

# Children's homes data pack

**13<sup>th</sup> September 2013**



# Executive Summary

- This pack presents data about children's homes in England. It provides information on the children in the homes, the homes and their quality, their location and ownership, their cost, and the children's homes market. The Government believes that transparency is an essential tool in driving up quality and much of this information is being published for the first time.
- The data in slides 18, 24, 25, 26, 27, 28, 31 and 36 is available in the spreadsheets that accompany this pack.
- Children's homes fulfil a number of purposes and cater for a range of children's needs, from late entrant adolescents with challenging behaviour, who have spent long periods of time out of school and may quickly return to their family, to young people at risk of CSE (child sexual exploitation), children and teenagers with complex mental health problems, and respite provision for disabled children. Provision is mixed between local authority-owned homes, and homes owned by the private and voluntary sector; most local authorities (LAs) make use of both. There are a variety of private provider ownership structures, including private equity and venture capital, family-owned companies and individual social entrepreneurs.
- For the first time, we are publishing the inspection judgements awarded to the homes of the largest private providers. We also present a comparison of the inspection judgements of LA-owned and privately owned homes, which suggests little difference in quality. Costs in both are high relative to alternatives (e.g. fostering).
- The data shows where there is under-supply and over-supply of places in local areas; and how LAs vary in their use both of out-of-area placements, and placements far from a child's home. These may be in the interests of the child; but they may also increase risk.
- The data in this pack poses challenges for local and national government and all providers of children's homes. More data, and further analysis, will be published in future as it becomes available. The Government is working with Ofsted, LAs and providers to improve the market, match local supply with demand and understand better how cost and quality affect individual children's outcomes.



# Background

- In response to the *Report of the Office of the Children's Commissioner's inquiry into child sexual exploitation in gangs and groups*, and the *All Party Parliamentary Group joint inquiry report on children who go missing from care*, Ministers established three expert groups - the Task and Finish Group on Out of Area Placements, the Expert Group on Quality and the Data Working Group. The last of these reports was published on 23 April 2013. As a result of these reports, the Government is consulting on changes to Regulations which will toughen up the inspection and regulation of children's homes.
- The Government believes that more needs to be done, and transparency is an essential tool in driving up quality. This data pack provides detailed information about the location, ownership and quality of children's homes, in order to help LAs make better decisions about placements for their children. It sets out what we know, and the limitations of our knowledge, and next steps.



