. get together with others, peacefully, without being moved on or accused of being a nuisance
- F. form and join clubs, groups and organisations, including trade unions if you work
- G. participate in the local community

13.2 Short-list

This section outlines the proposed short-list of indicators for the Participation, Influence and Voice domain, and the measures that have been specified under each indicator.

Indicator 1: Participation in decision-making processes in critical areas of the lives of children and young people

Measure 1.1a Percentage of children and young people who feel able to express their view freely in matters affecting them

Measure 1.1b Of the children and young people that have expressed a view in matters affecting them, the percentage who feel their view was taken seriously by decision-makers

Measure 1.2a (E) Percentage of children and young people who feel that their:
(a) ideas about their school have been listened to 'a lot' or 'a little' when given to the school council or in some other way
(b) lives would be better if there were more chances to have a say in how things are run at school or in the local area

Measure 1.3 (E) Percentage of children and young people who report that they were asked to and then gave their ideas to a school council and/or a youth council or youth parliament about things that are important to them in the last year, and/or during a meeting outside school about making things better in his/her local area

Measure 1.4 (E,W) Percentage of children and young people who have ever been involved with a school committee or school council

Measure 1.5 (E,S,W) Percentage of children and young people who report that they have no say at all over decisions made by:
(a) their local council
(b) national government

Measure 1.6 (E,S,W) Percentage of children and young people who report that they have no say at all over what they do and over what happens to them in their day-to-day life

Indicator 2: The political activities of children and young people

Measure 2.1 (E,W) Percentage of children and young people who say that they have (a) attended a public meeting, demonstration or protest, (b) signed a petition, or (c) contacted a local councillor or a Member of Parliament (MP)

Measure 2.1 (S) Percentage of children and young people who say that they have (a) attended a public meeting, demonstration or protest, (b) signed a petition, or (c) contacted a local councillor or a Member of Scottish Parliament (MSP)

Measure 2.1 (W) Percentage of children and young people who say that they have (a) attended a public meeting, demonstration or protest, (b) signed a petition, or (c) contacted a local councillor or a Member of Welsh Assembly

Measure 2.2 (S) Percentage of young people who participate in elections to the Scottish Youth Parliament

Measure 2.3 Percentage of children and young people who participate in the:
 (a) Children’s Youth Parliament
 (b) Young Scot

Indicator 3: Involvement in clubs, organisations and the local community

Measure 3.1 (E,S,W) Percentage of children and young people who say that they hardly ever/never go to:
 (a) youth clubs, scouts, girl guides, or other organised activities
 (b) do sports (including football, aerobics, dance classes and swimming)

Measure 3.2 (E,W) Percentage of children and young people who say that there are enough activities for young people in their area

Measure 3.3 (E) Percentage of children and young people who report that in the last four weeks they have taken part in a group activity led by an adult outside school lessons (such as sports, arts, or a youth group)

Measure 3.4 (E) Percentage of children and young people who report that they have participated in a youth centre or club (including a religious, faith or community group) to taken part in organised activities in the last four weeks

Indicator 4: Being treated with dignity and respect by while accessing and participating in decision-making processes and forums

Measure 4.1 Percentage of children and young people treated with dignity and respect while accessing and participating in local or national decision-making forums

Indicator 5: Inclusion in participation in mainstream activities

Measure 5.1 Percentage of children and young people who don’t feel that they can participate in mainstream activities because of their age, gender, disability, ethnicity, religion/belief, social class, sexual orientation and/or transgender status

13.3 Evaluation tables and feedback

Indicator 1: Participation in decision-making processes in critical areas of the lives of children and young people

Evaluation Table 13.1 Measure 1.1

Measure	1.1a Percentage of children and young people who feel able to express their view freely in matters affecting them
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	1.1b Of the children and young people that have expressed a view in matters affecting them, the percentage who feel their view was taken seriously by decision-makers
Source	Source not yet identified
Sub-domain	A, D

Feedback and comments

- Save the Children is developing a set of measures to monitor the rights of disabled children in Scotland (Save the Children, 2010). The measures cover a broad range of topics including education, healthcare, social life and economic disadvantage. We hope that the majority of their measures will be covered in this Framework, with this measure capturing the right of the individual to be involved in decision-making process, an important theme in the Save the Children research.

Evaluation Table 13.2 Measure 1.2

Measure	1.2a (E) Percentage of children and young people who feel that their: (a) ideas about their school have been listened to 'a lot' or 'a little' when given to the school council or in some other way (b) lives would be better if there were more chances to have a say in how things are run at school or in the local area
Source	Tellus Survey
Sub-domain	A, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (by receipt of free school meals as a proxy)
Geographical coverage	England
Aspect of inequality	Process
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 13.3 Measure 1.3

Measure	1.3 (E) Percentage of children and young people who report that they were asked to and then gave their ideas to a school council and/or a youth council or youth parliament about things that are important to them in the last year, and/or during a meeting outside school about making
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	things better in his/her local area
Source	Tellus Survey
Sub-domain	NB: the source question for this measurement is only asked in questionnaire for years 8 and 10, not for year 6
Relevance	C
Legitimacy	All equality characteristics
Disaggregation characteristics recorded	Strong Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (by receipt of free school meals as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 13.4 Measure 1.4

Measure	1.4 (E,W) Percentage of children and young people who have ever been involved with a school committee or school council
Source	Citizenship Extension
Sub-domain	A, F, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15), gender, ethnicity, religion or belief
Geographical coverage	England and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Evaluation Table 13.5 Measure 1.5

Measure	1.5 (E,S,W) Percentage of children and young people who report that they have no say at all over decisions made by: (a) their local council (b) national government
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Source	YouGov/Citizenship Foundation Survey
Sub-domain	A, B, G
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (14-25), social class
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Process
Frequency	One-off
Individual level	Yes
Robustness	To be confirmed at the technical stage

Notes

The YouGov poll, 'Young people, politicians, participation and power', was commissioned by the Citizenship Foundation to mark its 20th year and disaggregates by many characteristics, including those relevant to the children's Equality Measurement Framework: gender, age (14-25), social grade, government office region, Wales, Scotland and student status. It has a sample size of 3,944 and the survey was carried out online between 18th and 25th November 2009. The figures have been weighted.

Evaluation Table 13.6 Measure 1.6

Measure	1.6 (E,S,W) Percentage of children and young people who report that they have no say at all over what they do and over what happens to them in their day-to-day life
Source	YouGov/Citizenship Foundation Survey
Sub-domain	A
Relevance	All equality characteristics
Legitimacy	Measurement was included in response to feedback and comments from specialist consultation
Disaggregation characteristics recorded	Gender, age (14-25), social class
Geographical coverage	England, Scotland and Wales
Aspect of inequality	Process
Frequency	One-off
Individual level	Yes
Robustness	To be confirmed at the technical stage

Notes

See note to Table 13.5.

Feedback and comments

- CRAE suggested that this indicator would be best served by using measures that more closely relate to Article 12 of the UNCRC, for example: the percentage of children and young people who feel able to express their views freely in matters affecting them; of the children and young people that have expressed views in matters affecting them, the percentage that feel their views were taken seriously by decision-makers. The comment reflected the general point that in reference to the measures as a whole, we are concerned that they focus too strongly on collective decision-making at the expense of looking at the extent of an individual's child's involvement in decisions that affect him or her. Evidence suggests that while there have been improvements in the extent of children and young people's involvement in collective decision-making and consultative forums, children and young people are still not routinely heard in decisions affecting their personal lives. The measures specified under the original short-list would not, in CRAE's view, provide an adequate measure of the extent and impact of children and young people's participation as defined by the UNCRC.
- CRAE noted that they could provide multiple examples of questions which have been used to ascertain children and young people's experiences in national representative and self-selecting polls. However, we are unaware of any currently collected data which would support the measures suggested above in relation to Article 12 of the UNCRC.
- CRAE felt that indicators 67 and 68 (having a say over decisions made by the local council, and over decisions made by national government) would be the most useful of the YouGov measures for determining how far children and young people feel empowered to participate in decision-making. These measures should be disaggregated by all equality characteristics; they will also need to be further supplemented by measures concerning how far children are heard in decisions affecting their personal lives (as noted above).
- They also suggested that whilst the Tellus Survey is an immensely valuable source of information, they would introduce a note of caution in only using this data to measure the level of participation of children and young people in decision-making processes. Questions in Tellus4 constituted a significant backward step when compared to questions in Tellus2 and Tellus3 (which had focused on how far children felt they were heard in schools rather than on children's involvement through specific structures). The survey also only covers children in school and in certain year groups, and has been criticised for not being accessible for children with disabilities.
- Participants in London emphasized that the overall point of the measures in this domain should be to capture and reflect whether the views of children and young people had made a difference. We should consider developing a measure that reflected this central and overarching concept. The different forms of participation

and involvement e.g. international communities and via the internet were also discussed.

- Participants in Scotland suggested the possibility of a Scottish-specific measure highlighting participation in the Scottish youth parliament and children's youth parliament. It was also suggested that local councils could provide data on involvement with a school committee or school council.
- Another issue raised in the Scottish context was whether we had really managed to capture how far young people themselves are involved in shaping decisions that affect their lives. The work of 'walk the talk' at Health Scotland was highlighted as being potentially useful here. The Young Person's Health panel being hosted by Health Scotland could also be important (<http://www.walk-the-talk.org.uk/>).
- Enable Scotland emphasised the importance under Indicator 1, Measure 1.4 and Indicator 2, Measure 2.1 of disaggregating by disability.

Indicator 2: The political activities of children and young people

Evaluation Table 13.7 Measure 2.1

Measure	2.1 (E,W) Percentage of children and young people who say that they have (a) attended a public meeting, demonstration or protest, (b) signed a petition, or (c) contacted a local councillor or a Member of Parliament (MP)
	2.1 (S) Percentage of children and young people who say that they have (a) attended a public meeting, demonstration or protest, (b) signed a petition, or (c) contacted a local councillor or a Member of Scottish Parliament (MSP)
	2.1 (W) Percentage of children and young people who say that they have (a) attended a public meeting, demonstration or protest, (b) signed a petition, or (c) contacted a local councillor or a Member of Welsh Assembly
Source	2.1 (E,W): Citizenship Extension 2.1 (S) (W): Source not yet identified
Sub-domain	B, C, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	2.1a: Age (11-15), gender, ethnicity, religion or belief
Geographical coverage	2.1a: England and Wales
Aspect of inequality	Outcome

Frequency	Annual
Individual level	Yes
Robustness	Tbc at technical stage

Notes

Measure 2.1a: although this measure covers Wales, it does not include the Welsh Assembly Government. As such, data for Wales may only be relevant for the first two parts of this measure.

The following information was collected on the political activities of children and young people in the YouGov/Citizenship Foundation Survey:

Indicator 37, YouGov/Citizenship Foundation Survey (Domains: B)
Please indicate how likely or unlikely you are to vote in the General Election, either now if you are 18 or over or in the future when you reach 18 (10 – Certain to vote; 0 – Certain not to vote; Don't know)

Indicator 51, YouGov/Citizenship Foundation Survey (Domains: C, F, G)
Would you ever join/have you participated in a youth parliament, a local youth council or in some other political forum that directly involves young people?
(a) Yes, I have/would consider doing so;
(b) No, I have not/would not consider doing so;
(c) Don't know

Indicator 58, YouGov/Citizenship Foundation Survey (Domains: C, E, F, G)
Have you ever joined a campaigning group in your local community?

Indicator 60, YouGov/Citizenship Foundation Survey) (Domains: C, F)
Have you ever joined an online group on a social networking site (e.g. Facebook, MySpace, Bebo etc.) that was set up to promote or discuss a political issue or campaign?

Indicator 62, YouGov/Citizenship Foundation Survey) (Domains: C, F)
Are you a member of any of the organisations or associations listed below?
Please tick all that apply: (f) A pressure group

Evaluation Table 13.8 Measure 2.2

Measure	2.2 (S) Percentage of young people who participate in elections to the Scottish Youth Parliament
Source	Source not yet identified
Sub-domain	C, G, F

Evaluation Table 13.9 Measure 2.3

Measure	2.3 Percentage of children and young people who participate in the: (a) Children's Youth Parliament (b) Young Scot
Source	Source not yet identified
Sub-domain	C, G, F

Feedback and comments

- CRAE suggested that they would discourage the inclusion of questions regarding children and young people's voting intentions in the future. There is significant evidence that such questions are open to wide interpretation by children and young people. We feel it would be more useful to focus the measures under this indicator on the extent to which children and young people are involved in civic activity. Extending the questions in the Department for Communities and Local Government's *Citizenship and Place Survey* to children and young people (it currently only covers adults) would provide a data source for this measure; we understand that such an extension is in the planning stages at present.
- One participant noted that in relation to the YouGov/Citizenship Foundation Survey, it would be appropriate to remove the word 'British' from their survey in order to make it easier for those whose identity is other than British-first to feel included. Under Measure 2.1, the importance of including Member of the Scottish Parliament (MSP) and their Welsh equivalents should be stated as well as MPs was also noted.
- Participation in elections to the Scottish Youth Parliament was proposed as an appropriate Scottish-specific measure.

Indicator 3: Involvement in clubs, organisations and the local community**Evaluation Table 13.10 Measure 3.1**

Measure	3.1 (E,S,W) Percentage of children and young people who say that they hardly ever/never go to: (a) youth clubs, scouts, girl guides, or other organised activities (b) do sports (including football, aerobics, dance classes and swimming)
Source	British Household Panel Survey (BHPS)
Sub-domain	A, C, D, E
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age (11-15; 16+), social class

Geographical coverage	England, Scotland and Wales
Aspect of inequality	Outcome
Frequency	Annual
Individual level	BHPS: Household and Individual
Robustness	Good

Notes

All household members aged 16 and over are interviewed in the BHPS. Since 1994, children aged 11-15 also complete a short interview.

Evaluation Table 13.11 Measure 3.2

Measure	3.2 (E,W) Percentage of children and young people who say that there are enough activities for young people in their area
Source	British Crime Survey Extension to Children
Sub-domain	F
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Gender, age (10-15), ethnicity, disability, religion or belief are identified. However, availability of BCS estimates disaggregated at levels below national level will be in line with Home Office analysis appearing in the section 'Feedback from the Home Office' (pages 87-8). Of specific relevance is the Home Office comment appearing in the section titled 'BCS extension to children'. This will require clarification at the technical stage.
Geographical coverage	England and Wales
Aspect of inequality	Process
Frequency	First BCS estimates from the extension of the survey to children aged 10 to 15 were published as experimental statistics in June 2010 in conjunction with a consultation with users of the statistics. The publication schedule and availability of estimates from the BCS extension was one of the issues for which the Home Office sought comments. The Home Office is due to publish a response to the consultation but at the time of writing no formal decision has been made on the frequency of publication of estimates from children from the BCS. See Annexe 1, 'Experimental statistics on victimisation of children aged 10 to 15: Findings from the British Crime Survey for the year ending December 2009' (http://homeoffice.gov.uk/science-research/research-statistics/)
Individual level	Yes
Robustness	Tbc at technical stage

Evaluation Table 13.12 Measure 3.3

Measure	3.3 (E) Percentage of children and young people who report that in the last four weeks they have taken part in a group activity led by an adult outside school lessons (such as sports, arts, or a youth group)
Source	Tellus Survey
Sub-domain	F, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (by receipt of free school meals as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Evaluation Table 13.13 Measure 3.4

Measure	3.4 (E) Percentage of children and young people who report that they have participated in a youth centre or club (including a religious, faith or community group) to take part in organised activities in the last four weeks
Source	Tellus Survey
Sub-domain	F, G
Relevance	All equality characteristics
Legitimacy	Strong
Disaggregation characteristics recorded	Age (11-15 year olds with 13-15 year olds being asked more questions), gender, disability, ethnicity, religion (optional question), social class (by receipt of free school meals as a proxy)
Geographical coverage	England
Aspect of inequality	Outcome
Frequency	Annual
Individual level	Yes
Robustness	Good

Indicator 4: Being treated with dignity and respect while accessing and participating in decision-making processes and forums

Evaluation Table 13.14 Measure 4.1

Measure	4.1 Percentage of children and young people treated with dignity and respect while accessing and participating in
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	local or national decision-making forums
Source	Source not yet identified
Sub-domain	A, D

Feedback and comments

- Participants suggested that the equivalent measure within the adult framework (5.1), the percentage who feel they are treated with dignity and respect while accessing and participating in local and national decision-making forums, could be easily adapted for use with children and young people. We note that this measure is currently under development for the adult indicators. A similar exercise should be undertaken in order to provide data on children and young people's experiences of participation in similar processes and forums.
- CRAE noted that they are not aware of any centrally-collected data detailing children and young people's experiences of involvement in decision-making processes and forums. Unfortunately, certain measures that might have provided data under this indicator have now been discontinued. These include a measure of the number of children in care who participate in statutory reviews, including through or with an advocate (initially collected by the Department for Children, Schools and Families, but which now appear to have been discontinued), and children and young people's experiences of participation in health decisions (formerly collated via the *Young Patients Survey* by the Healthcare Commission, but last conducted in 2004). These former data sets could provide a useful basis from which to develop new measures for this indicator.

Indicator 5: Inclusion in participation in mainstream activities

Evaluation Table 13.15 Measure 5.1

Measure	5.1 Percentage of children and young people who don't feel that they can participate in mainstream activities because of their age, gender, disability, ethnicity, religion/belief, social class, sexual orientation and/or transgender status
Source	Under development
Sub-domain	C, D, F, G

Feedback and comments

- Enable Scotland proposed the inclusion of an additional measure reflecting the inclusion of young people with a disability into mainstream activities.

