



Proactive Release

The following Cabinet papers, related Cabinet minutes and briefings have been proactively released by the Department of the Prime Minister and Cabinet, on behalf of Rt Hon Jacinda Ardern, Minister for Child Poverty Reduction:

Adopting the Child and Youth Wellbeing Strategy

Briefings relating to indicators for the Child and Youth Wellbeing Strategy

Date of release: 20 November 2019

The following documents have been included in this release:

***Cabinet Paper: Adopting the Child and Youth Wellbeing Strategy
(CAB-19-SUB-0085)***

***Cabinet Minute: Adopting the Child and Youth Wellbeing Strategy
(CAB-19-MIN-0085)***

***Briefing: Update on the Indicators for the Child and Youth Wellbeing Strategy
(DPMC-2018/19-1107)***

***Briefing: Proposed Indicators for the Child and Youth Wellbeing Strategy
(DPMC-2018/19-1195)***

***Briefing: Proposed Indicators for the Strategy and Child Poverty Related Indicators
(DPMC-2018/19-1294)***

Briefing: Final Suite of Indicators and measures for inclusion in Child and Youth Wellbeing Strategy (DPMC-2019/20-27)

Some parts of this information release would not be appropriate to release and, if requested, would be withheld under the Official Information Act 1982 (the Act). Where this is the case, the relevant section of the Act that would apply has been identified. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

Key to redaction code:

- 9(2)(a): to protect the privacy of natural persons, including that of deceased natural persons.



Briefing

PROPOSED INDICATORS FOR THE STRATEGY AND CHILD POVERTY RELATED INDICATORS

To: Rt Hon Jacinda Ardern, Prime Minister, Minister for Child Poverty Reduction
Hon Tracey Martin, Minister for Children

Date	11/06/2019	Priority	Medium
Deadline	17/06/2019	Briefing Number	DPMC-2018/19-1294

Purpose

This briefing seeks agreement from the Minister for Child Poverty Reduction to five Child Poverty Related Indicators (CPRIs) and the corresponding measures, and presents an additional potential CPRI for consideration. It also provides you with advice about the measurement approach for the Child and Youth Wellbeing Strategy (the Strategy), including draft text for the Strategy, and seeks your agreement to the proposed approach.

Executive Summary

Child Poverty Related Indicators (CPRIs)

1. The Child Poverty Reduction Act 2018 requires the Minister for Child Poverty Reduction to identify one or more CPRIs, which are required to be gazetted as soon as practicable after the adoption of the Strategy.
2. Through this report, we are seeking the agreement of the Minister for Child Poverty Reduction (as per the legislation) to five indicators and corresponding measures being identified as CPRIs. These are:
 - **Housing affordability** as measured by the percentage of children and young people living in households spending more than 30 percent of their disposable income on housing.
 - **Housing quality** as measured by the percentage of children and young people living in households with a major problem with dampness or mould.
 - **Food insecurity** as measured by the percentage of children (ages 0-15) living in households reporting food runs out often or sometimes.

- **Regular school attendance** as measured by the percentage of children and young people (ages 6-16) who are regularly attending school.
 - **Avoidable hospitalisations** as measured by rate of potentially avoidable hospitalisations for children (ages 0-15).
3. We are also seeking an indication from the Minister for Child Poverty Reduction as to whether to include an additional CPRI for oral health, as recommended by the Chief Science Advisor for Child Poverty Reduction. At present, the most suitable measure for this purpose cannot be disaggregated by socioeconomic status, but changes to the data collection could potentially enable this in the near future.
 4. We are also recommending that you seek Cabinet's agreement to the CPRIs and corresponding measures through the Child and Youth Wellbeing Strategy Cabinet paper, and formally gazette them following the release of the Strategy.

Proposed Child and Youth Wellbeing Indicators and Measurement Approach

5. To meet the requirements of section 7(2)(a) of the Children's Act 2014 you are required in the text of the adopted Strategy to indicate the extent to which the outcomes included in the Strategy are measurable.
6. Appendix 1 includes draft content for the Strategy. The section "*Are the six outcomes measurable?*" meets your requirements under section 7(2)(a) of the Children's Act 2014. Your agreement is sought to including this text in the draft strategy for Ministerial consultation.
7. To meet the requirements of 7(2)(b) of the Children's Act 2014, you are required in the text of the adopted Strategy to indicate how the outcomes included in the Strategy will be measured, including by analysing disparities of outcome for children in poverty and children with socioeconomic disadvantage.
8. We have developed a set of 35 child and youth wellbeing indicators (including the subset of CPRIs) and a corresponding measure for each, to monitor progress over time in achieving the wellbeing outcomes identified in the Strategy.
9. Given the importance of this set of indicators and measures to the Strategy and to key stakeholders we recommend that the proposed indicators and possible measures (excluding the CPRIs) undergo a further process review process by a panel of government and non-government advisors.
10. The panel will provide recommendations to DPMC about the indicators and measures. We will then seek your approval of the final set of indicators and measures. Following your approval we will prepare an indicators report for publication at the end of this year or early next year. We are seeking your agreement to this approach.

11. Appendix 1 includes draft content for the Strategy. The sections “How will the outcomes be measured?” and “Annual report on progress against the outcomes” meet the requirements of section 7(2)(b) of the Children’s Act 2014. Your agreement is sought to including this text in the draft strategy for Ministerial consultation.

