

Supplementary appendices

Appendix 1 – Policy and practice related to CIN and CRCS datasets

Prior to April 2016, the core legal framework for children's social care provision in Wales was the Children Act 1989. Some elements still apply [36] (for example, child protection investigations and care orders⁴), and in England, this remains the main authorising legal framework. The Welsh 2011 White Paper [37] prepared the ground for changes in the legal framework by highlighting challenges faced by public services in Wales, including demographic changes, increased expectations from people who access care and support and continuing complex economic realities. The 2014 Act aimed to address these issues and, in doing so, hoped to give people greater freedom to decide which services they need while promoting consistent, high-quality services across the country.

The change in legal framework introduced by the 2014 Act necessitated a shift in the name of the existing CIN census. The definition of a 'Child in Need' exists within Section 17 of the Children Act 1989. This was repealed for Wales and not reintroduced in the 2014 Act; as a result, the legal definition of a 'Child in Need' no longer exists within the Welsh legal framework. As such, the successor to the CIN census is named the Children Receiving Care and Support (CRCS) census, and it describes eligible children under the 2014 Act with a care and support plan. The CRCS census uses the same periodic inclusion criteria as the CIN census - for a child to be captured in the CRCS return, they need to have been on a care and support plan from 1st January to 31st March in a given return year - but it has a slightly different structure and, crucially, modifies the legal definition for service eligibility, potentially capturing different classes of children than those recorded in the CIN census. The class of children who are eligible for a care and support plan under the 2014 Act is smaller than the class of 'children in need' under the CIN census, as the 2014 Act definition does not include children who receive preventative services under Section 15 of the SSWB Act [1], whereas such children could be 'children in need' for the purposes of Section 17 of the Children Act 1989. This is best illustrated by comparing the numbers of children in the final year of the CIN collection, 2015/16, and the first year of the CRCS collection, 2016/17. The final year of the CIN collection covers 18,990 children, dropping to 15,930 children in the first year of the CRCS census. In England there is evidence that CIN activity is static or reducing whilst Child Protection activity is increasing [38] and a similar pattern could account for some of the change we see in Wales; though the drop in numbers from 2015/16 to 2016/17 is unlikely to be solely due to this factor.

Prevention and early intervention are key themes within the 2014 Act, i.e. promoting preventative approaches within the community to address people's needs before they become critical. Preventative services that are designed to reduce the

need for formal support can be met without a formal care and support plan. The new national eligibility criteria set out in the Act take account of the person's ability to meet the identified need alone; with the care and support of others who are able or willing to provide that care and support; or with the assistance of services in the community. A person's needs could be met through services available in the community that are accessible to them without a care and support plan. Children receiving information, advice, assistance, or other preventative and community-based services will not be counted in the CRCS census if they do not have a care and support plan.

Any child can be referred to the local authority for an assessment, but it is the local authority assessment which then determines whether the child needs to become subject to a formal care and support plan. The majority of referrals are received from schools, the police and health services, with a smaller proportion from family members or other services. Local authorities work with partner agencies and children not deemed to be in need of care and support from the local authority can be signposted/or referred to non-statutory services which help families. The local authority has a duty to assess the needs of a child 'in need of care and support' under s.21 of the 2014 Act, whereas there was no explicit statutory duty to assess under s.17 of the Children Act 1989 [29], though the House of Lords found that a duty existed in public law [39]. In cases where local authority services have reasonable cause to suspect that the child is suffering, or likely to suffer, significant harm, the duty remains under s.47 of the Children Act 1989. For disabled children, s21(7) of the 2014 Act assumes that they always have needs for additional or substitute care and support.

These significant differences in the underpinning legal frameworks and the wider census inclusion criteria mean that the CIN and CRCS censuses are not equivalent data collections as they do not capture the same classes of children. The CIN census covers all children receiving support financed from children's social services budgets, including those supported in their families or independently, and children on the child protection register. Children in need will have had an initial assessment, and children receiving respite care are also included in the count of children in need.