13.4 Recommendations

- We agree with participants that it is critical that the measures for the Participation domain capture and reflect the extent and impact of children and young people's

participation as defined by the UNCRC. With this in mind, we recommend that development of Measure 1 of Indicator 1 is taken forward, in order to capture and reflect the overarching UNCRC concepts, focusing on the ability of children and young people to express their views in matters affecting them, and to have their views taken seriously by decision-makers.

- We recommend that disability status is recorded in the YouGov/Citizenship Foundation Survey.
- We recommend that disability status is recorded in the Citizenship extension to children.
- We recommend that a new Indicator on the inclusion of children and young people into mainstream activities is also taken forward. This will facilitate an evaluation of the extent to which children and young people report that age, gender, disability, ethnicity, religion/belief, social class, sexual orientation and/or transgender status are barriers to participation. In line with our general recommendations on disaggregation, it is anticipated that a survey question of this type that includes sexual orientation could be added to a general population children's survey going to secondary school age children or, alternatively, developed in a separate instrument for specific and targeted engagement and monitoring exercises. Questions that include reference to transgender would be suitable for specific and targeted engagement and monitoring exercises only.
- We recommend that further work is required to identify matching sources for Scotland.

14. Final conclusions and recommendations

This chapter summarises the process of extending the EMF to cover children and young people, and outlines recommendations arising from the study. The recommendations are those of the authors alone. Some are general and others are domain specific. They build directly on the findings from this study and are designed to guide and assist data providers and those central to the future development of the framework.

The CMF is intended to monitor the position of children and young people from an equality and human rights perspective, providing a baseline of evidence to inform policy priorities and to identify issues needing further investigation. As a result of this study, 50 indicators have been identified for children and young people across the 10 domains, comprising 200 measures overall. The number of measures is somewhat greater than originally intended, and this reflects a number of factors.

- Human rights have been treated as a cross-cutting theme in the project and there has been increased emphasis on disaggregation by additional 'vulnerable groups' (see section 14.5 below). This has necessitated the specification of additional measures, some of which are sub-group specific, and this has had an 'inflationary' effect on the number of measures in the CMF.
- The fact that the technical stage of the project has not yet been undertaken has also played a role. In some cases we specified measures derived from alternative data sources; decisions on the suitability of these sources will need to be made as the CMF is developed, once sample size has been checked.
- We have tried wherever possible to include common measures of the equality and human rights position of young people in England, Scotland and Wales. However, many participants highlighted the importance of country-specific measures, and in some cases (e.g. in the context of education) called for both country specific measures (to reflect country-level arrangements) and common measures (to present a comparable picture of progress of England, Scotland and Wales) to be included within the CMF. Even allowing for the fact that the CMF is currently under-populated for Scotland, this has necessarily had an 'inflationary' effect on the number of measures within the system. The fact that responsibilities for many aspects of the lives of children and young people are devolved reinforces this 'inflationary' effect.

14.1 The process of selecting indicators

This stage of the development of the CMF has involved developing and agreeing a set of statistical indicators that can be used with the list of central and valuable freedoms and opportunities for children and young people, constructed and refined in

previous stages of the development of the Framework (see Chapter 1). To this end, a set of selection criteria were modified from the adults EMF (Alkire et al., Chapter 2) and then revised taking account of the consultation feedback (see Chapter 1). Using these selection criteria, a provisional set of indicators and associated measures were identified across the 10 domains of the CMF. This provisional list was then subjected to consultation with stakeholders from the children and young people fields, including voluntary sector organisations, equality and human rights groups, policy-makers from major Government Departments and the devolved administrations, and academic specialists. Full-day consultation events were held in England, Scotland and Wales, together with a web consultation, based on 10 briefing papers. Formal meetings with cross-government and local government bodies, and several one-to-one meetings and email exchanges with a range of stakeholders and data providers, were also undertaken. The indicators and measures were altered and improved through the process of consultation in significant and important ways, finally resulting in a revised short-list.

14.2 Overall reactions to the CMF

The extension of the EMF to children and young people was welcomed by the overwhelming majority of participants as a very positive step forward. The critical importance of monitoring the equality and human rights position of children and young people was highlighted by stakeholders throughout the consultation, and participants felt it was imperative that the Framework for children and young people is taken forward alongside that for adults. For example, CRAE highlighted the particular contribution the EMF makes to equality and human rights monitoring and that the extension of the EMF to cover children and young people is an important step in developing a robust evidence base on equality and human rights concerns.

Participants welcomed the development of the CMF to ensure that aspects of inequality affecting children can be tracked effectively. The three different aspects of inequality – of outcome, of process, and of autonomy – are seen to be particularly important given the complex and changing nature of a child's relationship with his or her peers, parents and carers, other adults, and the state. CRAE believes that tracking these aspects will provide evidentiary analysis to support the development of policy and practice to address children's low status in society and discrimination against children on the grounds of age (in public services and public spaces). In addition, it will also support the UK to better meet its obligations to children and young people under the UNCRC.

Some concerns and reservations were also expressed by participants. As in the context of the adult's Framework, a particular concern related to the magnitude and manageability of the CMF. The plans for managing the EMF indicators and measures

through the development of a web-tool generally alleviated these concerns. Further details of this proposal are discussed below. Another overall concern raised by participants relates to the human rights positioning of the Framework. Participants understood and acknowledged that the CMF conceptual grid is derived from the international human rights framework, and appreciated that the UNCRC had been used to develop the list of central and valuable freedoms and opportunities for children and young people, along with deliberative consultation with children, parents, teenagers and young adults. Nevertheless, two key overall concerns were expressed from the human rights perspective.

The first of these was that disaggregation might be restricted to the 'equality strands'. There was strong support for monitoring by the set of disaggregation characteristics derived from the Equality Act (2006) (ethnicity, age, religion or belief, gender, disability, sexual orientation and transgender) together with social class. However, there was also a strong feeling that disaggregation should be extended beyond these eight characteristics to cover 'other' vulnerable groups (e.g. refugee and asylum-seeking children, looked after children, children living in income poverty etc.). For example, CRAE raised the concern that the data sources would focus primarily on life in the mainstream – for example on children and young people who are in school (for example through the DCSF Tellus Survey) – and on older children (the *British Crime Survey*, for example, only covers those aged 10 and over). Yet it is critically important that monitoring covers marginalised and vulnerable children for whom the risk of inequality and human rights violations are particularly high. CRAE suggested that Selection Criterion 10 (disaggregation by additional population sub-groups) should be emphasised when identifying existing and required data sets for the final indicators and associated measures. Such disaggregation should include family type, asylum and refugee status, care status, type of education (school, pupil referral unit, special school, residential special school, boarding school), and socio-economic group. This would facilitate effective analysis of the CMF Framework indicators and allow the measures to be more easily applied in a policy and legislative context to support the full implementation of the UNCRC.

We think that our proposal to use a list of vulnerable groups in conjunction with the CMF is an important innovation in this area that will ensure that the 'vulnerable groups' tier of the 3-D Matrix presented in Chapter 1) is 'unpacked'. The use of a list of vulnerable groups reflects the recommendations of UN Human Rights Committees, which have highlighted the need for official recognition of the vulnerable groups that should be separately monitored from the human rights perspective. The approach also reflects the analysis of the Joint Committee on Human Rights, which has suggested in the context of the Child Poverty Act that failure of the statistical systems being used to monitor the implementation of the Child Poverty targets to

cover sub-groups could be a form of differential treatment (JCHR, 2009b). The research team also raised this issue with DCSF in the context of monitoring education gaps. DCSF has a Departmental Strategic Objective that aims to reduce educational gaps of vulnerable children. However, our discussions suggested that statistical systems for monitoring the implementation of this DSO focus on disaggregation by ethnicity. We feel that the use of the list of vulnerable groups in conjunction with the CMF is an important innovation that will help to ensure that the human rights of children and young people are systematically captured and reflected in monitoring systems of this type.

The second overall concern from the human rights perspective was that Selection Criterion 23 ('the portfolio as a whole should include at least some indicators of particular human rights concerns') was not sufficiently compelling. Some participants felt that **all** domains should include some indicators of existing human rights concerns. They suggested that violations of children's human rights are systemic in certain settings and with regard to particular rights, and that combating this is made more challenging by the lack of robust, centrally collected data in relation to many of these issues. Including such indicators, they argued, would provide a valuable measure of progress towards meeting the UK's international human rights obligations to children and young people.

- We recommend that the list of vulnerable children and young people is used in conjunction with the CMF. This is in line with the recommendations of international human rights Committees and enables the vulnerable groups layer in the 3-D Matrix presented in Chapter 1 to be 'unpacked'.

The Commission's decision to develop a parallel framework to the EMF – the Human Rights Measurement Framework (HRMF) – will result in the identification and agreement of a set of indicators and measures that will specially focus on human rights concerns. In order to address the concerns of participants, we recommend that HRMF 'outcome' indicators that capture the human rights position of children and young people should ultimately be added to the existing list of indicators and measures in the CMF.²⁵ As a contribution towards this goal, a number of measures for children and young people that we have developed in preparatory work for the HRMF consultation have been included within the CMF (discussed below).

²⁵ This recommendation should not be interpreted as implying that the HRMF should not be used as a stand-alone Framework. The HRMF focuses on structural and process indicators as well as outcome indicators and the central focus is individual Article of the HRA and international treaties. The EMF and the HRMF should therefore be regarded as parallel Frameworks rather than as substitutes.

- We recommend that the 'outcome' indicators and measures for children and young people identified through the Human Rights Measurement Framework should be added to the existing indicators in the CMF when they are available, in order to ensure that human rights concerns are reflected and captured within each EMF domain.

14.3 Disaggregation characteristics

We have specified measures that capture homophobic bullying, and respect for individual and family, that should be fielded in the primary as well as the secondary school context. We recommended that the development of these measures should be taken forward including cognitive testing, further research and discussions with data providers. In particular, we recommend that these questions should be added to the Tellus Survey. DCSF has already indicated its willingness to consider new questions on homophobic bullying that can be fielded in the primary school context.

The assumption of this project is that the set of disaggregation characteristics that have been applied in the context of the EMF for adults should also be applied in the context of the CMF. These are the disaggregation characteristics derived from the Equality Act 2006 (ethnicity, age, disability, religion or belief, gender, sexual orientation and transgender) together with social class. Children and young people are protected by the Equality Act (2006) in the same way as adults and the same set of disaggregation characteristics should therefore apply.

- We recommend that in general the set of disaggregation characteristics (ethnicity, age, disability, religion or belief, gender, sexual orientation, transgender and social class) that have been applied in the context of the EMF for adults should be viewed as applying in the context of the CMF.

Given this overall position, participants were invited to discuss whether the application of the disaggregation characteristics should be systematic in the context of the CMF or whether age thresholds are necessary and/or desirable. CRAE welcomed the intention to disaggregate indicators by equality characteristics, and feel strongly that all indicators and associated measures relating to children and young people should at a minimum be disaggregated by ethnicity, gender, age, religion or belief, disability and sexual orientation. CRAE further suggested that it would be inappropriate to apply age thresholds to specific equality characteristics. The application of equality characteristics should assume that each characteristic applies to every child (all those aged 17 and under, reflecting the definition of the child in international and domestic law). Regarding certain characteristics such as sexual orientation or religion or belief as applying only to those above a certain age somewhat invalidates the measure and risks being discriminatory. It also raises the

question about how age thresholds could be set in a non-arbitrary way. Children's human rights require that arbitrary age limits are not imposed, and that decisions affecting the child are informed by a child's evolving capacity (his or her age, maturity and level of understanding) – and this principle should be reflected in the CMF.

Participants at the London consultation event reinforced this view. Some suggested that clear-cut lessons can be drawn from experiences with challenging discrimination on the grounds of disability and ethnicity. Disaggregation must be systematic and at all ages, to avoid concealment of discrimination and achieve transparency. Therefore, disaggregation by sexual orientation should be systematic and requests for social survey data to be systematically disaggregated by sexual orientation should be made – including in the context of children and young people of all ages. At the Scottish consultation event, participants argued that if a child is experiencing discrimination or disadvantage, then it is necessary to identify and monitor this discrimination and disadvantage, even where this is associated with a 'sensitive' topic such as sexual orientation. Further, whilst a child might not have any understanding at age five what sexual orientation is, he or she might understand more about **perception** of sexual orientation by others. For instance, in primary school, if someone calls you 'poof', you may not fully understand the idea of sexual identity, but that term could have negative impacts. For this reason, one approach would be to focus on treatment by others and issues such as bullying on the grounds of perceived characteristics.

In the context of the adult's EMF, Alkire et al. (2009) recommended that the sexual identity question developed by ONS become a standard part of the demographic information collected in all major surveys, as soon as practicable. This recommendation follows on from the general progress in this area. While sexual orientation will not be measured by the ONS in the census, a sexual identity project (ONS, 2009) has been undertaken to develop a sexual identity question to be used for social surveys and equal opportunity monitoring purposes. Questions of this type are now included in the major continuous surveys, including the Labour Force Survey (LFS) and the Opinions Survey (previously known as the ONS Omnibus) as well as the British Crime Survey, the Citizenship Survey and other major surveys. Therefore, the sexual identity of young people aged 16-18 years old will be recorded in these surveys. We also understand that a similar question is being added to all surveys funded by the Scottish Government. We strongly feel that a question on sexual identity/sexual orientation that can be fielded in the secondary school context should be developed.

We feel that systematic requests for disaggregation by sexual orientation of this type may not, however, be meaningful and/or a priority in the context of some of the

indicators and measures we are proposing, where these relate to very young children. For example, our measures of early years achievement apply at age five and we feel that it would not be meaningful for this measure to be disaggregated by sexual orientation. More broadly, we wanted, through the consultative process, to explore people's views on whether systematic requests for disaggregation by sexual orientation should be made in the context of specialist children's surveys fielded in primary schools.

In order to explore the issues further, the research team attended a research seminar 'Monitoring and researching young people's sexual orientation: asking the right questions, at the right time', organised by the Commission in March 2010 and presented by Dr Liz McDermott (University of York). There was general agreement among seminar participants that it is important to monitor sexual orientation for children and young people, but it was also felt that a rationale to do so was important. For instance, how does sexual orientation impact educational outcomes? Would poor education outcomes be linked to difficulties faced at home because of sexual orientation? From a policy perspective, it is critical to understand what is happening within that age group in terms of bullying, discrimination and sexual orientation. Some participants suggested that, overall, it is appropriate for the 16+ age group to be systematically asked at least about sexual identity. It was suggested that as a step forward, the wording that ONS uses in a sexual identity question needs to be supplemented with the word use of 'unsure' or 'questioning'. A number of participants suggested that in principle there are no objections to asking primary school age children about sexual orientation. Some felt that the questions asked to primary school aged children should be different in the primary school context. It was suggested as well that there needs to be cognitive testing on what children understand, and at what age – in regards to sexual identity – before proceeding with this age group. Others emphasised that for all questions relating to asking children and young people about their sexual orientation, it would be imperative to have clear rationale: what information are we after and why? It would be critical to demonstrate that the movement towards adopting wider measurements on sexual orientation are linked to identifying issues of bullying and discrimination and that in the primary school context, there must be a clear rationale for proceeding. A number of sources were subsequently provided on research on the age at which children acquire sexual identity and on the development of attraction and desire in children and young people (McDermott 2010). These sources include Clarke et al. (2010) and Savin-Williams and Diamond (2000). Sources provided on homophobic bullying in primary school and issues facing the development of sexual identity in primary school-aged children include Allan et al. (2008), Renold (2002 and 2005), Atkinson and DePalma (eds. 2008 and 2009).

In relation to monitoring by transgender, the organisation Gender Identity Research and Education Society (GIRES) provided the following sources on issues such as gender development, transphobic bullying in schools and medical care for gender variant children and young people: Department of Health (2008), Home Office (2010), DCSF (2009d), Gender Identity Research and Education Society (2008), Reed et al. (2009) and Greytak (2009). Surveys used in Whittle et al. (2007) and Greytak et al. (2009) could be used to develop good practice questions for the experiences of transgender children and young people.

The team also discussed the issues in a one-to-one meeting with DCSF. DCSF suggested that for survey questions relating to sexual orientation and transgender, the general rule of thumb would be (1) systematically apply in the context of secondary school children and above; (2) not relevant in the context of early years; (3) in the context of primary school, proceed with good practice question e.g. relating to homophobic bullying rather than demographic information on sexual orientation. The relevance of an existing survey which asks about bullying on the basis of characteristics/perceived characteristics was highlighted here. It was pointed out that this is not the same as asking about whether the person has the characteristics themselves, but rather focuses on why the respondent thinks that he or she is being targeted (i.e. where the potential targeting characteristics might include, for example, sexual orientation or perceived sexual orientation). Overall, DCSF felt that it does not make sense to ask sexual identity questions in an early years context, and that they would be reluctant to add sexual orientation systematically into specialist children's surveys (e.g. Tellus Survey). In principle, however, DCSF agreed that it would consider taking forward anti-bullying questions that reference targeting characteristics, including targeting characteristics that relate to sexual orientation and sexual identity. It would also consider including more direct questions regarding sexual identity and sexual orientation in a secondary school context (DCSF 2010b).

Finally, we invited Stonewall to discuss the issues with us in more detail. Stonewall's position is that monitoring is a complex and confusing concept for most people who do not work in the equality and diversity industry, but is a crucial component of ensuring all services and opportunities are equally available to all groups. Monitoring is also necessary to establish the nature and extent of discrimination.

Monitoring is an umbrella term covering several often distinct things:

- Collecting data about the protected characteristics of known individuals
- Collecting data about the protected characteristics of people anonymously
- Enabling individuals to disclose information about their protected characteristics in order to receive a different service

- The collection of data about discrimination that individuals may have experienced, without necessarily collecting data on their protected characteristics.