Recommendations

Child Poverty Related Indicators

1. **Agree** that the following be identified as Child Poverty Related Indicators: housing affordability, housing quality, food insecurity, regular school attendance, and avoidable hospitalisations

Minister for Child Poverty Reduction: **Agree / Disagree**

2. **Indicate** if you wish to include oral health as an additional Child Poverty Related Indicator

Minister for Child Poverty Reduction: **Yes / No**

3. **Agree** to seek Cabinet’s agreement to the CPRIs and corresponding measures through the Child and Youth Wellbeing Strategy Cabinet paper, and formally gazette them following the release of the Strategy

Minister for Child Poverty Reduction: **Agree / Disagree**

Minister for Children: **Agree / Disagree**

Proposed Child and Youth Wellbeing Indicators and Measurement Approach

4. **Agree** that the proposed indicators and possible measures be subject to review by a panel of government and non-government advisors and the final set be submitted for your approval later this year

Minister for Child Poverty Reduction: **Agree / Disagree**

Minister for Children: **Agree / Disagree**

5. **Agree** that once the final set of child and youth wellbeing indicators and measures is approved by joint Ministers, a report on the full set, including the CPRIs, and the most recent available data for each, be prepared for your approval for publication

Minister for Child Poverty Reduction: **Agree / Disagree**

Minister for Children: **Agree / Disagree**

Content of the draft strategy for Ministerial consultation

6. **Agree** to the attached text at Appendix 1 for inclusion in the draft of the Strategy for Ministerial consultation, consistent with the requirements of the Children’s Act 2014.

Minister for Child Poverty Reduction: **Agree / Disagree**

Minister for Children: **Agree / Disagree**

s9(2)(a)

Maree Brown
Director
Child Wellbeing Unit

11/16/2019

s9(2)(a)

Kristie Carter
Director
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11/16/2019

Rt Hon Jacinda Ardern
Prime Minister
Minister for Child Poverty Reduction

...../...../2019

Hon Tracey Martin
Minister for Children

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Contact for telephone discussion if required:

Name	Position	Telephone	1st contact
Maree Brown	Director, Child Wellbeing Unit	s9(2)(a)	✓
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Minister's office comments:

- ☐ Noted
- ☐ Seen
- ☐ Approved
- ☐ Needs change
- ☐ Withdrawn
- ☐ Not seen by Minister
- ☐ Overtaken by events
- ☐ Referred to

PROPOSED INDICATORS FOR THE STRATEGY AND CHILD POVERTY RELATED INDICATORS

Background

1. Section 7(2)(a) of the Children's Act 2014, requires the Strategy to indicate the extent to which the outcomes included in the Strategy are measurable. Section 7(2)(b) of the Children's Act 2014, requires the Strategy to indicate how the measurable outcomes will be measured, including by analysing disparities of outcome for children in poverty and children with socio-economic disadvantage.
2. We have been working with experts across departments, including with the Social Investment Agency and Statistics New Zealand, and with the departmental science advisors as appropriate to determine the measurability of the six proposed child and youth wellbeing outcomes and develop an approach to measurement for the strategy.
3. You have previously received two briefings (DPMC-2018/19-1107 and DPMC-2018/19-1195) on the development of a set of child and youth wellbeing indicators for the Child and Youth and Wellbeing Strategy. Following consideration of each of these briefings, we discussed with you further work to progress the measurement approach. This paper provides you with further advice.

Proposed Child Poverty Related Indicators

4. In our last meeting with you, it was agreed that the Child Poverty Related Indicators (CPRI) should be a subset of the indicators reported on through the Strategy, and that officials were broadly on the right track for the proposed areas of focus.
5. In line with this, we recommend that at least five of the child and youth wellbeing indicators be the CPRI. These are:
 - **Housing affordability.** As measured by the percentage of children and young people living in households spending more than 30 percent of their disposable income on housing. *Source: Household Economic Survey*
 - **Housing quality.** As measured by the percentage of children and young people living in households with a major problem with dampness or mould. *Source: Household Economic Survey*
 - **Food insecurity.** As measured by the percentage of children (ages 0-15) living in households reporting food runs out often or sometimes. *Source: NZ Health Survey 2019/20 onwards*
 - **Regular school attendance.** As measured by the percentage of children and young people (ages 6-16) who are regularly attending school. *Source: School Attendance Survey.*

- **Avoidable hospitalisations.** As measured by rate of potentially avoidable hospitalisations for children (ages 0-15). *Source: Administrative data from Ministry of Health.*
6. These proposed CPRIs would monitor important aspects of the material wellbeing of children that are closely related to low income and poverty, and also track the social gradient for selected outcomes in health and education.
 7. To strengthen the link with children in poverty, the reporting on these indicators will be broken out by household income or socioeconomic status, and the CPRI monitoring report will also include measures at different thresholds (moderate and severe food security; housing affordability at 30, 40 and 50% of income; irregular, moderate and chronic absence from school).
 8. For the education-related indicator, we recommend that you opt for school attendance, rather than ECE participation. The ECE measure proposed for the Strategy (proportion of children ages 0-4 enrolled in early childhood education) is based on administrative data from the Ministry of Education and cannot be broken out by socioeconomic status. The alternative ECE measure that could be considered (children starting school who previously attended ECE) was the basis for the National Government's Better Public Service target, and monitoring this measure is unlikely to yield meaningful insights; rates are currently already at 97% overall, and there is unlikely to be significant movement from year-to-year.
 9. School attendance has a relatively strong relationship with socio-economic status, and is related to housing, health, and employment. The data also allows for disaggregation by types of non-attendance, which will allow for reporting on those aspects of non-attendance with the strongest link to poverty.
 10. Through this report, we are seeking:
 - the agreement of the Minister for Child Poverty Reduction (as per the legislation) to the five indicators and corresponding measures above being identified as CPRIs.
 - an indication from the Minister for Child Poverty Reduction as to whether to include an additional CPRI for oral health, in response to feedback from Professor Richie Poulton outlined below.
 11. Based on the decisions in this report, we will seek Cabinet's agreement to the CPRIs through the Child and Youth Wellbeing Strategy Cabinet paper, and then following the release of the Strategy we will formally identify them via the *New Zealand Gazette*.