# Context and data

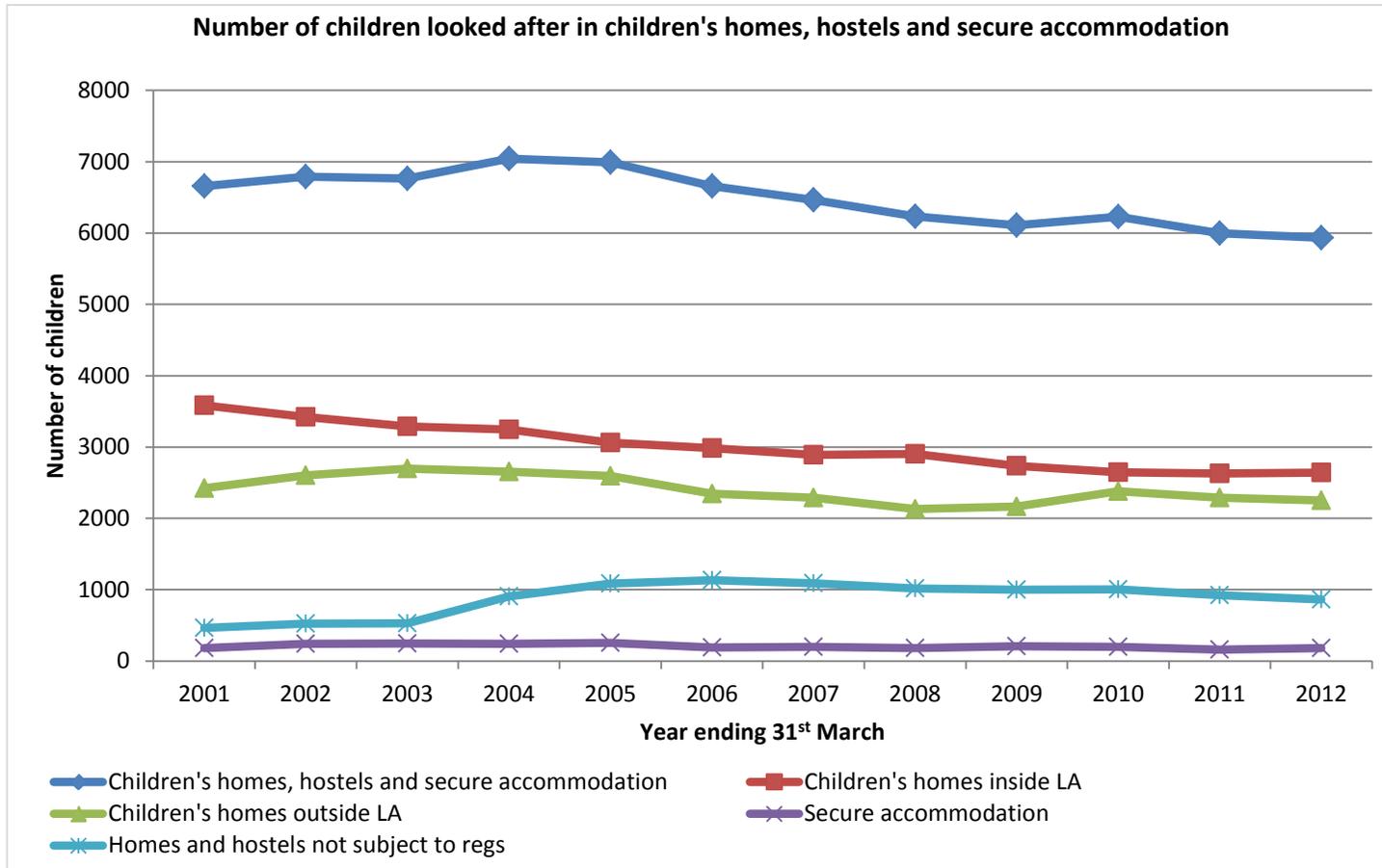
- The information in this data pack is predominantly taken from two sources:
  - The DfE statistical collection about looked after children (SSDA903) as reported by local authorities for the year to 31<sup>st</sup> March 2012. (See <https://www.gov.uk/government/publications/children-looked-after-by-local-authorities-in-england-including-adoption> for more information.)
  - Ofsted data on children's homes as at 31<sup>st</sup> March 2013. (See <http://www.ofsted.gov.uk/inspection-reports/find-inspection-report> for more information.)
- The DfE data relates to all looked after children, and so includes children in fostering placements, residential special schools, respite provision and children's homes. Where we have indicated that the information in this pack relates only to children in children's homes this largely excludes information about children placed in residential special schools and unregulated settings (such as hostels or supported lodgings) and those in respite provision.
- The Ofsted register data gives the total number of children's homes as around 2,050. This data has been 'cleaned' so as to exclude secure children's homes, children's homes that provide respite care or short breaks only, and Residential Special Schools registered as children's homes. This has resulted in a total number of 1,718 homes. These are the homes that are referred to in the remainder of this pack. Readers should note that there may be a few residential special schools still included in the analysis; similarly, some may disagree with the decision to exclude certain homes from the analysis.
- The two data sources above are not directly comparable and so caution is recommended when comparing analysis between different slides. Furthermore, some of the data in this pack draws on 'self reports' from local authorities. We are working to improve consistency in these data returns.
- The placement of individual looked after children is determined by local authority policies and their arrangements for commissioning placements. Children should be matched to the placement assessed as most likely to meet their needs.