These different types of monitoring are relevant to all protected characteristics and when considering sexual orientation and young people, these are very relevant. All general monitoring forms for adults should include sexual orientation as a matter of course. Major employers have monitored their staff on the grounds of sexual orientation for over five years and this year marks the introduction of sexual orientation into most major government surveys, with the exception of the census. For young people over the age of 16, monitoring is perfectly acceptable and Stonewall is working to ensure, for example, that UCAS forms include these questions and new students entering further or higher education are asked about their sexual orientation. This is to help measure the extent to which lesbian, gay and bisexual people take up further and higher education opportunities, and stay within those opportunities.

Stonewall further suggested that all monitoring of young people should be done in consultation with young people and parents. Anonymous questionnaires completed by young people should ask questions on whether individuals have experienced or witnessed homophobic bullying and should be able to be broken down by sexual orientation where appropriate. The Government has made tackling homophobic bullying a priority and it is, therefore, important for secondary schools to know as much as they can about the nature and extent of homophobic bullying. As with employers, however, Stonewall does not recommend including questions on sexual orientation or homophobic discrimination unless part of a wider programme of work and engagement on the issue.

Stonewall also pointed out that many secondary schools include questions relating to sexual orientation on anonymous questionnaires about the experience of students, including homophobic bullying, as part of their wider programmes of work to prevent all forms of bullying. Schools say that the wider programme of work encourages young people to be open about their sexual orientation and to tell someone if they are being bullied. The wider work also helps schools ensure that they avoid making assumptions about young people, or their families, and foster a positive and supportive environment for all pupils, including those who are or may be gay. These schools say that by asking the questions they demonstrate to pupils that they will be supported if they are lesbian, gay or bisexual. The surveys indicate that the number of lesbian, gay and bisexual pupils at the schools reflects the general population. Good primary and secondary schools also record all incidents of bullying, and if those bullying incidents are motivated by racism or religious hatred, this is recorded too. The data are used to identify priorities for targeted anti-bullying work. Stonewall

strongly believes that any mechanisms currently being used to monitor racist or religious bullying incidents should be extended to include homophobic bullying. The sexual orientation of the young person is irrelevant when recording homophobic incidents, as all young people can experience homophobic bullying (Stonewall, 2010).

- We recommend that the following disaggregation characteristics should be systematically added to major social surveys covering children and young people: disability, religion or belief, gender, ethnicity, age and social class, including in the early years, foundation and primary school context.
- We recommend that monitoring of sexual orientation in the context of children and young people should be taken forward on a good practice led, indicator by indicator basis.
- We recommend that sexual orientation is added to the list of characteristics recorded in major social surveys for 16+, building on our recommendations for the adults' EMF and the ONS Sexual Identity Project. We note that young people age 16-18 are already covered by this recommendation and confirm that data for the 16-18 year old age-band disaggregated by sexual orientation should be used in conjunction with the CMF.
- We recommend that more attention is given to the need to develop a question on sexual identity/sexual orientation that could be fielded in surveys that go out to secondary school children and/or be used in the context of separate and targeted engagement or monitoring exercises.

Alkire et al. (2009) proposed separate monitoring by transgender using a standardised survey module. Our recommendations for monitoring by transgender in the context of children and young people build on this proposal and are set out below.

14.4 Human rights and the list of vulnerable groups

We discussed with stakeholders our proposal for developing a list of vulnerable children and young people that could be used in conjunction with CMF (and to 'unpack' the vulnerable groups layer in the 3-D Matrix presented in Chapter 1). This idea reflects the emphasis of the UN Human Rights Committee on official recognition of the groups that need to be monitored. It also reflects the idea that the development of a list of this type itself is an important process, that should proceed on the basis of consultation and transparency. Reactions to the proposal were very positive. For example, CRAE commented that developing a list of vulnerable groups

of children and young people will provide a useful tool to facilitate monitoring and analysis of persistent inequality. This will, in turn, act as a basis for developing effective measures to address persistent inequality. The inclusion of different groups of children and young people in a list of this type must be based on the groups that have been identified by the UN Committee on the Rights of the Child and other human rights bodies as experiencing significant inequalities and barriers to the realisation of their human rights. The proposed list covers a number of the groups identified by the UN Committee during its periodic examinations of the UK (in 1995, 2002 and 2008) as needing further attention from the Government.

Participants were invited to respond to the provisional list of vulnerable children and young people that we had compiled on the basis of feedback from the consultation events on the development of the capability list for children. A number of refinements to this list were suggested and additional groups were identified. Participants in Wales highlighted the importance of the following disaggregation characteristics: Welsh as a first language; income poverty; area deprivation. They also raised the question of terminology and the language of 'vulnerability', which was not thought to capture the underlying concept adequately. However, despite lengthy discussions, no alternatives were agreed.

Participants in Scotland highlighted the importance of the following groups of children: in contact with the Criminal Justice System; of parents who are in contact with the CJS; excluded from school and/or education; who are carers; in income poverty; who are looked after; with parents suffering from drug addition and alcohol abuse; who are seeking asylum. Transitional issues and young people in the 16-18 age-band dropping off service provider support were also highlighted, and participants thought that it would be important to enhance the monitoring of this group. At the London consultation event, there was a lengthy discussion about whether children and young people who are carers should be viewed as a vulnerable group. Some participants emphasised that caring is a natural function within family life.

Other groups identified were children: with Additional Learning Needs and Special Education Needs (SEN); excluded from school; living away from home other than in care; and young carers. The 'Children In Need' Census was also highlighted as a potential source in developing a list of vulnerable groups.

- We recommend that the following list of vulnerable children and young people, which has been extended and revised on the basis of consultation feedback, is used in conjunction with the CMF. This is in line with the recommendations of

international human rights Committees and enables the vulnerable groups layer in the 3-D Matrix presented in Chapter 1 to be 'unpacked'.

List of vulnerable groups of children and young people:

- Asylum seekers and refugees (including un-accompanied asylum-seeking children)
- Children whose families have no recourse to benefits (covers immigrants, asylum seekers and refugees)
- Children looked after by social services
- Children in the Criminal Justice System (CJS)
- Children with parents who are in contact with the CJS or who suffer from substance or alcohol abuse
- Children resident or detained in public or private institutions
- Children at risk of abuse and neglect
- Gypsies and Travellers
- Trafficked children
- Homeless children
- Disabled children (with separate reporting for physical and mental health difficulties, Special Education Needs, Additional Education Needs and Additional Support for Learning)
- Children living in income poverty
- Children who are carers
- Children living in unsuitable accommodation
- Care leavers and young adults in relation to transitional issues
- Teenage parents
- Any other child or young person on the Children In Need register (which includes any child referred to Children's Social Care Services in England).

14.5 Expanding the indicators and measures to cover additional disaggregation characteristics

Of course, developing a list of vulnerable children and young people is only a starting-point. Participants in the consultation on the selection of indicators suggested that there is a dearth of quantitative and qualitative data in relation to some of these groups of children and young people. In order to address this, the list of vulnerable groups must be linked to a concerted drive to develop sources of data from which to measure salient aspects of human rights and equality for **all** children and young people. The need to improve statistical systems of monitoring the position of vulnerable groups has also been an important theme in the General Comments of the UN Committee on the Rights of the Child.

The CMF is intended to cover vulnerable groups of children and young people, as the 3D substantive matrix with its tier for 'vulnerable groups and the non-household population', makes clear. In the context of the adult's Framework, Alkire et al. (2009) noted that there is an important strategic role for the Commission in relation to co-ordinating and pooling the information being generated by Inspectorates, local and central Government and other bodies in this area – with a view to developing overarching equality and human rights that can help to drive improvement and change. Alkire et al. (2009) also highlighted how equality and human rights standards have become much more firmly embedded in frameworks for public services regulation in recent years. Examples include the core standard frameworks adopted by the Healthcare Commission and the Social Care Inspection Commission. As a result, these bodies are becoming an increasingly important source of statistical information on the equality and human rights position of the non-household population. However, it was suggested in Alkire et al. (2009) that the statistical systems being developed by these bodies are not always 'joined up'. Therefore, there is an important strategic and regulatory role for the Commission in co-ordinating and pooling the information being generated by different bodies and developing overarching, integrated indicators that focus on cross-cutting equality and human rights concerns.

Alkire et al. (2009) went on to propose the development of two new overarching indicators that would take forward this process: deaths from non-natural causes for individuals resident or detained in public or private institutions (Life domain) and physical security for individuals resident or detained in public or private institutions (covering elder abuse, in the Physical Security domain). They highlighted how these over-arching human rights indicators could draw on relevant data collected by the various Inspectorates, and the key role that the Commission, as an overall regulator, could play in taking their development forward. In the context of the CMF, we have proposed two parallel indicators, deaths from non-natural causes for children and young people who are resident or detained in public or private institutions (Life domain, Indicator 5) and physical security for children and young people who are resident or detained in public or private institutions (in the Physical Security domain, Indicator 4).

- We recommend that relevant bodies work together to take forward the development of indicators of deaths from non-natural causes for children and young people who are resident or detained in public or private institutions (Life domain, Indicator 5) and physical security for children and young people who are resident or detained in public or private institutions (in the Physical Security domain, Indicator 4).

As noted above, the Commission's decision to develop a parallel framework to the EMF – the Human Rights Measurement Framework (HRMF) – will result in the identification and agreement of a set of indicators and measures that will specially focus on human rights concerns. A number of measures for children and young people that we have developed in preparatory work for the HRMF consultation have been included within the CMF. For example, Indicator 2 of the Education and Learning domain captures education outcomes and experiences of vulnerable and detained children and young people. This indicator highlights how improved monitoring of vulnerable groups of children and young people can sometimes be achieved by making **better use** of existing data – rather than requiring new data collection. We believe that it is possible to disaggregate this indicator by a range of additional characteristics, by linking the Children in Need Census to the National Pupil Database, using the Unique Pupil Number. These include:

- Gypsy/Roma or Traveller of Irish Heritage
 - Eligibility for free school meals
 - Special Educational Needs
 - Unaccompanied asylum-seeking children
 - Resident in looked after and places in a secure unit
 - Resident in homes and hostels subject to *Children's Homes Regulations*
 - Resident in other hostels and supportive residential settings
 - Resident in residential care home
 - Resident in NHS/Health Trust or other establishment providing medical or nursing care
 - Resident in family centre of mother and baby unit
 - Resident in Young Offender Institution or prison
 - Resident in all Residential schools except where dual-registered as a school
- We recommend that disaggregation of indicators and measures by additional disaggregation characteristics is taken forward.
 - We also recommend expanding existing questions so that they have salience with all equality characteristics. For example, the data used for the first indicator in the Identity, Expression and Self-Respect domain – experiences of identity-based harassment and interference – should be expanded beyond ethnicity and religion.

14.6 Other priority areas for data development

Participants in the specialist consultation on indicators for children and young people were invited to comment on the relevance of the autonomy aspect in monitoring the

position of children and young people, given that children may be viewed as having less ability to form genuinely autonomous preferences and life plans. It was generally agreed that it is necessary to take account of children's evolving capacities – that over time, a child develops to take on increasing autonomy in his or her life, and the parental role of guiding and supporting the child diminishes. The UNCRC recognises that this development does not happen at the same rate for every child and, as such, that the relationship of a child with his or her parents and with the state is complex and multi-faceted. At the same time, many participants highlighted the relevance of the autonomy concept for children and young people, and suggested that autonomy can constitute an important aspect of the equality and human rights position of individuals and groups. The autonomy concept was thought to have particular meaning and salience, for example:

- In the family
 - In schools
 - In the community
 - In health care – for example, where decisions about treatment are being taken
 - In cases of information sharing and consent
 - In child protection
 - In social care – when making decisions affecting care placements or a child's education.
- We recommend that indicators of autonomy for children and young people are developed, building on the work that has been undertaken in the context of adults (Burchardt, Evans and Holder, 2010). This would need to involve cognitive testing on both the wording of potential questions and the areas of life that are important for children and young people.

Another area in which we think that new research is required is in relation to the development of indicators based on Helpline data. Participants in the Scottish consultation event highlighted the importance of ChildLine Data on maltreatment, bullying and harassment and recommended the development of indicators and measures based on this data. This recommendation also reflects discussions in the context of the Framework for adults, and the Human Rights Measurement Framework, which has highlighted the potential role of Helpline data in developing indicators and measures capturing elder abuse. The Commission itself runs a Helpline, and internal consultation on the EMF in its early stages highlighted the potential role that these could play in the forward development of the Framework.

There are, of course, enormous challenges here in terms of robustness and confidentiality. We contacted Childline Scotland to follow-up the recommendations of participants in the Scottish consultation event. Childline is already undertaking work in this area and responded to the proposal whilst emphasising that significant data development work would be necessary. In terms of robustness, it is not always possible to know where a call is coming from. Calls are routed to offices across GB and counsellors receiving the calls do not consistently ask for the location of the caller, as the child or young person calling may feel threatened by being asked where they are calling from. Location is only known in approximately 30 to 40 per cent of total calls across GB. Gender and age is always taken down but other characteristics are not recorded.

We feel that there is a rich potential for a new approach to equality and human rights monitoring that is currently underexplored. We think that the feasibility of the development of new equality and human rights indicators based on Helpline data should be the focus of a new research project that would look at the cross-cutting issues, including robustness and confidentiality, and building on data developments that are already underway at Childline. It would also be interesting to explore whether indicators in this area should be regarded as qualitative rather than quantitative. For example, it might pick up on the nature and scope of bullying (or elder abuse, in the context of adults) as reported to Helplines, rather than attempt to capture increases, decreases or national comparisons.

- We recommend the funding of research to explore the feasibility of developing new equality and human rights indicators derived from Helpline data. Relevant areas include Helpline data on maltreatment and bullying (in the context of children and young people and self-reported discrimination and elder abuse in the context of the adults).

14.7 Data availability

Our review of data sources covering children and young people challenges the assumption that such sources are extremely limited. We have identified a large number of existing social survey and administrative sources that cover children and young people, together with a large number of relevant domestic (E,S,W), regional and international indicators. A full list of the sources we have systematically consulted for the project are set out in Chapter 1 (section 1.5). The sources that we have drawn on in specifying measures for the CMF include existing specialist survey sources covering children and young people, as well as rich specialist administrative sources. These include the Tellus Survey, which covers England, and which can be disaggregated by a number of equality characteristics; and the 'Children in Need' Census, which covers vulnerable groups of children and young people, who are

recognised as being 'in need'. Other major surveys covering children and young people are under development or already in the field. The decisions to extend the statistical evidence base on children and young people through the British Crime Survey extension and the Citizenship extension are extremely welcome and will provide a rich source of data for the CMF. These sources are under development and/or in the field and cover England and Wales. Sample size and the potential for disaggregation will need to be established at the technical phase of the development of the CMF.

- We recommend that an adequate sample size that can facilitate disaggregation by the relevant characteristics is developed for the British Crime Survey, British Household Panel Survey and the Citizenship extensions to cover children and young people.

As in the context of the adult's Framework, there were discussions and disagreements during the children and young people's consultation about the cost implications of requests for new data. Different views were expressed about the relative weight that should be put on existing data sources on the one hand (without making recommendations for new data collections) and improving the evidence base on the equality and human rights position of children and young people on the other. During the adult's consultation, representatives of government departments frequently expressed the view that we should use existing data sources and, indeed, existing indicators wherever possible. However, other consultation respondents emphasised the importance of not being driven too much by data availability in the selection of indicators, given that important aspects of the equality and human rights position of children and young people may not be well-captured by existing data. Similar discussions were had in the children and young people's context. For example, one stakeholder suggested that whilst it is desirable that indicators take account of cost and time implications, the indicators should not be limited by this, and effective ways to fill existing data gaps in order to provide a more comprehensive picture of equality and human rights for children and young people should be explored.

As in the context of the selection of indicators for adults, we have tried to strike a balance between these two perspectives, using existing data and indicators wherever they are 'close enough' to the concept we are trying to measure, and recommending new data collection where there is an important gap in existing sources. With the need to achieve a balance of this type in mind, some of our proposals focus on how the use of existing data sources can be maximised for the purposes of developing CMF. These include, for example:

- Recommendations on the addition of questions to measure additional disaggregation characteristics in existing social surveys (e.g. disability to the National Pupil Database).
- Recommendations on the modification of question wording, for example questions referencing adverse treatment on the grounds of race and ethnicity to cover additional characteristics (for example, in the Physical Security domain, broadening of the question on experiences of violence motivated by targeting characteristic to cover religion belief, disability, gender and sexual orientation, as well as ethnicity and race).
- Recommendations on the addition of questions to existing surveys (such as the proposal to add a question on homophobic bullying to the Tellus Survey).
- Recommendations on data linkage (for example, linking the Children in Need Census to the National Pupil Database, using the unique Pupil Number).

We have not, at this stage, made recommendations relating to the need for booster samples (for particular equality characteristics, or for Scotland or Wales).²⁶

Recommendations of this type require a rigorous analysis of sample size which will be undertaken at the technical phase of the development of the CMF.

The general picture in England

In the English context, social survey sources and administrative sources on children and young people have been comprehensively reviewed and a far-reaching short-list of indicators and measures mapping to all 10 domains of the capability list for young people, and many of the sub-domains, has been developed.

- As discussed in Chapter 2, Every Child Matters (ECM) outcomes are monitored using indicator sets that include: Public Service Agreements (PSAs), Departmental Strategic Objectives (DSOs), and the National Indicator Set (NIS).
- ECM provides a rich, comprehensive and outcome-focused starting-point for the development of the CMF, although the Legal Security domain is not covered.
- The Tellus Survey is a specialist survey covering many relevant aspects of the lives of children and young people, with a good basis for disaggregation by age,

²⁶ Booster samples can be a cost-effective way of increasing sample size for particular sub-groups but they produce less statistically precise estimates than a simple random sample of the same size. The calculation of standard errors and confidence intervals is also more complex than for a simple random sample, and the information to enable users to calculate standard errors accurately is not always provided with the dataset: a limitation we recommend is addressed in future releases of all surveys with complex design (including the Citizenship Survey and the SHS).

gender, disability, ethnicity, religion (although this is an optional question in the survey) and social class (by receipt of free school meals).