A measure of oral health as a Child Poverty Related Indicator

12. Professor Poulton has reviewed the proposed list of child poverty related indicators. His overall feedback was that the list of CPRIs is sensible – they are closely related to the

core measures of poverty, are intuitive and easy to communicate, and also represent areas of social policy that are currently of heightened concern.

13. He noted, however, that any measure of avoidable hospitalisations is still likely to miss a number of vulnerable families, and recommended that officials consider another measure of overall health status alongside it. He recommended that the Minister for Child Poverty Reduction consider including oral health as a CPRI, as this is the “canary in the coal mine” indicator for overall health status, and is very sensitive to child and adult deprivation.
14. The best measure of oral health for this purpose would be the percentage of children caries-free (i.e. no fillings) at age 5 and decay-missing-filled teeth index (DMFT) in year 8. At present, this measure relies on data from Community Oral Health services that cannot be disaggregated by socioeconomic status, which limits its current suitability as a CPRI. We understand, however, that Professor Poulton is currently in discussions with the Ministry of Health about changes to the data collection which would enable the measure to be disaggregated by socioeconomic status in the near future.
15. There are other measures related to oral health that could be considered, including hospitalisation for dental surgery, and rate of households with children postponing visits to the dentist. These measures would usefully monitor the uptake of dental services by disadvantaged households, but would not directly measure oral health itself, so would be less suited for use as a proxy measure of overall health in the way Professor Poulton proposes.
16. If the Minister for Child Poverty Reduction does wish to include a measure of oral health as a CPRI, we will provide brief follow-up advice on a recommended measure, before the Cabinet paper is finalised. If the Minister for Child Poverty Reduction does not wish include oral health as a CPRI, it will still be a “proposed indicator” for the Strategy and subject to the further review process for the child and youth wellbeing indicators set out in paras 31-33 below.

Timeframes for Child Poverty Related Indicators

17. Timeframes for CPRIs in the Child Poverty Reduction Act 2018 are dependent on both the adoption of the Child and Youth Wellbeing Strategy and the release of the Government Statistician’s annual child poverty measurement report.
18. On current timeframes, the Minister for Child Poverty Reduction is required to formally identify CPRIs at the same time as, or as soon as reasonably practicable after, the Strategy is published and notified in the New Zealand Gazette. However, there is no formal requirement to report on the Child Poverty Related Indicators until early 2022, alongside the Government Statistician’s report. This makes any reporting on Child Poverty Related Indicators in the intervening period voluntary.
19. Assuming that the Minister for Child Poverty Reduction will still want to report on CPRIs ahead of the timeframes in the legislation, we propose the following approach:

- a. the Strategy includes the indicators that will be reported on as the Government's Child Poverty Related Indicators, and that these be formally gazetted shortly after the release of the Strategy
 - b. the selected CPRIs be identified as CPRIs in the report on the finalised set of indicators and measures for the Strategy which will be published later this year or early next year
 - c. dedicated monitoring reports on CPRIs be published at the same time as, or as soon as practicable after, the reporting on child poverty measures in early 2020 and 2021 (not a requirement in legislation), with the first official report published under the Act in early 2022
 - d. reporting on CPRIs to be included as part of the first annual report to Parliament on achievement of the child and youth wellbeing outcomes identified in the Strategy. This is due in early 2021 and will need to include indicators data for each of the outcomes, as well as monitoring and evaluation information on the policies and actions set out in the first Strategy.
20. Appendix 1 includes draft content for the Strategy. The section "*Child Poverty Reduction Act 2018*" includes a short summary of the role of the Child Poverty Targets and Child Poverty Related Indicators in relation to the Child and Youth Wellbeing Strategy.

Measurability of the outcomes in the Strategy

21. To meet the requirements of section 7(2)(a) of the Children's Act 2014, the Strategy must indicate the extent to which the outcomes included in the Strategy are measurable.
22. The extent to which the outcomes in the Strategy are measurable was informed by a comprehensive review of over 800 potential indicators of child and youth wellbeing from various data sources led by the Social Investment Agency. The Child Wellbeing Unit also reviewed a broad range of international and locally designed wellbeing frameworks. As a result of this analysis, we confirmed that all of the outcomes are measurable to some extent, however there are gaps in the data about children and young people.
23. New Zealand is not alone in having data gaps regarding children and young people; most countries we typically compare ourselves with face similar challenges. There are opportunities to address some of these gaps but not in the short term:
 - a) There is work underway across agencies that focuses on improving the quality of data or collecting new or different data on children and young people's wellbeing. This will mean that some improvements in child and youth wellbeing data may be achieved in the future, without the considerable cost necessary to set up new data sources specifically for this purpose.

- b) The Social Investment Agency is also leading a cross-agency review to identify opportunities to improve the quality and collection of child and youth wellbeing data through collaboration and consolidation of existing collections. It is also finalising a partnership with the OECD to improve such data. An update on this work will be provided to you in due course.
24. Appendix 1 includes draft content for the Strategy. The section “*Are the six outcomes measurable?*” includes a short summary of the process that was undertaken and the findings from this review. This text meets your requirements under section 7(2)(a) of the Children’s Act 2014. Your agreement is sought to including this text in the draft strategy for Ministerial consultation.