The CRCS census, however, is based on the definition of eligible children who have care and support, i.e. children (under the age of 18) who have needs for care and support that *can and can only* be met by the local authority providing or arranging care and support; following an assessment and eligibility test undertaken by social services. These children will have a care and support plan and will have some provision of care and support from the local authority. In addition to these differences in definitions, a recent Welsh Government process evaluation of the 2014 Act [10] also finds some inconsistency and confusion amongst practitioners regarding the practical application of the change in definition and eligibility criteria.

⁴The 2014 Act replaced Part III Children Act 1989 which covered children in need and looked after children, but other parts relating to private law (Part II), care orders (Part IV), and child protection (Part V) still apply.

Appendix 2 – Data item availability and quality

Table 6: Most data items are present across all years, though there are varying levels of data quality per year

	Available information	2009/ 2010	2010/ 2011	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015	2015/ 2016	2016/ 2017*	2017/ 2018*
Unique identifiers	System id / LA id	✓	✓	✓	✓	✓	✓	✓	✓	✓
Children's characteristics	ALF ⁵	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Week of birth	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Unborn child	✓	✓	✓	✓	✓	✓	✓		
Children's health	Gender	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Language								✓	✓
	Ethnicity	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Asylum-seeking status	✓	✓	✓	✓	✓	✓	✓	✓	✓
	LSOA2011 ⁶	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Disability – mobility	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Disability – manual dexterity	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Disability – physical co-ordination	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Disability – continence	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Disability – Ability to lift/carry/move objects	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Disability – Speech, hearing, eyesight	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Disability – Memory	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Disability – Risk perception	✓	✓	✓	✓	✓	✓	✓	✓	✓
	ASD	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Health surveillance checks (5 and under)	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Immunisations	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Dental checks (5 and over)	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Mental ill-health (10 and over)	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Source local authority	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Need for care and support	✓	✓	✓	✓	✓	✓	✓	✓	✓
Looked after child	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Source of most recent referral	✓	✓	✓	✓	✓	✓	✓	✓		
Recent referral as child previously on CPR	✓	✓	✓	✓	✓	✓	✓	✓		
Recent referral as child previously looked after	✓	✓	✓	✓	✓	✓	✓	✓		
Recent referral due to parental substance misuse	✓	✓	✓	✓	✓	✓	✓	✓		
Recent referral due to parental SEND	✓	✓	✓	✓	✓	✓	✓	✓		
Recent referral due to parental mental ill-health	✓	✓	✓	✓	✓	✓	✓	✓		
Recent referral due to parental physical ill-health	✓	✓	✓	✓	✓	✓	✓	✓		
Recent referral due to parental domestic abuse	✓	✓	✓	✓	✓	✓	✓	✓		

Continued.

Table 6: Continued

	Available information	2009/ 2010	2010/ 2011	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015	2015/ 2016	2016/ 2017*	2017/ 2018*	
Child protection register	Youth offending (10 and over)	✓	✓	✓	✓	✓	✓	✓	✓	✓	
	Child substance misuse (10 and over)	✓	✓	✓	✓	✓	✓	✓	✓	✓	
	CPR status	✓	✓	✓	✓	✓	✓	✓	✓	✓	
	Date of CPR addition								✓	✓	
	CPR due to neglect								✓	✓	
	CPR due to physical abuse								✓	✓	
	CPR due to sexual abuse								✓	✓	
	CPR due to Financial, Emotional or Psychological abuse only								✓	✓	
	Exclusions from school	Permanent exclusions (school-age children)	✓	✓	✓	✓	✓	✓	✓		
		Fixed-term exclusions (school-age children)	✓	✓	✓	✓	✓	✓	✓		
Fixed-term exclusions – total number of days excluded (school-age children)		✓	✓	✓	✓	✓	✓	✓			
Parental characteristics	Substance/alcohol misuse	✓	✓	✓	✓	✓	✓	✓	✓	✓	
	Learning disabilities	✓	✓	✓	✓	✓	✓	✓	✓	✓	
	Mental ill-health	✓	✓	✓	✓	✓	✓	✓	✓	✓	
	Physical ill-health	✓	✓	✓	✓	✓	✓	✓	✓	✓	
	Domestic abuse	✓	✓	✓	✓	✓	✓	✓	✓	✓	

Fields with data quality issues are described in Table 7. Years with an asterisk (*) are CRCS census years, and without an asterisk are CIN census years.