- The BCS and Citizenship surveys are currently being extended for children and young people, providing a basis for new indicators and measures relating to physical security, discrimination and participation, although the potential for disaggregation is not yet clear.
- New and innovative administrative sources such as the Preventable Deaths series have significantly enhanced the CMF.
- Monitoring by HMIP provides an important source of equality and human rights data on children and young people.
- Linking the National Pupil Database to the 'Children in Need' Census provides a fertile basis for future data development.
- In the English context, we do not think it is necessary to undertake any further work in relation to identifying existing sources of social survey and administrative data on children and young people. Data development efforts should focus on addressing the Data Gaps listed in Appendix 2 and on developing the new indicators and measures that are highlighted in these recommendations.

The general picture in Wales

The Welsh Monitor (discussed in Chapter 2) makes use of a set of specialist indicators on children and young people, which provides a rich basis for developing the CMF. The most recent Monitor (Welsh Assembly Government, 2008) provides indicators covering all seven core aims and Appendix 3 lists all of the indicators used in the Monitor, its data sources, as well as whether the data is available on a national or Local Authority level. Below is a list of some of the key Welsh-specific data sources and UK-wide data sources used in the indicators for the Welsh Monitor (Welsh Assembly Government, 2008: 253-270):

- All Wales Perinatal Survey
- Welsh Assembly Government National Pupil Database
- Newborn Hearing Screening Wales
- Welsh Assembly Government Pupil Attendance Record
- Careers Wales
- Welsh Health Survey
- Welsh Assembly Government conception rates in Wales
- Welsh National Database for Substance Misuse
- Sports Council for Wales Children's Sport and Physical Activity Participation Survey
- Welsh Health Behaviour in School-aged Children (HBSC) study
- Funky Dragon report 'Our Rights Our Story' (2007)

- National Service Framework for Children, Young People and Maternity Services
- Millennium Cohort Study
- Youth Justice Annual Workload Data
- Welsh Assembly Government Road Casualties Data
- Welsh Assembly Government homelessness data
- Living in Wales Survey 2004
- DWP Households Below Average Income (HBAI) Data
- Family Resources Survey

- We recommend that further research work is undertaken to identify additional measures for Wales that match the short-list of indicators and measures that have been specified for England. The starting-point for this work should be the Welsh Monitor and the underlying data sources for this listed above.

Feedback from the Welsh consultation event suggests that ethnicity and disability are disaggregation characteristics in the Welsh Monitor, but it remains a challenge to get information on these characteristics in practice, and there are still gaps in the Welsh Monitor as a result.

- We recommend that the gaps on monitoring by ethnicity and disability within the Welsh Monitor are addressed.

The BCS extension and the Citizenship extension both cover Wales, but the potential for within Wales analysis is not yet clear.

- We recommend that booster samples are considered for the BCS extension and the Citizenship extension where they are necessary to achieve robust within Wales analysis by disaggregation characteristics.²⁷

A specialist children's survey source in Wales has not been identified during the course of this project. As a result, it has not been possible to identify Welsh counterparts for a significant number of the English measures on the short-list, for which the Tellus Survey is the underlying data source. According to information

²⁷ Feedback from the Welsh Assembly Government suggests that the sample size of the Citizenship Survey in Wales is roughly 500 persons per year. Due to the sample size, the ability to break down figures in Wales is very limited. Breakdown by religion/ethnicity etc. is not possible, and by gender/age etc. is only possible by aggregating several years' worth of data. The WAG has decided against boosting the Citizenship Survey in Wales for 2009/10. In the long term, there might be the possibility that WAG will be re-visiting the decision on whether or not to boost the Citizenship Survey in Wales for future years.

provided by the Welsh Assembly Government, the last Living in Wales Survey (which was previously the main source of information on households in Wales) was fielded in 2008. During 2009/10, the Welsh Assembly Government will be carrying out pilot work for a new National Survey. Since the content of the questions for the new survey has not yet been decided, there might be scope for including questions that relate to the CMF indicators and measures.

The new Wales Children in Need Census 2010 began on 31 March 2010 and local authorities were asked to return data collected no later than 30 June 2010. The census will include ethnic origin information and also more detail of disability. This is being collected on an individual level for those children who were in need on 31 March 2010 and for those whose case was open for the three months previous to the data collection. The census will apply to children in need who remain at home with their parents as well as those who are looked after by the local authority (Welsh Assembly Government 2010).²⁸ This new data source should be explored at the technical stage.

- We recommend that consideration is given to the need for a Welsh-specific specialist social survey on children and young people.
- We recommend that development of the National Survey takes account of the need for Welsh-specific survey data on children and young people. Consideration in developing questions should be given to the need for additional Welsh-specific CMF measures that match up with the measures defined for England.
- We recommend that regular monitoring of bullying in Wales, using Welsh-specific questions on bullying, is a particular priority, since the measures available through the HBSC Survey do not facilitate disaggregation by disability, religion or belief, and sexual orientation. The new one-off survey, 'A Survey into the Prevalence and Incidence of School Bullying in Wales' could provide a strong basis for question development of regular monitoring of bullying in Wales (Bowen and Holtom, 2010).²⁹

²⁸<http://wales.gov.uk/publications/accessinfo/drnewhomepage/peopledrs2/peopledrs2009/wci nc2010/;jsessionid=KPM9LynN5h2p9DIYFKrq2FLXtj74GGpnMhJ6p35KVJj4Gynm0yLW!-897520699?lang=en>

²⁹ Feedback from the Welsh Assembly Government suggests that the number of children included in the National Survey may not be sufficient for these purposes (depending on whether sub-Wales level data is needed or if confidence intervals may be too large to account for small changes over time). If it was decided that the National Survey is the vehicle for obtaining data for CMF it may be possible to find a way around this issue, perhaps by combining data from consecutive years.

The following additional sources were also suggested as follow-up for Wales: Save the Children (2007, 2009) and Welsh Assembly Government (date unknown).

The general picture in Scotland

As discussed in Chapter 2, Scotland's *Getting it Right for Every Child* has 10 main components, one of which includes the use of Wellbeing Indicators which measure basic elements in life that are required for children and young people to reach their full potentials. There are eight wellbeing indicators in total: healthy; achieving; nurtured; active; respected; responsible; included; and safe (Scottish Government, 2008: 12). However, whilst these indicators have been defined and the two pilots set out in Scottish Government (2009a) have been undertaken, we understand that a set of specific statistical measures has not yet been identified for monitoring the position of children and young people. However, we understand that the Scottish Government is committed to taking the development of specific indicators for children and young people in Scotland forward, and that these are under development and pending at the time of writing.³⁰

- We recommend that the Scottish Government agrees a set of national statistical indicators for children and young people to monitor progress under the *Getting it Right for Every Child* Framework. We further recommend that there is active engagement between the Scottish Government and key stakeholders such as Save the Children Scotland to ensure that this objective is achieved as soon as possible.
- We recommend that the CMF is viewed as an input into this process and consideration is given to the indicators and measures in the CMF by the Scottish Government.

Regretfully, we feel that, on the completion of this project, the CMF remains under-specified for Scotland. It has not been possible with the time and resources available to explore fully all existing data sources for the purposes of specifying CMF measures for Scotland. We are optimistic that there are a number of measures that have been already specified for England that could be specified for Scotland on the basis of existing social survey and administrative sources, given time and resources. In some cases, different/separate measures may also be identified for Scotland.

In taking this process forward, we recommend that the Growing Up in Scotland Survey provides a potential source for a number of indicators and measures. Scottish Government has indicated that it hopes to be able to undertake interviews with the children themselves in a future sweep, as well as maintaining the child cohort which

³⁰ For an update on the development of indicators for children in Scotland, see Appendix 5.

could provide very valuable information as the children move towards the transition to secondary school. There is also the sibling questionnaire from the Millennium Cohort Study (which has a sample in Scotland) which could be explored. Participants in Scotland also highlighted the Edinburgh Study of Youth Transitions and Crime as a source of potential indicators and measures.

- We recommend that further work be undertaken to continue the process of developing the CMF for Scotland, including by matching the set of measures for England to social survey and administrative sources in Scotland and/or to identify different/separate measures as appropriate. The potential of existing data sources such as the GUS, the Millennium Cohort Study and the Edinburgh Study of Youth Transitions and Crime should be fully explored as a potential basis for CMF indicators and measures for Scotland.

We agree with Scottish Government that it is premature to say whether or not an additional survey instrument covering children will be required in the Scottish context, in advance of the work specified above. However, to date we have not identified a direct counterpart of the Tellus Survey, Citizenship Survey for children or the BCS extension, which have been critical for populating the Physical Security domain and for covering areas such as bullying and violence in the CMF for England. Ultimately, new questions and/or survey instruments may be required to address this gap.

- We recommend that future question and survey development in Scotland take account of the set of indicators and measures that has been specified for the CMF (including those relating to bullying and physical violence, which are derived in the English context from Tellus, Citizenship Survey for children and young people, and the BCS extension).

The following additional sources were suggested as follow-up for Scotland: Edinburgh Youth Social Inclusion Partnership (2006), Scotland's Commissioner for Children and Young People (2010) and Scottish Government (2006, 2009b, 2010a).

14.8 Definitions, breakdowns and intersectionalities

As noted in Alkire et al. (2009), disaggregation should be as fine-grained as possible, for example giving figures for people with different impairment types as well as an overall disabled/non-disabled comparison. This point was included in our selection criteria (see Chapter 2) and emphasised by participants in the human rights consultation event. Researchers with expertise on ethnicity recommended that the minimum breakdown for ethnicity should be White/Mixed/Indian/Pakistani and Bangladeshi/Black and Black British/Other, and that ideally further breakdowns within the 'Mixed', 'Black and Black British' and 'Other' categories should be provided. This

is often feasible for data for England, but rarely for data for Scotland or Wales, where even the minimum recommended breakdown is hard to achieve given their smaller populations and proportionately smaller ethnic minority populations.

- We recommend that disaggregation in the context of the CMF should similarly be as fine-grained as possible, given the data source.

Getting a picture of inequality by gender, or by ethnicity, is often informative in its own right, but in many cases important inequalities are revealed when the indicator is analysed simultaneously by two or more equality characteristics (for example, ethnicity by gender). This is sometimes referred to as exploring the 'intersectionalities'.

- We recommend that intersectionalities between equality characteristics are analysed and presented at the data gathering stage, where relevant and revealing.
- In Wales, particular priority should be given to exploring intersectionalities between Welsh as a first language and other disaggregation characteristics.

Definition of disability in the context of children and young people

At present, disability – in the main asked about as a long-term, limiting illness or disease (LLID) – is recorded on behalf of the child by a parent or main carer. The Office for Disability Issues (ODI) recommends a series of questions which begin with noting a LLID and then ask if this causes substantial difficulties in various areas of life, such as mobility or communication (HM Government, 2009). This question asks the parent to consider their child in comparison to other children of the same age. The ODI use and recommend that definitions and questions which ask about disability use the social model of disability as a basis for understanding. This ensures a focus on participation in society and an understanding on what the barriers to achieving full participation are. Questions which ask if there are activities a person would like to take part in but cannot, followed by a question which asks what prevents participation (such as financial reasons or a lack of assistance), is an appropriate model to implement.

A non-profit organisation working to empower disabled people also notes the importance of question wording. For example, a common question is to ask whether there are any day to day activities that are difficult because of a condition, illness or impairment. However, feedback from this non-profit organisation comments that sometimes disabled people have arranged their lives in such a way so as to avoid activities that could be problematic. This adapted way of living becomes a normal

day-to-day activity. As such, it may be preferable to ask 'Have you arranged your day-to-day activities to avoid difficulties in relation to your personal limitations of your conditions, illness or impairment?' This can be followed by questions which ask how long this has been occurring for and what the causes of these difficulties are. The non-profit organisation working to empower disabled people suggests the following possibilities:

- a. Physical barriers, like badly designed buildings, difficulty in getting around outdoors or on caused by badly designed transport
- b. People's attitudes towards you
- c. Information or communications not being provided in a way that is accessible to you.
- d. Organisation's policies, rules or procedures which make it difficult for you to access their services
- e. Financial problems
- f. Health conditions or impairments, because you may not be well enough to take part
- g. Other causes, please state
- h. None of the above
- i. Don't Know

The ODI are currently developing a harmonised disability question suite, however we understand that this will not include suggestions on how to ask children directly about disability. This is certainly an area which needs further research.

The Tellus Survey is one of the few surveys which asks children directly about disability. However, the single question 'Do you have a disability?' appears inadequate when compared to the complex suite of questions recommended by the ODI. Others involved in the development of measuring disability suggest that questions need to focus on impairment categories rather than disability categories, and that asking respondents to select from a list which includes for example, 'I am a Deaf person' or 'I have a specific learning difficulty', is more appropriate.

In the context of education, Special Educational Needs is often used as a proxy or supplementary information for measuring disability. Special Educational Needs is the term used in England, Additional Education Needs is used in Wales in addition to Special Educational Needs, and in Scotland, the term Additional Support for Learning is used. See page 149 in this report for more details.

In the adult EMF, occupational group is generally used as a proxy for social class. In the CMF, entitlement to free school meals (as recorded in the National Pupil Database) and receipt of free school meals (as recorded in the Tellus Survey) are sometimes used as proxies.

Definition of a child

We asked participants for their views on the definition of a child for the purposes of the CMF project. CRAE recommended the definition of the child used by the UNCRC and in UK domestic law under the Children Act 1989 – those aged 17 and under. Definitions in other domestic legislative instruments and public policy (and discussed in the Project Briefing Paper) do not define what constitutes a child. They are references to legal rights that children and young people gain at particular ages (e.g. the legal right to marry or enter into a civil partnership, sexual consent, joining the armed forces).

However, other participants highlighted groups that should be covered by the CMF but that would be missed if a rigid '17 and under' cut-off was imposed. For example, support services for 16-18 year old care leavers is a particularly important issue whereas for transitional young people they extend to the 16-25 age group. In other areas, legal protections against pornography covers 18 year olds, whilst the position of young adults in prison establishments is relevant to the CMF beyond a person's 18th birthday. At the Welsh consultation event, participants highlighted how the Welsh monitor started with the 18 age definition, in line with the UNCRC, but is moving towards an under 25 definition because of the support services issue.

- We recommend that as a general rule the UNCRC definition of a child be adopted for project purposes, with those aged 17 and under covered by the CMF. However, the upper-age threshold should not be imposed rigidly, and coverage of the 18-24 age-band may also be desirable in the context of particular indicators and measures.

Application of age-bands

Some participants raised a concern with the manner in which disaggregation by age-band was being applied. It was suggested that the indicators and associated measures under each of the 10 domains display an inconsistency of age in the data they collect with a focus on older children (age 11 and above, age 14 and above, 16 and 17 year olds). Whilst it was recognised that childhood and youth may require monitoring in terms of different stages with different indicators for tracking wellbeing and rights appropriate to each stage, it was felt that there should be a balance of indicators covering younger and older children within each domain.

We feel that the revised list of indicators and measures should go some way in addressing this concern, with an increased number of indicators and measures focusing on younger children. These include, for example, reviewing the cognitive development of children aged 3 and 5 using the Millennium Cohort Study. The

Selection Criteria were also revised in the light of this feedback and a new additional criterion was introduced. This specifies the need to achieve a balance of indicators across different age groups within the portfolio of indicators as a whole (see Section 3). However, we do not feel that it is appropriate to impose a rigid cut-off to the CMF at age 18, for the reasons discussed above.

Participants also highlighted the importance of cross-referencing the indicators and measures in the Frameworks for children and young people on the one hand, and for adults on the other. The circumstances, actions and decisions of parents, carers and the state can disproportionately impact on children and young people. It is therefore important that the adult and child indicators can be easily cross-referenced where detail from the adult indicators can inform and add to the picture of equality and human rights for children and young people. For example, in the adult indicators, the Standard of Living domain contains a measure under Indicator 3, access to care (3.2), which records the percentage of parents who do not have access to childcare which meets their and their children's needs. This would provide a useful measure of how far children are supported at an early age.

- We recommend that the EMF and the CMF should be cross-referenced as appropriate.

14.9 Population coverage of the indicators

Alkire et al. (2009) noted that household surveys are generally an effective means of monitoring inequality and human rights for the household population. However, there are a number of groups who are not well-identified in mainstream surveys or in administrative data but who are particularly important from the equality and human rights perspective. The way forward for collecting information on the transgender community was discussed in Alkire et al. (section 15.3) with an emphasis on the separate collection of data. Separate data collection exercises were also recommended for the following groups:

- Gypsies and Travellers
- homeless people
- asylum seekers and refugees
- people with learning difficulties.

In addition, Alkire et al. (2009) noted that the non-household population includes a number of groups which are of interest from an equality and human rights perspective, and participants in the human rights consultation event were particularly keen that they should be included in the scope of the EMF. They include:

- care-home residents
- hospital in-patients, including psychiatric hospitals
- people living in hostels, refuges and temporary accommodation
- people detained in prisons, police cells and detention centres
- the street homeless.

A number of recommendations were developed in Alkire et al. (2009) to take the monitoring of the equality and human rights position of these groups forward. A key recommendation was that the development of a standard questionnaire module, based on the recommended indicators across the 10 domains together with harmonised questions on disaggregation characteristics, which can be modified to suit each intended setting, is taken forward. This recommendation builds on initiatives and recommendations in important ways. For example, the English Longitudinal Study of Ageing (ELSA) and the Life Opportunities Survey (previously known as the Longitudinal Disability Survey), already, or have plans to, survey the older and/or disabled population in care homes and other institutions. The Smith Review on Crime Statistics (Smith Review, 2006) called for the BCS to be extended to cover the population in group residences as soon as possible. The ONS Equality Data Review (ONS, 2007) noted the gap in information on the non-household population, and their Recommendation R5.3 stated: 'We recommend that ONS builds on existing development work on collection of information from the non-household population in collaboration with Communities and Local Government (for both the homeless and Gypsies and Travellers where not in households), DoH (care homes), Ministry of Justice (prisons) and in partnership with devolved governments and produces regular progress reports on this topic' (ONS, 2007).