How the six outcomes will be measured

25. To meet the requirements of 7(2)(b) of the Children’s Act 2014, you are required in the text of the adopted Strategy to indicate how the outcomes included in the Strategy will be measured, including by analysing disparities of outcome for children in poverty and children with socio-economic disadvantage.
26. The proposed measurement approach is to annually report on a small set of *child and youth wellbeing indicators* - six to eight for each of the six identified wellbeing outcomes. This will be done as part of the annual reporting to Parliament by the Minister responsible on progress against the outcomes in the Strategy. The annual report will include an analysis by household income or socioeconomic status¹, ethnicity and other demographic variables of significance, wherever data is available. The first annual report is due in early 2021.
27. In addition to reporting on the indicators individually, wherever possible we will also aim to report on and analyse the measures as a set, i.e. how individual children and young people are doing on across multiple indicators. We will be able to do this for indicators that come from a common data source, or that are included in the integrated data infrastructure (IDI).
28. Since our last advice to you, we have updated the proposed list of child and youth wellbeing indicators. We have simplified the model so that there is now one measure per indicator and reduced the total number of possible measures from 65 to 35 (including the CPRIs). You have asked officials to draw on the Indicators Aotearoa New Zealand measures wherever possible to promote consistency in measurement and efficiency in measurement effort. These proposed indicators have been selected to ensure appropriate alignment with IANZ. Table 1 below also illustrates this alignment.
29. Note that existing data limitations more generally mean there are some data limitations with the proposed indicators. In particular:

¹ or best proxy available. i.e. the definition of socio-economic status will vary depending on the data source

- a) Over half of the proposed indicators will not include data on children under age 12. For example, the indicators that draw on the 'WhatAboutMe?' survey only include data on young people from ages 12-18 years;
 - b) Only a small number of indicators are internationally comparable. Some of the common internationally comparable measures (eg. mortality rates, suicide rates, birth weight, teenage pregnancy, breastfeeding, and physical activity levels) were not selected as they were assessed as less relevant than other indicators; and
 - c) Not all of the indicators will have data that is collected on an annual basis, and some of the currently available data is not recent. For some indicators, 2018 data will not be available until 2020.
30. This set of proposed indicators has been identified through an iterative process of engagement with stakeholders across government. In selecting the proposed indicators for the Strategy, we have followed the principle of parsimony balanced with the need to ensure the measurement of achievement of the outcomes is holistic and reflects the life course of children and young people. We have also aimed to ensure the indicators reflect the things children and young people told us are important to their wellbeing and include subjective measures of wellbeing as reported by children and young people.
31. A broad set of criteria has been taken into account while selecting the proposed indicators. These included a preference for indicators that are statistically robust, regularly collected, strengths based, non-specific (i.e. broadly informative), relevant and easily understood, applicable to all children and young people, internationally comparable, able to be disaggregated, culturally responsive, and aligned with Indicators Aotearoa New Zealand. While none of the indicators individually meet all the criteria there is a good balance across the full set.
32. Statistics New Zealand has recommended establishing a small panel of advisors to complete a more systematic review of the indicators, as a full set, using clearly defined criteria. We agree with this approach, given the importance of this set of indicators and measures to the Strategy over time, and the likelihood that these indicators and measures will be adopted extensively across the social sector and used to address current gaps in Indicators Aotearoa New Zealand relating to children.
33. This small panel of advisors will include members from the Social Investment Agency, Statistics New Zealand, the departmental science advisors and appropriate agency experts. We would like to include a small number of external people to the review panel, in particular to provide a youth voice. The panel may also seek submissions from interested groups.
34. The panel will provide recommendations to DPMC about the indicators and measures. We will then seek your approval of the final set of indicators and measures. Following your approval, we will prepare an indicators report, including most recently available data for each indicator, for publication at the end of this year or early next year. We will provide you with further advice on the review process over the next few weeks.

35. Appendix 1 includes draft content for the Strategy. The section “How will the outcomes be measured?” includes a summary of the measurement approach, the list of proposed indicators and possible measures and the next steps (including that they will be reviewed by a panel of government and non-government advisors). This meets the requirements of section 7(2)(b) of the Children’s Act 2014. Your agreement is sought to including this text in the draft strategy for Ministerial consultation. Note that we will update the text as necessary pending the decision on whether oral health is included as a CPRI.