Table 7: The percentage of values either missing or entered as unknown for variables across the CIN and CRCS censuses

		2009/ 2010	2010/ 2011	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015	2015/ 2016	2016/ 2017	2017/ 2018
Children's characteristics	Language	100.0	100.0	100.0	100.0	100.0	100.0	100.0	0.0	0.0
	Asylum-seeking status	9.8	0.0	3.2	0.0	0.0	0.0	0.0	0.0	0.0
Children's health	LSOA2011	13.9	18.8	25.5	29.5	35.4	41.4	44.4	49.9	52.2
	Health surveillance checks (5 and under)	25.0	13.7	13.7	10.4	2.4	1.2	2.7	0.4	0.4
	Dental checks (5 and over)	23.1	17.6	12.5	14.4	3.2	2.7	3.6	4.5	1.1
	Immunisations	22.4	9.9	.9	8.0	1.5	0.7	1.7	0.5	0.0
Case information	Mental ill-health (10 and over)	10.3	0.0	0.0	0.7	0.1	0.0	0.0	0.5	0.1
	Youth offending (10 and over)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.7	0.0
	Child substance misuse (10 and over)	10.1	0.0	0.0	0.7	0.1	0.0	0.0	0.4	0.0
Parental characteristics	Substance/alcohol misuse	19.1	1.3	1.5	1.1	0.1	0.1	0.1	0.6	0.0
	Learning disabilities	19.2	1.7	1.4	1.1	0.1	0.1	0.1	0.5	0.0
	Mental ill-health	18.9	1.6	1.4	1.1	0.1	0.1	0.1	0.5	0.0
	Physical ill-health	19.1	1.6	1.5	1.1	0.1	0.1	0.1	0.5	0.0
	Domestic abuse	13.3	0.4	1.5	1.0	0.1	0.1	0.1	0.5	0.0

Appendix 3 - Need code descriptions⁷

N1 Abuse or neglect

Children in need as a result of, or at risk of, abuse or neglect; also includes children at risk because of domestic violence.

N2 Child's disability or illness⁸

Children and their families whose main need for services arises because of the child's disability, illness, or intrinsic condition.

N3 Parental disability or illness

Children whose main need for services arises because the capacity of their parents (or carers) to care for them is impaired by the parent's (or carer's) disability, physical or mental illness, or addictions.

N4 Family in acute stress

Children whose needs arise from living in a family that is going through a temporary crisis that diminishes the parental capacity to adequately meet some of the children's needs.

N5 Family dysfunction

Children whose needs primarily arise from living in a family where the parenting capacity is chronically inadequate.

N6 Socially unacceptable behaviour

Children and families whose need for services primarily arise out of the child's behaviour impacting detrimentally on the community.

N7 Low income⁹

Children living in families or independently, whose needs primarily arise from being dependent on an income below the standard state entitlements.

N8 Absent parenting⁸

Children whose needs for services arise mainly from having no parents available to provide for them.

N9 Adoption disruption⁸

The main reason for the commencement of a period of being looked after was the disruption of an adoption.

⁷The categories are designed only to identify what kinds of pressures are placed on social services. They have no diagnostic value with regard to the children themselves and must not be used to determine what type of service the child should receive.

If there is difficulty choosing between two or more categories of need, choose the category that comes highest up in the table, e.g., if trying to decide between 'Family in acute stress' and 'Family dysfunction', choose 'Family in acute stress'.

The order of the categories relate to the specificity of the description and not necessarily importance.

⁸These need code categories do not apply to unborn children in the CIN census.

⁹The use of this need code ended with the introduction of the SSWB Act 2014, so only applies to the CIN census.



Appendix 4 – Source of referral

Table 8: The possible referral sources that can be given for children in the CIN census

Code	description
R1	Primary health / Community health
R2	Secondary health
R3	Self-referral
R4	Family, friend or neighbour
R5	Central government agency
R6	Local authority's own social services department
R7	Independent provider agency
R8	LA housing department or housing association
R9	Other departments of own or other LA
R10	Police
R11	Other agency
R12	Other individual