Particular data collection efforts are also necessary for many of groups of vulnerable children and young people. This is the case in relation to collecting information on the transgender community, and in relation to monitoring discrimination and disadvantage by sexual orientation below secondary school age (as highlighted in our recommendations above). The list of vulnerable children and young people set out above captures additional groups that statistical systems designed to monitor the equality and human rights position of individuals and groups should cover. Wherever possible, general population surveys should be extended to cover the non-private household population and other vulnerable groups. We have also highlighted in this report how better use might be made of existing data in order to monitor groups of this type (e.g. through data linkage). In addition, separate monitoring exercises will remain necessary, and the development of the standard questionnaire discussed above is particularly important in this respect.

- We recommend that the standard questionnaire module discussed in Alkire et al. (2009), (which is based on indicators across the 10 domains with harmonised questions on equality characteristics that can be modified to suit each intended setting), is developed and designed to cover children and young people as well as adults.
- The standard questionnaire should be used to facilitate separate monitoring of groups of vulnerable children and young people. Separate monitoring by transgender should be undertaken based on consultation with key stakeholders and children and young people.

14.10 Geographical coverage of the indicators

Geographical coverage has been detailed on an indicator-by-indicator basis in the domain-specific chapters. However, detailed evaluation of sample size will need to be undertaken at the technical phase. We anticipate from the work undertaken for the EMF for adults that gaining reliable information on small minority groups in Scotland and in Wales, including all the ethnic minority groups and the non-Christian religious groups, will be a challenge.

A key issue for the CMF has been the lack of GB-wide consistency for many of the measures. This has been brought about by our reliance on a relatively small number of specialist surveys for children and young people, such as the Tellus Survey, which only covers England, and the Citizenship Extension and the BCS Extension, which only cover England and Wales. These have been enormously valuable sources for a wide range of indicators and measures. However, no equivalent social survey data sources for Scotland have been identified. As a result, coverage of Scotland is very uneven. We appreciate that the Scottish Government is currently working on the development of indicators for children and young people. Other organisations such as Save the Children Scotland are involved in this process. Rather than declaring a systematic data gap, we feel it is appropriate at this stage that indicators for children and young people in Scotland are incorporated into the Framework as these become available.

The process of selecting indicators for adults began with a selection criterion that prioritised consistency across countries, so as to be able to compute GB measures. However, many Welsh and Scottish participants in the consultation on the adult's Framework highlighted the need for separate, country-specific measures – for example, in relation to religious sectarianism in Scotland or different approaches to the management of public services in Wales. In the context of the children and young people's consultation, the views on this issue expressed by participants were mixed. For example, participants in the consultation events in Scotland and Wales

highlighted the need for country-specific measures that reflected the devolved context and the particularities of the Scottish and Welsh educational systems, such as Scottish educational qualifications and the Welsh Foundation Phase model. At the same time, many participants highlighted the importance of common measures for monitoring equality and human rights. For example, in its consultation response on Criterion 4 ('geographical coverage importance of common indicators') the Children's Rights Alliance for England (CRAE) welcomed the availability of comparable measures that facilitate monitoring across England, Scotland and Wales. It was noted that common measures of this type will assist the UK Government both in fulfilling its human rights obligations to children and young people, and reporting on its implementation of the UNCRC to the UN Committee on the Rights of the Child. Participants in Wales also thought that both common measures (in addition to country-specific measures) have a critical role to play. For example, in the Education domain, it would also be important to include common measures so that educational gaps between England, Scotland and Wales could be identified and addressed.

The fact that the technical stage of the project has not yet been undertaken limits our ability to evaluate some aspects of the geographical coverage of the CMF. As discussed above, sample size in Wales for the BCS and Citizenship extensions will need to be determined at the technical stage of the development of the CMF. In addition, in some cases we specified measures derived from alternative data sources, and decisions on these will also need to be made at the technical phase of the development of the CMF, once sample size has been checked (discussed below). For example, the Tellus Survey included our favoured measures on bullying together with a number of relevant disaggregation characteristics, but only covered England in terms of geography. Equivalent specialist survey sources for children and young people are not yet available in Wales and Scotland. For this reason, we have included **both** the measures derived from the Tellus Survey **and** additional measures on bullying that cover Wales and on Scotland (derived from the Health Behaviour of Young Children Survey). It may be possible to reduce the number of measures here, once sample size and potential for disaggregation have been fully explored.

14.11 Presentation and interpretation of data

As noted in the context of the EMF for adults, it is both a strength and a potential weakness of the EMF that the amount of information it contains is large – 10 domains of inequality, with up to five indicators in each (some of which have more than one measure), each disaggregated by up to seven equality characteristics plus combinations of characteristics, separately for England, Scotland and Wales. This is a strength because it reflects the complexity of equality and human rights as concepts and as experienced in people's lives, and because it reflects the range of different interests which users will bring to the framework and the purposes for which

they will want to use it. The EMF will provide a rich resource for policy-makers, the EHRC, equality groups, researchers, journalists and others, to identify and track inequalities across characteristics, across domains and within and across the three countries, all in one place.

The large amount of information is also potentially a weakness, however, if it means the framework becomes off-putting or difficult to navigate. It is for this reason that a key recommendation set out in Alkire et al. (2009) was that the development of a user-friendly web-tool should be taken forward, that would provide a basis for managing the EMF indicators as they become available, and facilitating access by the public, Government bodies and organisations concerned with equality and human rights. An entire set of indicators for children and young people have now been added to the Framework, increasing the need for the delivery of a web-tool of this type.

- We recommend that development of the web-tool based on the ideas set out in Alkire et al. (2009) is taken forward.

14.12 Forward development of the CMF

A number of respondents observed that the equality and human rights issues which are particularly salient may change over time, so that the indicators selected should not be regarded as fixed in stone. On the other hand, the EMF will gain in value if trends can be tracked over time, which implies keeping at least some indicators constant.

- We recommend that the indicators are revisited regularly to ensure they continue to reflect the most important equality and human rights issues while retaining a degree of continuity, to facilitate analysis of trends over time.

The indicators selected for the CMF are intended to provide the basis for the monitoring function of the framework – to highlight where inequality is sharpest and where human rights are being infringed, and to assess whether the situation is improving or worsening over time. It will provide a rich picture of inequality and human rights in England, Scotland and Wales, which we hope will guide government and EHRC in setting their priorities, and provide detailed information for other organisations and individuals to advocate for change. However, this picture by itself tells us relatively little about the **causes** of inequality or the extent to which interventions to reduce inequality or promote human rights have been successful. The analysis and evaluation functions of the CMF are intended to work alongside the monitoring function, and these functions need further development.

- We recommend that research is undertaken to take forward the evaluation function of the CMF.

In the context of the consultation on the adult's Framework, participants suggested that it would be important to involve the general public and groups at risk of discrimination and disadvantage directly in the selection and agreement of indicators. For example, Alkire et al. (2009) note that, in the consultation on the selection of indicators for adults, participants who attended the consultation on *Participation, Influence and Voice* were of the view that the general public should also be included in the process of selecting indicators for something as important as the EMF, and in particular to reach beyond 'the usual suspects' to include voices not usually heard in formal consultation exercises. They recognised that some aspects of the selection of indicators were technical and that a standard public consultation would be unlikely to be productive, but they thought that with sufficient care and time, most of the issues could be made accessible to a broader audience. In order to address the concerns of stakeholders, Alkire et al. (2009) recommended that the EHRC give consideration to involving the general public in scrutinising the short-list of indicators produced by the specialist consultation, for example by means of a citizen's jury.

Similar views were expressed by stakeholders in the context of the consultation on the selection of indicators for children and young people. The Children's Rights Alliance for England (CRAE) suggested changes to Criterion 2 of the selection criterion for the project – legitimacy – suggesting that the endorsement of indicators by 'key stakeholders' should be extended to cover endorsement by children and young people, particularly where indicators are subjective in nature and directly record children and young people's views and experiences. CRAE further suggested that an additional criterion should be added to the 'balance of indicators' category to ensure that there is a stronger focus on the voice of the child within each domain. This approach is already evident, it was suggested, in nine of the 10 domains (with the exception of the Life domain), with subjective and perception-based measures appearing under one or more indicators. The additional criterion would ensure that subjective and objective measures relating to children and young people's views are included, and that the impact of involving children and young people in decision-making as well as recording whether or not they were consulted would be fully captured and reflected. The UN Committee on the Rights of the Child places particular emphasis on the need for children and young people's views and experiences to inform the development of legislation, policy and practice affecting them;³¹ and it is important that the specialist indicators for children and young people do the same.

³¹ UN Committee on the Rights of the Child (2009), *General Comment No. 12: The right of the child to be heard (CRC/C/GC/12)*.

We think that a similar model for direct participation to that proposed in Alkire et al. (2009) would be effective in the context of children and young people, with suitable modification of the citizen's jury process. In addition, we agree with participants in the Welsh consultation event on children and young people, that it will be particularly important to involve children and young people in the forward development of indicators and measures – for example, in questionnaire design and where there are data gaps. As discussed in the feedback under Individual Life, participants highlighted the particular role that children who are carers should play in the development of survey questions relating to the provision of care within families between children and young people.

- We recommend that consideration is given to involving children and young people in scrutinising the short-list of indicators produced by the specialist consultation, for example by means of a citizen's jury comprising children and their parents, teenagers and other young people.
- We recommend the development of a set of survey questions on children who are carers and that children and young people are directly involved in the process of developing those questions.

Participants were emphatic that a version of the CMF should be prepared for children and young people themselves, including for children and young people with different versions for different cognitive levels.

- We recommend the development of an easy access version of the CMF for children and young people.

Immediate next steps – undertaking of the 'technical stage'

A large number of organisations have inputted time and resources as well as expertise into this project. In addition, stakeholders have highlighted that the development of the EMF for adults is moving forward more rapidly than the EMF for children and young people, since the technical phase of this project has already been undertaken, and the gathering of data phase has been partially commissioned. A number of stakeholders from the children and young people fields wanted us to communicate in our recommendations that monitoring the equality and human rights position of children and young people is of critical national importance and should be given priority. We therefore feel that it is imperative that the next stages of the project on the CMF (which might be described as the technical phase, the data gathering phase and the narrative phase) are taken forward at the earliest possible stage. This will ensure that both a robust evidence relating to the equality and human rights

position of children and young people, and an associated narrative, are delivered in a timely way.

- We recommend that the technical, data gathering and narrative phases of the CMF are taken forward at the earliest possible stage, to ensure the delivery of a robust evidence base.

We recognize that there is some potential for rationalization of indicators and measures at the technical stage. For example, as mentioned above, in some cases the measures presented are based on alternative sources (e.g. in relation to bullying) and it is anticipated that a choice between these sources will be made at the technical stage when sample size and potential for disaggregation have been fully explored.

We have also considered proposals for rationalization set out by the Project Management Group (PMG). Whilst it has been possible to incorporate some of these proposals, a number of the suggestions raise complex issues which require further discussion/resolution prior to the technical stage.

Some of the proposals for rationalization relate to the positioning of vulnerable groups. The approach we have often adopted in this report is to develop standalone indicators to capture the position of vulnerable groups. This is because the evidence base on vulnerable groups often involves different underlying data sources, and also because we wanted to ensure that the coverage of vulnerable groups within the CMF is transparent and explicit. This treatment also reflects the approach in the adult EMF, where a separate indicator covering the position of those resident/detained in institutions was included in the Life and Physical Security domains. Nevertheless, we do recognize that in some instances, there is potential for capturing the position of vulnerable groups as additional measures under a more general indicator heading rather than as separate indicators. For example, an indicator of child health might reasonably include measures that relate to the health status of vulnerable groups.

- We recommend that there is some potential for rationalization of indicators and measures at the technical stage, particularly where alternative data sources have been put forward as a basis for measures. Whilst it has been possible to incorporate some of the proposals for rationalization that have been tabled by the PMG, others raise complex issues that require further discussion, and we recommend a meeting to take forward this discussion prior to the technical stage. In principle, in some instances, the position of vulnerable groups might be captured as additional measures under more general indicator headings (rather than as separate indicators).

Factoring in changes to policy and data availability following the May 2010

General Election

- The forward development of the CMF will also need to take account of the significant changes in the data and policy landscape affecting children and young people that have occurred subsequent to the consultation and the drafting of this report and following the General Election in May 2010. This report has been drafted on the basis of the CMF consultation which took place in early 2010. It recommends a set of indicators and measures based on information available at this time. However, the recommended set of indicators and measures, our general evaluation of the availability of social survey and administrative sources relating to children, and the recommendations and conclusions that are premised on this evaluation, are all potentially affected by changes in policy and data availability since May 2010.
- Policy changes announced and/or implemented include but are not limited to: changes in policy affecting children detained in the immigration and asylum-seeking context; testing of all policies against UNCRC (Wales); development of a new child poverty and early years strategy; changes in required attainment within the educational context, including Foundation stage. Policy changes of this type will have a potential impact on the indicators and measures selected for the CMF. For example, the CMF includes measures relating to the detention of children under Immigration Act powers and percentages of children achieving required development levels in the Foundation Stage and other Key Stages in the educational context. The specification of these measures may need to be revised in the light of these policy changes and announcements.
- Changes in data availability include the cancellation of the Citizenship Survey and Tellus Survey which have major implications for the set of indicators and measures that have been selected for the CMF. The recommended indicators and measures are, in particular, heavily reliant on the Tellus Survey and the extension of the Citizenship Survey to cover children and young people. The cancellation of both of these surveys has been announced. Work needs to be undertaken to evaluate whether there are alternative data sources in existence or in the pipeline that can provide alternative data sources for the CMF indicators and measures affected by these changes or whether there are now effectively additional data gaps. Our positive evaluation of the general picture relating to the availability of data on children and young people, on which the conclusions and recommendations in this report are premised, were also based on data availability at the time of the CMF consultation in early 2010. This overall evaluation, as well as the conclusions and recommendations based on this evaluation, will also need to be re-visited and revised in the light of cancellation of specialist surveys relating to children and young people and the possible emergence of new and alternative data sources.

14.13 Domain-specific recommendations

Life

- We agree with participants that it is particularly important to disaggregate child deaths by equality characteristics, in the same way that the Home Office has committed to providing such a disaggregation in relation to adults.
- We recommend that the development of data on preventable child deaths in Wales is integrated into the CMF when such data becomes available and that consideration is given to the development of a preventable deaths series by the Welsh Assembly Government and the Scottish Government.
- We recommend that the development of Indicator 5, Deaths from non-natural causes and self-inflicted deaths for children and young people resident and/or detained in public or private institutions, is taken forward, in conjunction with the development of the parallel Indicator in the Life domain for the adult's EMF.
 - We recommend that further work is undertaken to identify matching Scottish sources.

Health

- We recommend the development of data sources on experiences of dignity and respect in healthcare for children and young people, and access to a reliable and confidential complaints system against health services for children and young people (measures 3.1 and 3.2). More data are required on the health outcomes and experiences of accessing healthcare for Gypsy and Traveller children. We recommend that the development of Measure 3.3 (Discrimination in access to GP services experienced by Gypsy and Traveller children) is taken forward as a particular priority.
- We recommend that a data source is developed for Measure 2.1 – access to information and advice regarding contraception, pregnancy and parenthood for young people.
- We recommend that more in depth data be recorded and available for all children detained or resident in a private institution. In particular, we recommend additional data collection on health outcomes for children placed in immigration removal centres.
- We recommend that the data sources for the number of A&E admissions caused by unintentional and deliberate injuries to children and young people and the

number of A&E accidents and injuries by location (measures 5.2a and 5.2b) are developed in conjunction with the work on the parallel indicators for the adult's Framework.

- The Welsh Assembly Government has informed us that although the Welsh Health Survey includes some information on children, the sample size is too small to allow for disaggregation. We recommend that consideration is given to the need for a larger sample size to facilitate disaggregation.
- We recommend additional work matching sources for Scotland.

Physical security

- We recommend that the potential for disaggregating hate crime by targeting characteristics (disability, gender, ethnicity, age, religion or belief, and sexual orientation) for 16-18 year olds using the BCS extension is fully explored at the technical stage. If the findings show that it is not, as the Home Office has suggested, possible to report these findings because of small sample size, the samples should be pooled over more than one year to ensure that hate crime for 16-18 year olds can be adequately monitored.
- The BCS extension to children is an extremely welcome development that takes the specification of indicators and measures forward in the Physical Security domain in important ways. We are also pleased that the potential for disaggregation is good, with gender, ethnicity, religion or belief, age and disability all covered. We recommend (1) that social class is added to the list of characteristics covered; (2) the question on experiences of violence motivated by targeting characteristic is broadened. Disability and gender should immediately be referenced in this question and the question should refer to 'religion or belief'. We also feel that this is a question where sexual orientation and transgender might be appropriately referenced as possible targeting characteristics, and recommend that consultation on this issue is taken forward with relevant stakeholders and raised in meetings with the Home Office and BCS user groups.
- We are particularly pleased that we have been able to identify measures that draw on existing sources for Indicator 4, physical security for children and young people who are resident or detained in public or private institutions. We recommend that coverage of this indicator is broadened in conjunction with the parallel work on Indicator 4 of the Physical Security domain for adults.

- We recommend that exploratory work is undertaken to identify whether information on children who witness domestic violence can be identified from the BCS self-completion module and/or from police recording of crime and/or incidents.
- We recommend that potential for within Wales analysis given sample size of the BCS and the BCS extension to children is undertaken at the technical stage.
- We recommend that further work is undertaken to identify matching Scottish sources.