Table 1: Proposed Child and Youth Wellbeing Indicators and Possible Measures

Outcome: Children & young people have what they need		
Proposed Indicator	Possible Measure	Comparable IANZ Measure
Material wellbeing	Median score on the material wellbeing index for households with children and young people. <i>Source: Household Economic Survey</i>	Under development - Percent of population above a fixed point (Yet to be Determined) on the Material Wellbeing Index. <i>Source: Household Economic Survey.</i>
Household income	Median real equivalised household disposable income for households with children and young people. <i>Source: Household Economic Survey</i>	The same measure is included in IANZ, but for all households.
Food insecurity (CPRI)*	Percentage of children (ages 0-15) living in households reporting food runs out often or sometimes. <i>Source: NZ Health Survey 2019/20 onwards</i>	There is no equivalent IANZ measure.
Housing quality (CPRI)*	Percentage of children and young people living in households with a major problem with dampness or mould. <i>Source: Household Economic Survey</i>	Under development - a measure of the physical condition and habitability of NZ houses.
Housing affordability (CPRI)*	Percentage of children and young people living in households spending more than 30 percent of their disposable income on housing. <i>Source: Household Economic Survey</i>	The same measure is included in IANZ, but for all ages.
Outcome: Children and young people are loved, safe and nurtured		
Proposed Indicator	Possible Measure	Comparable IANZ Measure
Whānau wellbeing	Percentage of young people (ages 12-18) rating their family as doing well. <i>Source: ‘WhatAboutMe?’ Survey</i>	Percentage of people (ages 15+) rating their family as doing well. <i>Source: General Social Survey</i>
Quality time with parents	Percentage of young people (ages 12-18) who agree with the statement “The people who look after or care for me, spend enough time with me”. <i>Source: ‘WhatAboutMe?’ Survey</i>	There is no equivalent IANZ measure. Note: This was a strong theme that came through the engagement process.

Feelings of safety	Percentage of young people (ages 12-18) who agree with the statement "I feel safe" by location (at school, at home, at work, online, in the community where they live). <i>Source: 'WhatAboutMe?' Survey</i>	Percentage of people (ages 15+) who feel safe or very safe walking alone in their neighbourhood after dark. <i>Source: General Social Survey</i>
Feeling loved	Percentage of young people (ages 12-18) who agree with the statement "the people who look after or care for me, love me". <i>Source: 'WhatAboutMe?' Survey</i>	There is no equivalent IANZ measure. Note: This was a strong theme that came through engagement.
Injury prevalence	Number of serious (fatal and non-fatal) injuries per 100,000 children and young people (ages 0-24). <i>Source: Derived from administrative data.</i>	The same measure is included in IANZ, but for all ages.
Harm against children	Number of substantiated findings of abuse (physical, sexual, and emotional abuse, and neglect). <i>Source: Derived from administrative data.</i>	Under development - a measure of the prevalence of child maltreatment covering physical, sexual, emotional and psychological abuse, and neglect.
Outcome: Children and young people are happy and healthy		
Proposed Indicator	Possible Measure	Comparable IANZ Measure
Prenatal care	Percentage of women who registered with a Lead Maternity Carer within the first trimester of pregnancy. <i>Source: National Maternity Collection</i>	There are no equivalent IANZ measures. Note wellbeing in the first 1000 days is strongly evidence based and a key priority for the Strategy. Prenatal and infant wellbeing is not covered by any other indicators. Exposure to toxins should ideally cover alcohol and other drugs, but there is limited data available.
Early exposure to toxins	Percentage of women who registered with a Lead Maternity Carer smoking at registration and discharge. <i>Source: National Maternity Collection</i>	
Subjective health status	Percentage of young people (ages 15-24) reporting their health as good, very good, or excellent. <i>Source: NZ Health Survey.</i>	The same measure is included in IANZ, but for all adults.
Avoidable hospitalisations (CPRI)*	Rate of children (ages 0-15) hospitalised for potentially avoidable illnesses. <i>Source: Administrative data from Ministry of Health.</i>	There is no equivalent IANZ measure. Note this has been included because it provides a broad and highly informative objective measure of children's health.
Oral health (CPRI)*	Percentage of children caries-free at age 5 and decayed, missing, and filled teeth index (DMFT) in year 8. <i>Source: Administrative data from community oral health services.</i> Note this indicator has been recommended by the Chief Science Advisor to Minister for Child Poverty Reduction	There is no equivalent IANZ measure.

Mental wellbeing	Percentage of young people (ages 12-18) with a score of 13 or more on the WHO-5 wellbeing index. <i>Source: 'WhatAboutMe?' Survey</i>	Percentage of people experiencing high or very high levels of psychological distress (12 or more on the 10 question Kessler Psychological Distress Scale). <i>Source: NZ Health Survey</i>
Resilience	Percentage of young people (ages 12-18) who agree with the statement 'I am able to cope well when life gets hard'. <i>Source: 'WhatAboutMe?' Survey</i>	There is no equivalent IANZ measure. The IANZ indicator for Core Competencies which is under development may in time be comparable.
Self-harm / suicidal ideation	Percentage of young people (ages 12-18) who say that they have deliberately hurt themselves, seriously thought about, and/or attempted suicide in the last 12 months. <i>Source: WhatAboutMe? Survey</i> Note: Suicide rates (by age) is a relevant measure for children and young people and internationally comparable but less informative than the proposed measure	Suicide rates - Deaths caused by intentional self-harm, age-standardised rate per 100,000 people. <i>Source: Mortality Collection.</i>
Outcome: Children and young people are learning and developing		
Proposed Indicator	Possible Measure	Comparable IANZ Measure
Participation in early learning	Proportion of children ages 0-4 enrolled in early childhood education. <i>Source: Derived from Administrative data from Ministry of Education</i>	To be determined. Proxy measure is the percentage of children in their first year of school who have attended an ECE institution.
Regular school attendance (CPRI)*	Percentage of children and young people (ages 6-16) who are regularly attending school. <i>Source: School Attendance Survey</i>	There is no equivalent IANZ measure.
Attainment of literacy and numeracy skills	Mean score for reading, mathematics and science at age 15. <i>Source: Programme for International Student Assessment (PISA)</i>	The same measure is included in IANZ.
Social-emotional skills	The measures for these two indicators are still to be confirmed. There is possibility to add measures to the wellbeing@school survey or as part of the new comprehensive assessment schedule being developed through the Well Child Tamariki Ora Programme and the Learning Support Action Plan	There are no equivalent IANZ measures. The IANZ indicator for Core Competencies which is under development may in time be comparable.
Self-management skills		
Youth NEET	Percentage of young people (15-24) who are not in education, training, or employment (NEET). <i>Source: Household Labour Force Survey</i>	The same measure is included in IANZ.