Legal security

- We recommend that the potential for disaggregating hate crime by targeting characteristics (disability, gender, ethnicity, age, religion or belief, and sexual orientation) for 16-18 year olds using the BCS extension is fully explored at the technical stage. If the findings show that it is not, as the Home Office has suggested, possible to report these findings because of small sample size, the samples should be pooled over more than one year to ensure that hate crime for 16-18 year olds can be adequately monitored.
- The BCS extension to children is an extremely welcome development that takes the specification of indicators and measures forward in the Legal Security domain in important ways. We are also pleased that the potential for disaggregation is good, with gender, ethnicity, religion or belief, age and disability all covered. We recommend (1) that social class is added to the list of characteristics covered; (2) that the question on perceptions of fair treatment by police is broadened. The current focus of this question is fair treatment whatever a person's skin colour or religion. Disability and gender should immediately be referenced in this question and the question should refer to 'religion or belief'. We also feel that this is a question where sexual orientation and transgender could and should be appropriately referenced as possible targeting characteristics. In addition, whilst we welcome the inclusions of perceptions of treatment by the police by children, we recommend that consideration is given to including questions on perceptions of treatment by the criminal justice system as a whole and suggest these concerns are raised in BCS user group meetings and meetings with the Home Office.
- We recommend consideration of monitoring ASBOs issued by ethnicity and disability, with narrow band disaggregation that facilitates monitoring for people with learning disabilities.

- We recommend monitoring the duration of the periods for which children are resident in detention centres (as well as the number of children entering and leaving detention).
- We recommend that potential for within Wales analysis given sample size of the BCS and the BCS extension to children is undertaken at the technical stage.
- We recommend that further work is undertaken to identify matching Scottish sources.
- We recommend that the specification of Indicator 5, Offences brought to Justice for cases involving children and young people, is prioritized within the forward development of the CMF. This will be a parallel Indicator to Indicator 1 of the Legal Security domain in the EMF for adults. Further discussions with children's organisations in England, Scotland and Wales to agree the nature and scope of the offences that should be captured and reflected in this indicator will be useful. Discussions will also be necessary with the Home Office (regarding availability of police recorded crime data as a basis for this measure) and the CPS (regarding the availability of CPS case outcome data on prosecutions of cases involving crimes against children and young people).

Education and learning

- We welcome the inclusion of the Unique Pupil Number in the Children in Need Census and believe that the ability to link the Children in Need Census to the National Pupil Database will allow equality and human rights monitoring under the Educational domain to be taken forward in important ways, with significantly improved coverage of vulnerable groups. We recommend that all surveys and administrative sources that cover children and young people in custody also include the Unique Pupil Number so that the educational outcomes of additional groups of vulnerable children can be taken forward in a similar way. At present, it does not seem possible to explore the educational progression of these children and young people. Similarly, the Unique Pupil Number should be recorded for the purposes of monitoring the position of children and young people in other settings who may not be covered by the Children In Need or Looked After Children censuses. This might include refugee and asylum-seeking children who are with family (rather than being unaccompanied and therefore covered by the local authority and the Looked After Children census) and/or in immigration detention centres.
- We recommend that more of the information recorded in the Children In Need Census and the Looked After Children Census be fed into the National Pupil

Database. In particular, it would add substantively to this domain if it were possible to disaggregate by the following characteristics:

- Looked After Children Census:
 - Unaccompanied asylum-seeking children
 - Resident in looked after and places in a secure unit
 - Resident in homes and hostels subject to *Children's Homes Regulations*
 - Resident in other hostels and supportive residential settings
 - Resident in residential care home
 - Resident in NHS/Health Trust or other establishment providing medical or nursing care
 - Resident in family centre of mother and baby unit
 - Resident in Young Offender Institution or prison
 - Resident in all Residential schools except where dual-registered as a school
 - Children In Need Census:
 - Young carers.
- We recommend that further research is undertaken to address gaps in equality and human rights monitoring for the Education and Learning domain. This could include, for example:
 - The number of children and young people who have been excluded from mainstream school but have yet to be found an alternative educational setting by the local authority, such as placement at a Pupil Referral Unit or other specialist or non-mainstream school
 - Non-attendance by children and young people who are carers
 - Exploration of the progress in attainment and experiences of children by the type of school they attend (i.e. mainstream school, Pupil Referral Unit, special school, independent school etc).
 - We believe that other gaps within this domain relate to the experiences of those who are home schooled. We recommend that a method of reporting on these children and incorporating them into the central datasets is found, so that comparisons can be made.
 - As part of the Schools Census which links into the National Pupil Database, it would be extremely useful if another variable was added to record whether the pupil was absent because they were caring for another person or family member. It would not be of consequence to this purpose if the absence was classified as authorised or unauthorised. It is important that more data be collected on the experiences and attainment of all young carers and not just those who are registered as Children In Need.

- We recommend that the Schools Census include information on disability, and religion or belief, in order that these equality characteristics be explored.
- The National Pupil Database includes the education attainment of pupils from independent and private schools. The HBSC Survey also provides some information on the independent and private school sector. However, little other data is collected about these pupils. We recommend that the Schools Census and other school surveys be extended to cover these schools, especially in relation to experiences of bullying.
- We recommend that the relevant Government departments and Inspectorates work together to take forward data on complaints handling within the education system.
- We understand that the Welsh National Pupil Database is currently under development. We recommend that this source is fully explored and that matching measures are sourced as and when this source becomes available. We recommend that the Welsh National Pupil Database is linked to survey and administrative data sources covering vulnerable groups of children and young people using a Unique Pupil Number system. We also recommend that disaggregation by Welsh as a first language should be recorded as an additional disaggregation characteristic, in line with the Welsh legislative framework and equality duties.

In the Scottish context, we recommend that educational outcome data are disaggregated by equality characteristics and vulnerable groups and available on a national basis.

Standard of living

- We recommend that priority is given to take forward the development of Indicator 5 of the Standard of Living domain, taking due account of the list of vulnerable children and young people included in the list that has been developed in this project. This project would reflect the comments set out by the Joint Committee on Human Rights in its judicial scrutiny of the Child Poverty Bill, as well as the overwhelming feedback of participants in this consultation, who view monitoring the equality and human rights position of vulnerable children and young people as a key priority.
- We recommend that religion or belief is added to the list of characteristics recorded in the Family Resources Survey.

- We recommend that consideration should be given by the WAG to the need to develop a matching measure of the percentage of households with children and young people living in sub-standard, overcrowded or un-adapted accommodation.
- We recommend the WAG include questions on overcrowded households, and households living in an area with 'unsatisfactory' or 'poor' local environmental conditions, within any new national survey.
- Further work is required to identify matching sources for Scotland.

Productive and valued activities

- Participants emphasised that these measures should be disaggregated to include disability.
- We recommend that the HM Inspectorates of Prisons and the Children and Young People in Custody Survey include disability as a recorded characteristic.
- We recommend that data on those not in education, training and employment are disaggregated by disability.
- We recommend that the development of a robust measure of the prevalence of prostitution among children and young people is taken forward.
- We recommend that the Welsh Assembly Government consider the need to identify matching Welsh sources for measures 1.1-1.3 and 2.1 in any new national survey.
- Further work is required to identify matching sources for Scotland.

Individual, family and social life

- We recommend that abuse in the domestic context among the under 16s is monitored, in the same or a similar way as is done in the BCS for adults, and that consideration is given to the possibility of adding a new question in this area to the BCS extension.
- We recommend rigorous cognitive testing, piloting and further consultation with relevant stakeholders to develop: (1) a measure of relationship autonomy for children and young people; (2) the development of questions for monitoring the impact of caring on the lives of children and young people; (3) the suite of measures under Indicator 5, respect for individual and family life (including proposed questions that capture homophobic bullying).

- We recommend that the Welsh Assembly Government consider the need to identify matching Welsh sources for measures 1.3 and 3.1 in any new national survey.
- Further work is required to identify matching sources for Scotland.

Identity, expression and self-respect

- We recommend that all the measures in Indicator 1 – experiences of identity-based harassment and interference – be expanded to cover disability. This includes for example, Measure 1.1 taken from the Citizenship extension: Percentage of children and young people who said that in the last year, someone made fun of them or was rude to them because of their race, ethnicity, skin colour or religion. The extended question would read: Percentage of children and young people who said that in the last year, someone made fun of them or was rude to them because of their race, ethnicity, skin colour or religion or disability.
- In addition, consideration should be given to including sexual orientation in the list of targeting characteristics in the context of secondary school children and young people. However, rigorous cognitive testing and further consultation with stakeholders will be required and the possibility of fielding a question of this type in a separate monitoring instrument, rather than a general children’s survey, should also be considered.
- We recommend that disability is added to the set of characteristics recorded in the Citizenship extension.
- We recommend that measures that capture perceptions of age discrimination in public services experienced by children and young people, are taken forward.
- We recommend work to take forward the development of the self-esteem measure and the mean accumulated humiliation score, for children and young people, in parallel with work in these areas for adults. Further work is needed to develop a measure of stereotyping and/or being put down on the grounds of social identity characteristics. Consideration should be given to including sexual orientation in the list of targeting characteristics in the context of secondary school children and young people. However, rigorous cognitive testing and further consultation with stakeholders will be required and the possibility of fielding a question of this type in a separate monitoring instrument, rather than a general children’s survey, should also be considered.
- Further work is required to identify matching sources for Scotland.

Participation, influence and voice

- We agree with participants that it is critical that the measures for the Participation domain capture and reflect the extent and impact of children and young people's participation as defined by the United Nations Convention on the Rights of the Child. With this in mind, we recommend that development of measure 1 of Indicator 1 is taken forward, in order to capture and reflect the overarching UNCRC concepts, focusing on the ability of children and young people to express their views in matters affecting them, and to have their views taken seriously by decision-makers.
- We recommend that disability status is recorded in the YouGov/Citizenship Foundation Survey.
- We recommend that disability status is recorded in the Citizenship extension to children.
- We recommend that a new Indicator on the inclusion of children and young people into mainstream activities is also taken forward. This will facilitate an evaluation of the extent to which children and young people report that age, gender, disability, ethnicity, religion/belief, social class, sexual orientation and/or transgender status are barriers to participation. In line with our general recommendations on disaggregation, it is anticipated that a survey question of this type that includes sexual orientation could be added to a general population children's survey going to secondary school age children or, alternatively, developed in a separate instrument for specific and targeted engagement and monitoring exercises. Questions that include reference to transgender would be suitable for specific and targeted engagement and monitoring exercises only.
- We recommend that further work is undertaken to identify matching sources for Scotland.

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Youth Justice Board (2010) Personal Communication

Appendix 1: The list of central and valuable freedoms for children

This list applies to people aged 0-17 years.

Life: the capability to be alive

including to:

- avoid mortality including infant mortality, through disease, neglect, injury or suicide, or through lack of antenatal or maternal healthcare
- be protected from being killed or murdered.

Health: the capability to be healthy

including to:

- attain the highest possible standard of physical and mental health, including sexual and reproductive health
- access healthcare without discrimination and in an age appropriate, culturally sensitive way, including antenatal and maternal healthcare
- be treated medically, or take part in an experiment, only with free and informed consent (or informed consent of a guardian if you are too young to consent)
- be assured of patient confidentiality, where this is in the interests of the child, and be free from the stigmatisation associated with some health conditions
- live in a healthy and safe environment where pollution, traffic and other hazards are minimised
- be protected from emotional abuse or neglect
- be protected from use, production or selling of illegal drugs
- maintain a healthy lifestyle including exercise, sleep and nutrition, with support where necessary
- access timely and impartial information about health and healthcare options, including contraception where appropriate
- learn about how to remain healthy and safe, including the effects of alcohol, smoking and illegal drugs
- access to information about genetic heritages.

Physical Security: the capability to live in physical security

including to:

- be free from violence including sexual and domestic violence, and violence based on who you are
- be free from torture, cruel, inhuman or degrading treatment or punishment, including capital punishment
- be protected from physical or sexual abuse (including by those in positions of authority), including use in, or exposure to, pornography
- be protected from physical or mental harm by adults (including harmful punishment)
- be protected from physical or mental harm by other children (including bullying)
- go out and to use public spaces, including school, safely and securely without fear
- be supported and rehabilitated if you have experienced neglect, exploitation or abuse.

Legal Security: the capability of knowing you will be protected and treated fairly by the law

including to:

- know you will be treated with equality and non-discrimination before the law
- be secure that the law will protect you from intolerant behaviour, and from reprisals if you make a complaint
- be free from arbitrary arrest and detention
- be detained only as a last resort and to have fair conditions of detention
- have the right to a fair trial including protection by a minimum age of criminal responsibility
- be able to access high quality information, mechanisms for complaints and advocacy as necessary, which are all specifically designed for children
- have freedom of movement
- have the right to name and nationality, and to registration of birth
- have some financial independence and respect for your property, as appropriate to your age
- for 16 and 17 year olds, own property and financial products including insurance, social security, and pensions in your own right
- know your privacy will be respected and personal data protected
- have your own interests as a child the primary consideration in legal proceedings concerning parents.

Education and Learning: the capability to be knowledgeable, to understand and reason, and to have the skills to participate in society

including to:

- attain the highest possible standard of knowledge, understanding and reasoning
- enjoy high quality early years care and education
- engage in compulsory and free primary and secondary education that meets your individual needs, and education or training at least up to age 18, including support for transitions between schooling levels
- access further and higher education on the basis of your capacity
- access educational and vocational information and guidance
- develop the skills for full participation in productive and valued activities, including parenting and learning about healthy (non-violent and non-abusive) relationships
- use information and technology necessary to participate in society
- be protected from information and material which is harmful to your wellbeing
- acquire the skills for equal participation in a diverse society, including learning English or Welsh
- learn about a range of present and past cultures and beliefs
- understand the natural environment
- be fulfilled and stimulated intellectually, including being creative if you so wish
- pursue independent interests
- being able to appreciate the arts and public culture.

Standard of Living: the capability to enjoy a comfortable standard of living, with independence and security

including to:

- enjoy an adequate and secure standard of living which enhances physical, mental, spiritual, moral and social development. This includes nutrition, clothing,

toys and entertainment, warmth, utilities, housing, social security, social services and childcare. Adequate housing must include adequate indoor space, including quiet space for homework and access to safe outdoor space in which to play

- get around inside and outside the home, and access transport and public places
- live with dignity and self-respect
- be supported to promote your future independence
- have choice and control over where and how you live, at a level appropriate to your stage of development
- enjoy your home in peace and security, within the wider community
- access green spaces, parks and the natural world
- share in the benefits of scientific progress including medical advances and information and technology.

Productive and Valued Activities: the capability to engage in productive and valued activities

including to:

- being able to explore and negotiate risk
- have safe, enjoyable, developmental and free play
- have rest
- have leisure including holidays and relaxed time with your family
- be protected from performing any work which interferes with your education or development
- undertake some paid work, as a teenager
- if you work, to work in just and favourable conditions, including health and safety, fair pay, reasonable hours and freedom from harassment or discrimination.

Individual, Family and Social Life: the capability to enjoy individual, family and social life

including to:

- grow and develop as a person
- have structure, authority and boundaries
- develop your sense of values and other beliefs
- formulate and pursue aspirations, goals and objectives for yourself, including what you want to do when you grow up, so that your potential is developed and safeguarded
- have hope for the future
- enjoy special support and care during childhood, including security and stability
- be nurtured, loved, and protected, reassured and encouraged
- access emotional support and avoid loneliness
- know that someone will look out for you
- be able to relate to, care for, form attachments and bond with others, as well as be able to learn empathy
- have peace of mind
- be cared for wherever possible by own parents, and where this is not possible, to maintain contact with parents if it is in the best interests of the child
- have a private life, including protection of information about you, having your own space, and sometimes being able to do your own thing
- spend time with, and care for, others, including wider family
- develop and maintain close friendships and relationships

- form intimate relationships, including having a boy/girlfriend, consistent with your stage of development
- know that your significant relationships will be treated with dignity and respect
- celebrate on special occasions
- for 16 and 17 year olds, be free in matters of sexual relationships and reproduction
- enjoy special support during pregnancy, maternity and paternity.

Identity, Expression and Self-respect: the capability of being and expressing yourself, and having self-respect

including to:

- have freedom of conscience, belief and religion
- have freedom of cultural identity, including being able to reject parental and/or peer group culture
- have freedom of expression
- communicate, including using information technology, and use your own language
- engage in cultural practices, in community with other members of your chosen group or groups, and across communities
- develop and maintain self-respect, self-esteem and self-confidence
- live without fear of humiliation, harassment, or abuse based on who you are
- be confident that you will be treated with dignity, equality and respect, especially by adults in positions of authority
- access and use public spaces freely
- be protected from bullying and intolerant behaviour.

Participation, Influence and Voice: the capability to participate in decision-making, have a voice and influence

including, as appropriate to the child's stage of development, to:

- be encouraged and supported to participate in decision-making, which includes having access to advocacy, especially in decisions which directly affect your own life
- participate in the formulation of government policy, locally and nationally
- participate in non-governmental organisations concerned with public and political life
- be listened to with respect
- get together with others, peacefully, without being moved on or accused of being a nuisance
- form and join clubs, groups and organisations, including trade unions if you work
- participate in the local community.

Appendix 2: Participation and coverage of the Specialist Consultation on the Selection of Indicators for Children and Young People

There were 40 participants at the day events in London, Cardiff and Edinburgh.