Outcome: Children & young people are accepted, respected & connected		
Proposed Indicator	Possible Measure	Comparable IANZ Measure
Support for cultural identity	Percentage of young people (ages 12-18) who agree that they have someone they can ask about their culture, whakapapa or ethnic group. <i>Source: 'WhatAboutMe?' Survey</i>	Under development - Intergenerational transfer of cultural knowledge between generations.
Speaking a second language	Percentage of young people (ages 12-18) who can have a conversation in two or more languages (incl. sign language). <i>Source: 'WhatAboutMe?' Survey</i>	Percentage of people who report that they can converse about everyday things in te reo Māori. <i>Source: The Census.</i> The IANZ Indicator Language development and retention may cover some of this when developed.
Sense of belonging to New Zealand	Percentage of young people (ages 12-18) who agree that they feel a sense of belonging to Aotearoa/New Zealand as a whole. <i>Source: 'WhatAboutMe?' Survey</i>	Percentage of people (ages 15+) who report a sense of belonging to New Zealand. <i>Source: General Social Survey</i>
Experience of Bullying or discrimination	Percentage of young people (ages 12-18) who feel that they have been treated unfairly or made to feel different because their ethnicity, gender or sexuality, or something else. <i>Source: 'WhatAboutMe?' Survey</i>	Experience of discrimination - Percentage of people (ages 15+) who experienced discrimination against them in the last 12 months. <i>Source: General Social Survey</i>
Ability to "be yourself"	Percentage of young people (ages 12-18) who agree it is easy for them to express their identity. <i>Source: 'WhatAboutMe?' Survey</i>	Percentage of people (ages 15+) who said that it was easy or very easy to be themselves in NZ. <i>Source: General Social Survey</i>
Outcome: Children and young people are involved & empowered		
Proposed Indicator	Possible Measure	Comparable IANZ Measure
Involvement in community	Percentage of young people (ages 12-18) who say they help others in the neighbourhood or community (e.g. help-out on the marae or church, or belong to a volunteer organisation). <i>Source: 'WhatAboutMe?' Survey</i>	Volunteering - To be developed - A measure of the proportion of adults who give their time and skills to help others and support their community. Likely to be age 15 and above.
Social support	Percentage of young people (ages 12-18) who say they have an adult they could turn to if they were going through a difficult time and needed help. <i>Source: 'WhatAboutMe?' Survey</i>	Percentage of people (ages 15+) reporting they are able to access support in a crisis. <i>Source: General Social Survey</i>
Representation of children and young people's voices	To be determined. A new measure could be constructed that is focused on measuring government activity. Alternatively there is a measure in the Wellbeing@school survey and youth voting rates are also an option	Percentage of enrolled electors who voted in the general elections. <i>Source: Election results</i>
Making positive choices	Percentage of young people (ages 12-18) who are sexually active, who are using contraception to protect against sexually transmitted diseases and/or pregnancy. <i>Source: 'WhatAboutMe?' Survey</i>	There is no equivalent IANZ measure.
Involvement in criminal offending	This measure is to be confirmed. There are a range of possibilities that are being considered. This indicator has been added following departmental feedback.	There is no equivalent of IANZ measure.

*Note: Child Poverty Related Indicators (CPRIs) will not be subject to further review by the panel of advisors.

Appendix 1: Draft Content for Strategy

Are the six outcomes measurable?

Section 7(2)(a) of the Children's Act 2014, requires the Strategy to indicate the extent to which the outcomes included in the Strategy are measurable. To determine the measurability of the six outcomes in the strategy, we reviewed local and international research on measuring wellbeing and a wide range of wellbeing measurement frameworks and looked at a range of different data sources that collect information on children and young people's wellbeing.

We found that there are a set of common measures that often used to measure children's wellbeing - these include indicators like birth weight, suicide rates, mortality rates, immunisation rates, teenage pregnancy rates, obesity rates, physical activity levels, income levels, housing conditions, educational attainment, and school attainment. These are internationally comparable and there is a strong evidence base associated with them. The more common measures often have an emphasis on physical health, material wellbeing, and educational attainment. However other aspects of outcomes in the Strategy, such as mental wellbeing, loving and nurturing homes, culture and identity are less commonly captured in existing wellbeing frameworks.

We found that there are significant gaps in available data on children and young people. In particular:

- There are not many data sources that regularly collect data (at least once a year) about children and young people's wellbeing that are also nationally representative (i.e. look at all children and young people, or at a sample of children and young people that is 'typical' of New Zealand). One-off data collections, cohort studies, and surveys that are only collected every few years can tell us a lot about what is important for children and young people's wellbeing, but aren't suitable for measuring the outcomes on an ongoing basis.
- Very few existing surveys directly ask children and young people about their experiences of wellbeing. Many data sources are measures based on what children and young people have or do not have, that indirectly measure wellbeing through service use, or rely on an adult's assessment of children's wellbeing.
- There are very few existing indicators of wellbeing available for the pre-natal period through to about age 12 and most of the larger data collections start at age 15. There is little to no existing data for children under age 12 for three of the outcomes.
- Many of the existing data sources include some sort of measure of socio-economic status, or a similar measure like school decile, however the 'definitions' vary significantly depending on the data source. Many of the existing data sources also include some ethnicity information, but other demographic details such as disability status or sexuality are much more uncommon.
- There is a lot more deficit-based data than there is strengths-based data i.e. many of the existing indicators measure the presence/absence of harm or poor outcomes, rather than the presence/absence of wellbeing or desired outcomes.

How will the six outcomes be measured?

Section 7(2)(b) of the Children's Act 2014, requires the Strategy to indicate how the measurable outcomes will be measured, including by analysing disparities of outcome for children in poverty and children with socioeconomic disadvantage.

To determine the best way to measure the outcomes, we reviewed local and international research on measuring wellbeing, talked to a range of experts in child and youth wellbeing and in data and measurement, considered the nine principles of the strategy and the feedback received through the public engagement. From this, we identified a set of broad 'criteria' to help narrow down the many different existing measures of wellbeing to a set of 35 proposed indicators that we think collectively measure the outcomes in the most direct and simplest way possible.

The criteria included a preference for indicators that are statistically robust, regularly collected, strengths based, non-specific (i.e. broadly informative), relevant and easily understood, applicable to all children and young people, internationally comparable, able to be disaggregated, culturally responsive, and aligned with the other government indicators and measurement frameworks to enable consistency and coherency across Government.

Recognising that children and young people are the experts in their own wellbeing, we wanted to ensure that their voice is well reflected in the indicators. This means 'what we measure' should reflect the things children and young people told us was important to their wellbeing (things like feeling safe and the wellbeing of their family and whānau) and their experience of those things (asking children and young people directly wherever possible).

The proposed indicators and possible measures will be reviewed by a small panel of government and non-government advisors. The panel may also seek submissions from interested groups. Once the indicators and measures have been finalised, they will be published online.

It is intended that the indicators will be refreshed or updated at least once per year as part of the legislative requirement for the responsible Minister to report annually to Parliament on progress against the outcomes in the Strategy. The reporting on each indicator will include an analysis by household income or socioeconomic status² wherever data is available. The indicators will also include an analysis of the disparity of outcomes by ethnicity and other demographics variables of significance, wherever data is available.

Given the current limitations around data availability, we also expect that the indicators and measures will be built on and improved over time; some indicators may be added or replaced where better data and measurement methodology becomes available. There is work underway across agencies that is focused on improving the quality of data or collecting new or different data on children and young people's wellbeing.

² or best proxy available. i.e. the definition of socio-economic status will vary depending on the data source

Proposed Child and Youth Wellbeing Indicators

Outcome: Children and young people have what they need.	
Proposed Indicator	Description of possible measure
Material wellbeing	Median score on the material wellbeing index for households with children and young people. <i>Source: Household Economic Survey</i>
Household income	Median real equivalised household disposable income for households with children and young people. <i>Source: Household Economic Survey</i>
Food insecurity*	Percentage of children (ages 0-15) living in households reporting food runs out often or sometimes. <i>Source: NZ Health Survey 2019/20 onwards</i>
Housing quality*	Percentage of children and young people living in households with a major problem with dampness or mould. <i>Source: Household Economic Survey</i>
Housing affordability*	Percentage of children and young people living in households spending more than 30 percent of their disposable income on housing. <i>Source: Household Economic Survey</i>
Outcome: Children and young people have what they need.	
Proposed Indicator	Description of possible measure
Whānau wellbeing	Percentage of young people (ages 12-18) rating their family as doing well. <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Quality time with parents	Percentage of young people (ages 12-18) who agree with the statement "The people who look after or care for me, spend enough time with me". <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Feelings of safety	Percentage of young people (ages 12-18) who agree with the statement "I feel safe" by location (at school, at home, at work, online, in the community where they live). <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Feeling loved	Percentage of young people (ages 12-18) who agree with the statement "the people who look after or care for me, love me". <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Injury prevalence	Number of serious (fatal and non-fatal) injuries per 100,000 children and young people. <i>Source: Derived from administrative data.</i>
Harm against children	Number of substantiated findings of abuse (physical, sexual, and emotional abuse, and neglect). <i>Source: Derived from administrative data.</i>
Outcome: Children and young people are happy & healthy	
Proposed Indicator	Description of possible measure
Prenatal care	Percentage of women who registered with a Lead Maternity Carer within the first trimester of pregnancy. <i>Source: National Maternity Collection</i>
Early exposure to toxins	Percentage of women who registered with a Lead Maternity Carer smoking at registration and discharge. <i>Source: National Maternity Collection</i>
Subjective health status	Percentage of young people (ages 15-24) reporting their health as good, very good, or excellent. <i>Source: NZ Health Survey.</i>
Avoidable hospitalisations*	Rate of children (ages 0-15) hospitalised for potentially avoidable illnesses. <i>Source: Administrative data from Ministry of Health.</i>
Oral health*	Percentage of children caries-free at age 5 and decay-missing-filled teeth index (DMFT) in year 8. <i>Source: Administrative data from community oral health services</i>
Mental wellbeing	Percentage of young people (ages 12-18) with a score of 13 or more on the WHO-5 wellbeing index. <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Resilience	Percentage of young people (ages 12-18) who agree with the statement 'I am able to cope well when life gets hard'. <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Self-harm / suicidal ideation	Percentage of young people (ages 12-18) who say that they have deliberately hurt themselves, seriously thought about, and/or attempted suicide in the last 12 months. <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>