London

Helen Barnes	Department of Social Policy and Social Work University of Oxford ; Social Disadvantage Research Centre
Clare Bingham	Friends, Families and Travellers
Jonathan Bradshaw	University of York
Laura Courtney	National Children's Bureau
Carla Garnelas	Children's Rights Alliance for England (CRAE)
Margaret Greenfields	Bucks New University
Sumana Hussain	Department for Children, Schools and Families
Steve Leman	Department for Children, Schools and Families
Rebecca Lloyd	Department of Health
Dee Martin	English Region Equality Network & Leicestershire Centre for Integrated Living
Peter Matejic	DWP
Bryce Millard	Home Office Statistics: Crime Surveys Program
Robert Moore	University of Liverpool
Marie-Pierre Moreau	University of Bedfordshire
Barbara Nea	Race On The Agenda (ROTA)
Charlie Owen	Thomas Coram Research Unit (Institute of Education)
Dr Carlo Raffo	The Centre for Equity in Education at Manchester
Saltanat Rasulova	Oxford University
Zoe Renton	National Children's Bureau
Marcus Roe	Audit Commission
Christina Sarb	Scope
Alison Thompson	Department for Children, Schools and Families
Kathy Turner	Audit Commission

Edinburgh

Jane Colvil	Enable Scotland
Diana Dodd	City of Edinburgh Council Children and Families Department
Anne-Marie Dorrian	Children, Young People and Social Care Team: Education Analytical Services Division - Scottish Government
Dr Alison Hosie	Scottish Human Rights Commission
Marion Macleod	Children in Scotland
Vicky McGraw	West Dunbartonshire (gov): Educational Services
Gillian Munro	Scotland's Commissioner for Children and Young People (SCCYP)
Diego Quiroz	Scottish Human Rights Commission (SHRC)
Bill Scott	Inclusion Scotland
Alison Todd	Children 1 st
Dr. Sharon Vincent	University of Edinburgh
Pete Whitehouse	Scottish Government (Education)

Wales

Launa Anderson	Welsh Assembly: Department of the First Minister and Cabinet
Gwion Evans	Children's Commissioner for Wales
Steve Lamb	HMI (Youth and Local Authority Services)
Sioned Lewis	Arad Consulting
Simon Jones	NSPCC

Other Comments: Web Consultation and inputs from additional specialists

Five organisations responded to the web consultation. These were:

DWP
Home Office
WAG
CRAE
Jane Colvil, Enable Scotland

We also had three in-depth one-to-one meetings with DCSF in 2010 and further meetings, email exchanges and conversations with a range of organisations, including:

ChildLine Scotland
Children in Wales
Department for Children, Schools and Families (Data Services Team)
Department for Children, Schools and Families (Policy Impact Division)
Derek Munn, Stonewall
Estyn
GIRES (Gender Identity Research and Education Society)
Home Office Regional Team in Assembly (Crimes Against Children Unit)
Mermaids UK
NHS: Child Death Review pilot in Wales (Public Health Wales)
NHS: Health Scotland
Leicester Centre for Integrated Living
Liz McDermott, University of York
Office for National Statistics (Census)
Office of the Children's Commissioner (England)
Save the Children – Scotland
Stonewall Cymru
Swansea University (Health information Research Unit)
The Tavistock and Portman NHS Foundation Trust (Tavistock Centre)
University of Edinburgh: Child & Adolescent Health Research Unit (CAHRU)
Welsh Assembly Government (Demography, Heritage and Equalities Statistics)
Welsh Assembly Government (Health Statistics and Analysis Unit)
Youth Justice Board (Data Team)
Youth Justice Board (Performance Team)
Youth Justice Board (Research Department)

Appendix 3: Data gaps

The following measures for England are listed as having 'source unidentified' or 'no source'.

A. Life

Measure 5.1	Deaths from non-natural causes and self-inflicted deaths of children and young people in custody, prisons, secure training centres and secure children's homes
Source	For children and young people in custody and prisons: Ministry of Justice <i>Statistics on Race and the Criminal Justice System 2007/8</i> For secure training centres and secure children's homes: Source not yet identified.
Measure 5.2	Deaths from non-natural causes and self-inflicted deaths from non-natural causes of children and young people in health, social care and educational establishments (boarding schools, special schools, etc)
Source	Source not yet identified.

B. Health

Measure 2.1	Access to information and advice regarding contraception, pregnancy and parenthood for young people
Source	Under development (no source identified)
Measure 3.1	Dignity and respect in healthcare for children and young people
Source	Under development (no source)
Measure 3.2	Access to a reliable and confidential complaints system against health services for children and young people
Source	Under development (no source identified)
Measure 3.3	Discrimination in access to GP services experienced by Gypsy and Traveller children
Source	Under development (no source identified)

C. Physical Security

Measure 2.5	Exposure of children and young people to domestic violence
Source	Under development (no source)

D. Legal Security

Measure 1.9	Percentage of children and young people who feel that they are unfairly targeted by anti-social behaviour measures
Source	Under development (no source)
Measure 3.2	Number of Welsh children and young people held in detention centres in England
Source	Under development (no source identified)
Indicator 5	Offences reported and brought to justice for children and young people
Source	Under development (no source)

E. Education

Measure 2.9	Drop-out of school rates of Gypsy, Roma and Traveller children
Source	Under development

G. Productive and Valued Activities

Measure 4.2	Prevalence of prostitution among children and young people
Source	Source not yet identified

H. Individual, Family and Social Life

Measure 3.2	Percentage of children and young people who feel able to form and maintain the relationships they want
Source	Source not yet identified
Measure 5.1	Percentage of children and young people who feel able to be themselves (a) with their family, (b) with friends, (c) in public
Source	Source not yet identified
Measure 5.2	Percentage of children and young people who feel put down or badly treated by friends, teachers or others because of (a) who they are, (b) who their family are
Source	Source not yet identified
Measure 5.3	Percentage of children and young people who do not feel able to talk openly about (a) their sexual identity, (b) a parent/s being

	lesbian, gay or bisexual
Source	Source not yet identified

Measure 5.4	Percentage of children and young people who have been bullied because of (a) perceptions of their sexual orientation, (b) perceptions of their parent/s being lesbian, gay or bisexual
Source	Source not yet identified

I. Identity, Expression and Self-respect

Measure 2.3	Percentage of children and young people who have experienced age discrimination when accessing (a) the emergency services, (b) health services, (c) mental health services
Source	Source not yet identified

Measure 4.1	Mean score on Rosenberg's self-esteem scale
Source	Source not yet identified

Measure 5.1	Mean accumulated humiliation score
Source	Source not yet identified

Measure 5.2	Percentage of children and young people who feel stereotyped and/or put down because of their (a) gender, (b) ethnicity, (c) age, (d) disability, (e) religion, (f) social class
Source	Source not yet identified

J. Participation, Influence and Voice

Measure 1.1a	Percentage of children and young people who feel able to express their view freely in matters affecting them
Measure 1.2b	Of the children and young people that have expressed views in matters affecting them, the percentage that feel that their views were taken seriously by decision-makers
Source	Under development

Measure 2.2	Percentage of young people who participate in elections to the Scottish Youth Parliament
Source	Under development

Measure 2.3	Percentage of children and young people who participate in the: (a) Children's Youth Parliament (b) Young Scot
Source	Under development

Measure 4.1	Percentage of children and young people treated with dignity and respect while accessing and participating in local or national decision-making forums
Source	Under development

Measure 5.1	Percentage of children and young people who don't feel that they can participate in mainstream activities because of their age, gender, disability, ethnicity, religion/belief, social class, sexual orientation and/or transgender status
Source	Under development

Appendix 4: List of sources used to derive measures

Measures are numbered by domain letter, indicator and measure, e.g. B2.1.

Domain key:

A	Life
B	Health
C	Physical security
D	Legal security
E	Education and learning
F	Standard of living
G	Productive and valued activities
H	Individual, family and social life
I	Identity, expression and self-respect
J	Participation, influence and voice

	Data source	Measures
1	2011 Census of Population and Housing in England and Wales	H1.4 (E,W) Percentage of children and young people who say that they look after, or give any help or support to family members, friends, neighbours or others because of either: a) long-term physical or mental ill-health/disability, b) problems related to old age (not including anything done as part of paid employment); broken down by: c) 1-19 hours a week, d) 20-49 hours a week, e) 50 or more hours a week
2	British Crime Survey (England and Wales)	<p>C1.1 (E,W) Percentage of children that are victims of violent crime (all types)</p> <p>C1.7 (E,W) Percentage of 16-17 year olds that are victims of domestic violence (with reporting of relationship of victim to principal suspect, including partner violence)</p> <p>C3.2 (E,W) Percentage of 16-17 year olds who are victims of hate crime, by category: a) race, b) religion, c) age, d) gender, e) disability, f) sexual orientation</p> <p>C5.3 (E,W) Percentage of 16-17 year olds who feel very unsafe or unsafe being alone at home and/or in local area (during the day and after dark)</p> <p>C5.4 (E,W) Percentage of 16-17 year olds who feel very worried/worried about physical attack, intimidation and acquisitive crime</p> <p>D1.2 (E,W) Percentage of 16-17 year olds: a) stopped on foot or vehicles, b) stopped and searched</p>

		<p>D1.6 (E,W) Percentage of 16-17 year olds who are confident that the criminal justice system (police, CPS, courts, prison and probation service): a) meets the needs of victims, b) respects the rights of those accused of committing a crime and treats them fairly</p> <p>H2.1 (E,W) Percentage of 16-17 year olds experiencing domestic abuse (emotional or financial) in the last 12 months (reporting the relationship of victim to principal suspect)</p>
3	British Crime Survey (England and Wales) Extension to Children	<p>C1.1 (E,W) Percentage of children that are victims of violent crime (all types)</p> <p>C1.2 (E,W) Percentage of children and young people who have been kicked, hit, pushed, shoved or had physical violence towards them in some way, (a) in the last 12 months, (b) average number in the last 12 months</p> <p>C1.3 (E,W) Percentage of children and young people who have had someone hit, attack, or threaten them on purpose with a weapon (this might have been something like a stick, a rock, a knife, a gun, or anything else that could have hurt them) a) in the last 12 months, b) average number of times in the last 12 months</p> <p>C1.6 (E,W) Prevalence of violence and incidents of threats against children and young people where the offender is a) a family member or relative (includes parents, guardians, brothers, sisters, step/adopted/foster family members, or other relatives, b) a girlfriend, boyfriend or partner</p> <p>C3.1 (E,W) Percentage of criminal incidents against children and young people that were motivated by the child's: a) skin colour or racial background, b) religious background, c) other reasons</p> <p>C5.1 (E,W) Percentage of children and young people who said that they have been threatened in a way that frightened them (this includes threats to physically attack the respondent, use violence on the respondent, or to threaten to break or damage something belonging to the respondent) a) in the last 12 months, b) average number of times in the last 12 months</p>

C5.2 (E,W) Percentage of children and young people who go out in the evening without an adult supervising them a) less than once a month, b) never, because of a fear of crime

C5.5 (E,W) Percentage of children and young people who say that they avoid travelling on buses at certain times of the day because they are worried about their safety or because other people are causing trouble for them

C6.1 (E,W) Percentage of children and young people who say that someone had bullied him/her in a way that frightened or upset the respondent a) in the last 12 months, b) once a month, c) more than once a week, d) everyday

C6.2 (E,W) Number of children and young people who have experienced cyber bullying, as a percentage of the total number who have been bullied in the last 12 months in a way that frightened or upset him/her

D1.1 (E,W) Percentage of children and young people approached by the police or a PCSO to be: a) stopped in the street, b) stopped while in a car, c) stopped and searched

D1.3 (E,W) Percentage of children and young people who think that if the police were to stop and search them, they would be treated fairly

D1.4 (E,W) Percentage of children and young people who disagree that the police treat everyone fairly whatever their skin colour or religion

D1.5 (E,W) Percentage of children and young people dissatisfied with the way the police handled an incident reported to the police directly by the respondent

J3.2 (E,W) Percentage of children and young people who say that there are enough activities for young people in their area

4 British Household Panel Survey

F2.3 (E,S,W) Percentage of children and young people living in households experiencing persistent income poverty (i.e. living below the relative poverty line in at least three out of four consecutive years)

H1.1 (E,S,W) Percentage of children who do not have any close friends

		J3.1 (E,S,W) Percentage of children and young people who say that they hardly ever/never go to: a) youth clubs, scouts, girl guides, or other organised activities, b) do sports (including football, aerobics, dance classes and swimming)
5	Child Exploitation and Online Protection Centre (CEOP)	C2.3 (E,S,W) Percentage of online reports by under 18s of grooming, by category, that are: a) inciting a child to watch a sexual act, b) inciting a child to perform a sexual act, c) arranging to meet a child, d) through using a mobile phone, e) through inappropriate online chat, f) via instant messaging, g) via a social networking site, h) via a gaming site, i) of other suspicious activity
6	Child Protection Statistics (statistics submitted to Scottish Government from all 32 local authorities)	C2.2 (S) Percentage of children and young people in need of protection, with separate reporting for: a) those on child protection registers, b) those on child protection registers who have been re-registered, c) those on child protection registers who have been de-registered within less than six months, six months to a year, one year to two years, and more than two years
7	Citizenship Survey	G3.2 (E,W) Percentage of 16-17 year olds who report that they experience labour market discrimination
8	Citizenship Survey Extension (England and Wales)	<p>G1.4 (E,W) Percentage of children and young people who have undertaken voluntary activities or helped someone not in their family (unpaid) in the last year</p> <p>I1.1 (E,W) Percentage of children and young people who said that in the last year, someone made fun of them or was rude to them because of their race, ethnicity, skin colour or religion</p> <p>I1.2 (E,W) Percentage of children and young people who said that in the last year, they have felt that someone treated them unfairly because of their race, ethnicity, skin colour or religion</p> <p>I1.3 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because of their race, ethnicity or skin colour</p> <p>I1.4 (E,W) Percentage of children and young people who said that they often feel that people in Britain are treated unfairly because of their religion</p> <p>I1.5 (E,W) Percentage of children and</p>

		<p>young people who said that they often feel that people in Britain are treated unfairly because they are poor and don't have a lot of money</p> <p>I2.1 (E,W) Percentage of children and young people who say that they strongly or slightly agree that the government treats young people with respect</p> <p>I2.2 (E,W) Percentage of children and young people who say that they strongly or slightly agree that television and newspapers talk about young people fairly</p> <p>J1.4 (E,W) Percentage of children and young people who have ever been involved with a school committee or school council</p> <p>J2.1 (E,W) Percentage of children and young people who say that they have a) attended a public meeting, demonstration or protest, b) signed a petition, or c) contacted a local councillor or a Member of Parliament (MP)</p>
9	Communities and Local Government: Housing and Communities Analysis Division	F1.4 (E) Number of households with children and young people living in temporary accommodation
10	Deaths Registered (Series DR). Data from General Register Offices	<p>A1.1 (E,W) Number of deaths under the age of one year, per 1,000 live births</p> <p>A3.1 (E,W) Cancer mortality rate for children and young people</p> <p>A3.2 (E,W) Suicide rate for children and young people</p> <p>A3.3 (E,W) Mortality rate for children and young people caused by transport accidents</p> <p>A3.4 (E,W) Mortality rate for children and young people caused by accidents in home and residential institutions</p>
11	Department for Education statistical releases based on data collected from the Local Safeguarding Children Boards	A4.1 (E) Number of preventable deaths of children and young people ³²
12	Department for Education Looked After Children SSDA 903 return/Children looked after in England	B5.5 (E) The percentage of looked after children who have not received an annual health check, an annual dental check, do not have up to date immunisations or who have been identified as having a substance misuse problem who have not received an intervention

³² See also Ofsted.

		B5.6 (E) Percentage of looked after children who have poor mental health
		C2.4 (E) Percentage of looked after children and young people who are placed in care because of abuse or neglect
		E2.5 (E) Percentage of children leaving care who do not have any qualifications (who are over the age of 16 when leaving care, are not due to sit an exam later in the school year after leaving care and do not have a health condition or disability that prevents them from sitting an exam)
		E2.6 (E) Percentage of looked after children who are 16 years old who are not involved in employment, education or training (NEET)
		F1.3 (E) Proportion of care leavers in suitable accommodation
13	DEFRA SDI 60 (England)	B4.8 (E) Percentage of children and young people in households who are living in an area with less favourable environmental conditions
14	ENCAMS Local Environmental Quality Survey for DEFRA	F4.3 (E) Percentage of children and young people living in an area with 'unsatisfactory' or 'poor' local environmental conditions
15	English Housing Survey	F1.1 (E) Percentage of households with children and young people living in non-decent, overcrowded or unadapted accommodation
16	Every Child Matters Outcomes Framework National Indicator 28	C1.5 (E,W) Percentage of children and young people who are victims of serious knife crime
17	Family Resources Survey	F2.1 (E,S,W) Percentage of children and young people living in households below 60 per cent of contemporary median income, before housing costs ³³ F2.2 (E,S,W) Percentage of children and young people living in households below 60 per cent of contemporary median income, after housing costs F2.4 (E,S,W) Percentage of children and young people living in absolute income poverty F3.1 (E,S,W) The percentage of children and young people living in relative low-income households and in material deprivation

³³ The Family Resources Survey (FRS) is the main source of data for the Households Below Average Income (HBAI) publication which can also be used for measures F2.1, 2.2, 2.4 and 3.1.