Outcome: Children and young people are learning & developing	
Proposed Indicator	Description of possible measure
Participation in early learning	Proportion of children ages 0-4 enrolled in early childhood education. <i>Source: Derived from Administrative data from Ministry of Education</i>
Regular school attendance*	Percentage of children and young people (ages 6-16) who are regularly attending school. <i>Source: School Attendance Survey</i>
Attainment of literacy and numeracy skills	Mean score for reading, maths, and oral skills. Science skills will be in future questionnaires. <i>Source: Programme for International Student Assessment (PISA)</i>
Social-emotional skills	The measure for this indicator is still to be confirmed.
Self-management skills	The measure for this indicator is still to be confirmed.
Youth NEET	Percentage of young people (15-24) who are not in education, training, or employment (NEET). <i>Source: Household Labour Force Survey</i>
Outcome: Children & young people are accepted, respected & connected	
Proposed Indicator	Description of possible measure
Support for cultural identity	Percentage of young people (ages 12-18) who agree that have someone they can ask about their culture, whakapapa or ethnic group. <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Speaking a second language	Percentage of young people (ages 12-18) who can have a conversation in two or more languages (incl. sign language). <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Sense of belonging to New Zealand	Percentage of young people (ages 12-18) who agree that they feel a sense of belonging to Aotearoa/New Zealand as a whole. <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Experience of Bullying or discrimination	Percentage of young people (ages 12-18) have felt that they have been treated unfairly or made to feel different because their ethnicity, gender or sexuality, or something else. <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Ability to "be themselves"	Percentage of young people (ages 12-18) who agree it is easy for them to express their identity. <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Outcome: Children and young people are involved & empowered	
Proposed Indicator	Description of possible measure
Involvement in community	Percentage of young people (ages 12-18) who say they help others in the neighbourhood or community (e.g. help-out on the marae or church, or belong to a volunteer organisation). <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Social Support	Percentage of young people (ages 12-18) who say they have an adult they could turn to if they were going through a difficult time and needed help. <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Representation of children and young people's voices	The measure for this indicator is still to be confirmed.
Making positive choices	Percentage of young people (ages 12-18) who are sexually active, that are using contraception to protect against sexually transmitted diseases and/or pregnancy. <i>Source: The Youth Health and Wellbeing Survey - 'WhatAboutMe?'</i>
Involvement in criminal offending	The measure for this indicator is still to be confirmed.

*Note: these six indicators are confirmed as child poverty related indicators and not subject to further review by the panel of advisors.

Annual report on progress against the outcomes

The new legislation (s7B of the Children's Act 2014), requires the responsible Minister to prepare an annual report on achievement, during that year, of the outcomes that the strategy indicates are sought, during that year, for children identified in the strategy. Before finalising the report, the responsible Minister must consult the children's Ministers on a draft of the report.

The report must be presented to the House of Representatives and published online. The report must include analysis of outcomes for Māori children and may also include analysis of other population groups if sufficient data is available.

The first report is due in early 2021. This report will include indicators data for each of the outcomes as well as monitoring and evaluation information on the policies and actions set out in the first Strategy. The reporting on each indicator will include an analysis by household income or socioeconomic status³ wherever data is available. The indicators will also include an analysis of the disparity of outcomes by ethnicity and other demographics variables of significance, wherever data is available.

Child Poverty Reduction Act 2018

The Child Poverty Reduction Act 2018 requires the government of the day to set long-term (10-year) and intermediate (3-year) targets on a set of child poverty measures against which the government must report annually.

There are four primary measures:

- Low income before housing costs (below 50 percent of median income, moving line)
- Low income after housing costs (below 50 percent of median income, fixed line)
- A measure of material hardship (reflecting the proportion of children living in households with hardship rates below a standard threshold)
- A measure of poverty persistence (currently being developed).

In early 2018, the Government announced its targets for the three primary measures for which data is available, and then it formally adopted these targets on 22 May 2019.

These are:

Primary measure	Baseline rate	3-year target rate	10-year target rate
BHC 50 moving line	16% of children	10% of children	5% of children
AHC 50 fixed line	23% of children	19% of children	10% of children
Material hardship	13% of children	10% of children	6% of children

Under the Child Poverty Reduction Act 2018, the Minister must also identify one or more indicators related to the causes, correlates, and/or consequences of child poverty - 'Child Poverty Related Indicators'. The reporting on the Child Poverty Related Indicators is the responsibility of the Minister for Child Poverty Reduction, who must publish a dedicated 'monitoring report' for each financial year, alongside the report of the Government Statistician.

The Minister for Child Poverty Reduction has identified that a subset of the *Child and Youth Wellbeing indicators* will be used as the first set of *Child Poverty Related Indicators*. These are:

³ or best proxy available. i.e. the definition of socio-economic status will vary depending on the data source

- **Housing affordability.** As measured by percentage of children and young people living in households spending more than 30 percent of their disposable income on housing. Source: Household Economic Survey
- **Housing quality.** As measured by the percentage of children and young people living in households with a major problem with dampness or mould. Source: Household Economic Survey
- **Food insecurity.** As measured by the percentage of children (ages 0-15) living in households reporting food runs out often or sometimes. Source: NZ Health Survey 2019/20 onwards
- **Regular school attendance.** As measured by percentage of children and young people (ages 6-16) who are regularly attending school. Source: School Attendance Survey.
- **Avoidable hospitalisations.** As measured by rate of potentially avoidable hospitalisations for children (ages 0-15). Source: Administrative data from Ministry of Health.
- **Oral Health.** As measured by the percentage of children caries-free at age 5 and decayed, missing, and filled teeth index (DMFT) in year 8. Source: Administrative data from community oral health services.