		F3.2 (E,S,W) Mean deprivation score for households with children and young people above the income poverty threshold H4.1 (E,S,W) Percentage of children who would like to celebrate on special occasions such as birthdays, Christmas or other religious festivals but whose household cannot afford it
18	General Practice Research Database (GPRD)	B1.4a (E,S,W) Percentage of children and young people with eating disorders (anorexia nervosa and bulimia) B1.4b (E,S,W) Percentage of children and young people who self-harm
19	General Register Office (England and Wales)	B1.5 (E,W) Percentage of children with an underweight birth
20	Health Protection Agency	B2.4 (E,S,W) Prevalence of Sexually Transmitted Infections (STIs) among young people
21	Health Survey for England	B1.1 (E) Percentage of children and young people who report a long-standing health problem or disability that limits their ability to carry out normal day-to-day activities B1.2 (E) Percentage of children and young people who report poor mental health B1.6 (E) Percentage of children and young people with asthma and other respiratory diseases B1.7 (E) Percentage of children and young people with diabetes B4.3 (E) Percentage of children and young people who are obese B4.4 (E) Physical activity for children and young people a) The percentage of children and young people who have done sports or exercise activities in the last seven days ³⁴ B4.5 (E) Percentage of children and young people eating the recommended levels of fruit and vegetables
22	HM Inspectorate of Prisons/Youth Justice Board: Children and Young People in Custody Survey 2007	B5.4 (E,W) Percentage of young people in custody and secure training centres who report poor access to health services C4.1 (E,W) Number of children and young people in custody who have been insulted, had his/her family insulted, been physically abused, had their property taken or been sexually abused by trainees or members of staff C4.2 (E,W) Number of children and young people in custody who have been targeted

³⁴ See also Tellus Survey.

on the grounds of a) being new, b) race or ethnic origin, c) being from a different part of the country

C4.3 (E,W) Percentage of children and young people in custody who think staff will take them seriously if he/she told them that they had been victimised

D4.1 (E,W) Percentage of children and young people in custody who report that a) they have been encouraged to withdraw a complaint, b) they do not know how to make a complaint, c) it is easy to make a complaint, d) they feel that complaints are sorted out fairly

E2.7 (E) Children and young people in custody (under 16): percentage not participating in education

E2.8 (E) Children and young people in custody (16-18): percentage not participating in education or training

F5.1 (E,W) Percentage of children and young people in custody who are not normally able to have a shower everyday if he/she wants

G2.2 (E,W) Percentage of children and young people in custody who say that on average each week they go 'on association' or free time: a) Don't want to go, b) none, c) one to two times, d) three to five times, e) more than five times, f) don't know

H3.1 (E,W) Percentage of children and young people in custody who report that it is difficult for family and friends to get to the establishment to visit them

I3.1 (E,W) Percentage of young people in custody who report it is difficult for them to attend religious services

23	Home Office (data prepared by Ministry of Justice's Office for Criminal Justice Reform (OCJR), Evidence and Analysis Unit)	D1.8 (E,W) The use of ASBOs against children and young people: a) the number of children and young people that have received an ASBO, b) The proportion of children and young people issued with ASBOs against the proportion of adults (18+) issued with ASBOs
		D2.4 (E,W) Of the children and young people with ASBOs, the percentage sentenced to custody as a result of breaching an ASBO (including separate reporting for length of custodial sentence)
24	Home Office, Control of Immigration	D2.3 (E,S,W) Number of children and young people under Immigration Act

		powers and duration of stay a) who enter detention (with percentage who are asylum detainees), b) leaving detention (with percentage who are asylum detainees), c) duration of their stay in detention (data gap)
25	Home Office Homicide index	A2.1 (E,W) Homicide rate of children and young people A2.2 (E,W) Domestic homicide of children and young people (covering parent or relative as suspect) A2.3a (E) Homicide of children and young people involving sharp instruments and shootings A2.3b (W) Homicide through violent crime A2.4 (E,W) Racially motivated, religiously motivated and homophobic homicide of children and young people
26	Home Office/ONS: Homicides, Firearm Offences and Intimate Violence 2007/08	C1.4 (E,W) Percentage of victims of total firearm offences that are under 18 years old a) including air weapons, b) excluding air weapons
27	Home Office/UK Human Trafficking Centre: UK Action Plan on Tackling Human Trafficking	G4.1 (E,S,W) Number of children and young people trafficked for domestic servitude and other forms of exploitation
28	Hospital Episode Statistics (experimental data)	B5.2a (E,W) Number of A&E admissions caused by unintentional and deliberate injuries to children and young people B5.2b (E,W) A&E accidents and injuries rate by location a) home, b) work, c) public place, d) work/educational establishment, e) other
29	Infant Feeding Survey	B4.1 (E,S,W) Healthy development of children and young people – the percentage of mothers breast-feeding at 6-8 weeks from birth
30	Labour Force Survey/Integrated Household Survey	E1.7 (E,S,W) Percentage of 16-18 year olds who are not in education, employment or training (NEET) E4.1 (E,S,W) Percentage of households with children and young people who have access to a computer at home E4.2 (E,S,W) Percentage of households with children and young people who have access to the internet at home G3.1 (E,S,W) Percentage of 16-17 year olds who are economically active and who are earning less than the minimum wage (including paid over-time)
31	Living in Wales Survey	F1.1 (W) Percentage of households with children and young people living in sub-

		standard, overcrowded or unadapted accommodation F4.3 (W) Average number of problems cited with local environmental quality
32	Local Authority statistical returns (England, Wales)	B5.1 (E,W) Number of children and young people seriously injured in a road traffic incident F1.4 (W) Number of households with children and young people living in temporary accommodation
33	Local Government Data Unit, Local Authority Child Protection Registers	C2.2 (W) Percentage of children and young people in need of protection, with separate reporting for: a) those on child protection registers, b) those on child protection registers who have been re-registered, c) those on child protection registers who have been de-registered within less than six months, six months to a year, one year to two years, and more than two years
34	Local Government Data Unit and the Welsh Assembly Government) – SSDA903 series Statistics on Children Looked After in Local Authorities in Wales	C2.4 (W) Percentage of looked after children and young people who are placed in care because of abuse or neglect
35	Millennium Cohort Study	E5.1 (E,S,W) Mean cognitive assessment score in England, Scotland and Wales
36	Ministry of Justice (England and Wales) Statistics on Race and the Criminal Justice System 2007/8	A5.1 (E) Number of deaths from non-natural causes and self-inflicted deaths of children and young people in custody, prisons, secure training centres and secure children's homes
37	Ministry of Justice Population in Custody Monthly tables	D2.2 (E,W) Number of children and young people in: a) prison establishments, b) police cells, c) secure children's homes, d) secure training centres
38	Ministry of Justice Safety in Custody statistics	D3.1 (E,W) Number of a) self-inflicted deaths, b) self-harm incidents, and c) individuals who self-harm in prison of children and young people under 21
39	National Pupil Database	B4.2 (E) Percentage of children and young people who are eligible for free school meals who actually receive free school meals ³⁵ E1.1 (E) Number of children achieving the required level of development by the end of Foundation Stage E1.2 (E) Number of children achieving at

³⁵ See also Tellus Survey,

		<p>least level 2 for reading, writing and mathematics at Key Stage 1</p> <p>E1.3 (E) Number of children achieving at least level 4 in mathematics and English at Key Stage 2</p> <p>E1.5 (E) Number of children achieving at least 5 A*-C GCSEs including English and mathematics</p> <p>E1.6 (E) The achievement of a Level 3 qualification by the age of 19</p> <p>E2.1 (E) Percentage of 'looked after children' in year 6 who have been in care for at least one year achieving at least level 4 in mathematics</p> <p>E2.2 (E) Percentage of 'children in need' in year 6 achieving at least level 4 in mathematics</p> <p>E2.3 (E) Percentage of 'looked after children' in year 11 who have been in care for at least one year achieving the equivalent of at least 5 A*-C GCSEs, including English and mathematics</p> <p>E2.4 (E) Percentage of 'children in need' in year 11 achieving the equivalent of at least 5 A*-C GCSEs, including English and mathematics</p> <p>E2.10 (E) Percentage of children who have been excluded from school (either for a fixed period, permanent or lunchtime)</p>
40	OECD	<p>E5.2 (E,S,W) Mean PISA reading score in England, Scotland and Wales</p> <p>E5.3 (E,S,W) Mean PISA mathematics score in England, Scotland and Wales</p> <p>E5.4 (E,S,W) Mean PISA problem solving score in England, Scotland and Wales</p> <p>E5.5 (E,S,W) Mean PISA science score in England, Scotland and Wales</p>
41	Ofsted Annual report 2007/08	A4.1 (E) Number of preventable deaths of children and young people ³⁶
42	ONS	<p>B2.2 (E,W) Teenage pregnancy: conception rate of under 18s (conception per thousand women in age-group)³⁷</p> <p>B2.3 (E,W) Live birth rates of under 18s (live births of under 18s compared to total conceptions of under 18s)</p>
43	Play England, Local Play Indicators	G1.3 (E) Percentage of all children and young people aged from birth to 16 years (from all social and ethnic groups, including

³⁶ See also Department for Education.

³⁷ See main text for link to statistics, also measure B2.3 below.

		those who are disabled), who play out for at least four hours each week
44	Police recorded crime (England and Wales)	C2.1 (E,W) Percentage of children and young people who are victims of sexual violence, with separate reporting of: a) sexual assault, b) rape, c) unlawful sexual intercourse with a minor, d) unlawful sexual activity with a minor, e) abuse of children through prostitution or pornography, f) gross indecency with a child
45	Referrals, Assessments and Children and Young people who are the subject of a child protection plan or are on Child protection registers, England (DCSF, ONS); Department of Health	C2.2 (E) Percentage of children and young people in need of protection, with separate reporting for: a) those on child protection registers, b) those on child protection registers who have been re-registered, c) those on child protection registers who have been de-registered within less than six months, six months to a year, one year to two years, and more than two years
46	Scottish Crime and Justice Survey	<p>C1.1 (S) Percentage of children that are victims of violent crime (all types)</p> <p>C1.7 (S) Percentage of 16-17 year olds that are victims of partner violence</p> <p>C3.2 (S) Percentage of 16-17 year olds who are victims of hate crime, by category: a) race, b) religion, c) age, d) gender, e) disability, f) sexual orientation</p> <p>C5.3 (S) Percentage of 16-17 year olds who feel very unsafe or unsafe being alone at home and/or in local area (during the day and after dark)</p> <p>C5.4 (S) Percentage of 16-17 year olds who feel very worried/worried about physical attack, sexual assault and acquisitive crime</p> <p>D1.2 (S) Percentage of 16-17 year olds who had contact with police because they were stopped in a car, on a motorcycle or on foot, to be asked questions or searched</p> <p>D1.6 (S) Percentage of 16-17 year olds who are confident that the Scottish criminal justice system provides equal access to the legal system for all a) serves all communities of Scotland equally and fairly, b) provides an appropriately high standard of service for victims of crime, c) provides an appropriately high standard of service for witnesses</p>
47	Scottish Government, Children Looked After Statistics	C2.4 (S) Percentage of looked after children and young people who are placed in care due to a Child Protection Measure

48	Scottish Government (as reported by Local Authorities and Registered Social Landlords, which include housing associations)	<p>D1.8 (S) The use of ASBOs against children and young people: a) The number of children and young people that have received an ASBO, b) The proportion of children and young people issued with ASBOs against the proportion of adults (18+) issued with ASBOs</p> <p>D2.4 (S) The ratio of children and young people sentenced to prison or detention as a result of breaching an ASBO compared to all children and young people with ASBOs</p>
49	Scottish House Condition Survey	<p>F1.1 (S) Percentage of households with children and young people living in sub-standard, overcrowded or unadapted accommodation</p>
50	Scottish Household Survey	<p>F4.3 (S) Average number of problems cited with local environmental quality</p>
51	Tellus Survey	<p>B1.3 (E) Percentage of children and young people who often worry about everyday concerns</p> <p>B4.2 (E) Percentage of children and young people who are eligible for free school meals who actually receive free school meals³⁸</p> <p>B4.4 (E) Physical activity for children and young people b) The percentage of children and young people who have done something active everyday or most days in the last seven days³⁹</p> <p>B4.6 (E) Percentage of children and young people who smoke</p> <p>B4.7 (E) Percentage of children and young people who consume alcohol or use drugs</p> <p>C5.6 (E) Percentage of children and young people who feel a bit unsafe or very unsafe a) in the area where he/she lives, b) going to and from school, c) in school, d) on local public transport</p> <p>C5.7 (E) Percentage of children and young people who worry about being a victim of crime</p> <p>C5.8 (E) Percentage of children and young people who feel that their life would be improved if they had more help to feel safer at school and in the local area</p> <p>C6.3 (E) Percentage of children and young people who have experienced bullying at least once or more in the past four weeks</p>

³⁸ See also National Pupil Database.

³⁹ See Health Survey for England, Welsh Health Survey.

when they are not in school (including on the journey to school)

E3.1 (E) Percentage of children and young people who experienced bullying in school a) a few times a year, b) every month, c) every week, d) most days, e) everyday

E3.2 (E) Percentage of children and young people who are bullied outside of school grounds, a) a few times a year, b) every month, c) every week, d) most days, e) everyday

E3.3 (E) Percentage of children and young people who feel that their school deals with bullying a) very well, b) quite well, c) not very well, d) badly, e) bullying is not a problem in my school

F4.1 (E) Percentage of children and young people who don't use public transport because there isn't any where he/she lives

F4.2 (E) Percentage of children and young people who say that there are no play spaces or parks near where he/she lives

G1.1 (E) Percentage of children who report that their lives would be better if there were more organised activities and things to do

G1.2 (E) Percentage of children who report that their lives would be better if there were more places where they could go to spend time with their friends

G2.1 (E) Percentage of children and young people who say that they don't have the time to do any activities that they would like to do

H1.2 (E) Percentage of all children and young people who say that they have not had very much help or no help at all to plan what to do when they are older (or after the end of Year 11)

H1.3 (E) Percentage of all children and young people who say that: a) they feel positive about the future, b) their life would be better if they had more help to plan for their future

J1.2a (E) Percentage of children and young people who feel that their ideas about their school have been listened to 'a lot' or 'a little' when given to the school council or in some other way

J1.2b (E) Percentage of children and young people who feel that their lives would be better if there were more chances to

		<p>have a say in how things are run at school or in the local area</p> <p>J1.3 (E) Percentage of children and young people who report that they were asked to and then gave their ideas to a school council and/or a youth council or youth parliament about things that are important to them in the last year, and/or during a meeting outside school about making things better in his/her local area</p> <p>J3.3 (E) Percentage of children and young people who report that in the last four weeks they have taken part in a group activity led by an adult outside school lessons (such as sports, arts, or a youth group)</p> <p>J3.4 (E) Percentage of children and young people who report that they have participated in a youth centre or club (including a religious, faith or community group) to take part in organised activities in the last four weeks</p>
52	Time Use Survey	<p>H1.5a (E,S,W) Percentage of children not spending the minimum number of hours per day with their parent/s or primary carer</p> <p>H1.5b (E,S,W) Percentage of parents for whom achieving the minimum number of hours with their child/children would result in a transition into poverty</p>
53	Trends in International Mathematics and Science Study	<p>E5.6 (E,S,W) Mean TIMMS mathematics score in England, Scotland and Wales</p> <p>E5.7 Mean TIMMS science score in England, Scotland and Wales</p>
54	Welsh Assembly Government	<p>E1.4 (W) Percentage of children who reach the required Foundation Phase Outcome at the end of the Foundation Phase</p> <p>E1.5 (W) The number of children achieving at least 5 A*-C GCSEs including English and Mathematics</p> <p>E1.6 (W) The achievement of a Level 3 qualification by the age of 19</p>
55	Welsh Health Survey	<p>B1.1 (W) Percentage of children and young people who report a long-standing health problem or disability that limits their ability to carry out normal day-to-day activities</p> <p>B1.2 (W) Percentage of children and young people who report poor mental health</p> <p>B1.6 (W) Percentage of children and young people with asthma and other respiratory diseases</p> <p>B1.7 (W) Percentage of children and young</p>

		<p>people with diabetes</p> <p>B4.3 (W) Percentage of children and young people who are obese</p> <p>B4.4 (W) Physical activity for children and young people a) the percentage of children and young people who have done sports or exercise activities in the last seven days</p> <p>B4.5 (W) Percentage of children and young people eating the recommended levels of fruit and vegetables</p> <p>B5.3 (W) Percentage of young carers reporting poor mental health compared to non-carers of the same age</p>
56	World Health Organization, Health Behaviour in School-Aged Children Survey	<p>E3.4 (E,S,W) Common measure of bullying across England, Scotland and Wales: percentage of children and young people who reported that they have been bullied at least twice at school in the past couple of months</p>
57	YouGov/Citizenship Foundation Survey	<p>J1.5 (E,S,W) Percentage of children and young people who report that they have no say at all over decisions made by: a) their local council, b) national government</p> <p>J1.6 (E,S,W) Percentage of children and young people who report that they have no say at all over what they do and over what happens to them in their day-to-day life</p>
58	Youth Justice Board (reporting organisation) Youth Offending Team	<p>D1.7 (E) Percentage point difference in the proportions of each BME group of young people on youth justice disposals against the proportions of each BME group in the equivalent local population</p> <p>D2.1 (E,W) Percentage of children and young people sentenced to custody of all those receiving a conviction in court</p> <p>F1.2 (E) Percentage of young offenders with access to suitable accommodation</p>

Appendix 5: Scottish indicators for children

Since the consultation event in 2010 there has been a key development in Scotland regarding indicators for children.

A set of indicators has been developed around the Early Years Framework (EYF). The intention is that these indicators will be disseminated to local authorities and Community Planning Partnerships as a toolkit that they can tailor to local circumstances and use as a means of monitoring the impact of the implementation of the EYF at the local level. The Scottish Government are continuing to work with partners at both the national and local level to explore how best to implement and make use of the indicators. Full details of this ongoing work can be found on the website. <http://www.scotland.gov.uk/Topics/People/Young-People/Early-Years-and-Family/Early-Years-Framework/Implementation/Measuring-Practice>

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The Measurement Frameworks are being developed by the Commission to monitor and evaluate progress towards achieving equality and human rights in Britain. This report documents the next step in their development, to select a set of indicators for children and young people within each of the 10 domains of the Equality Measurement Framework. A series of recommendations are made which build directly on the findings from this exercise and are designed to guide and assist data providers and those central to the future development of the framework.