# The Children



# 5,930 children – around 9% of looked after children – were in children’s homes and hostels or secure accommodation on 31st March 2012; of whom 4,890 were in children’s homes.

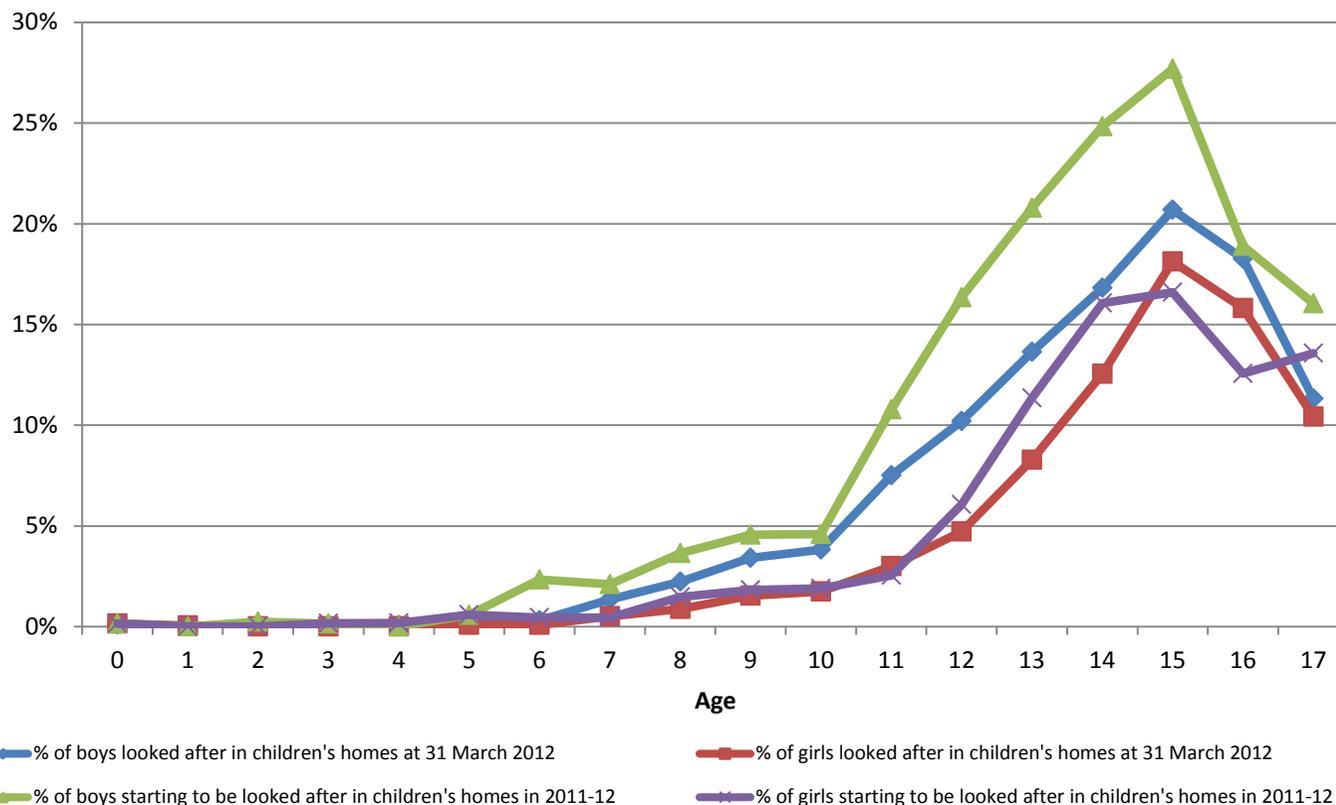


In 2011-12, 1,970 children started to be looked after in children’s homes.



## Children's homes cater for children of all ages, but in practice most are aged over 12. Residents of children's homes are more likely to be boys (63%) than girls (37%).

Percentage of boys and girls in children's homes by age



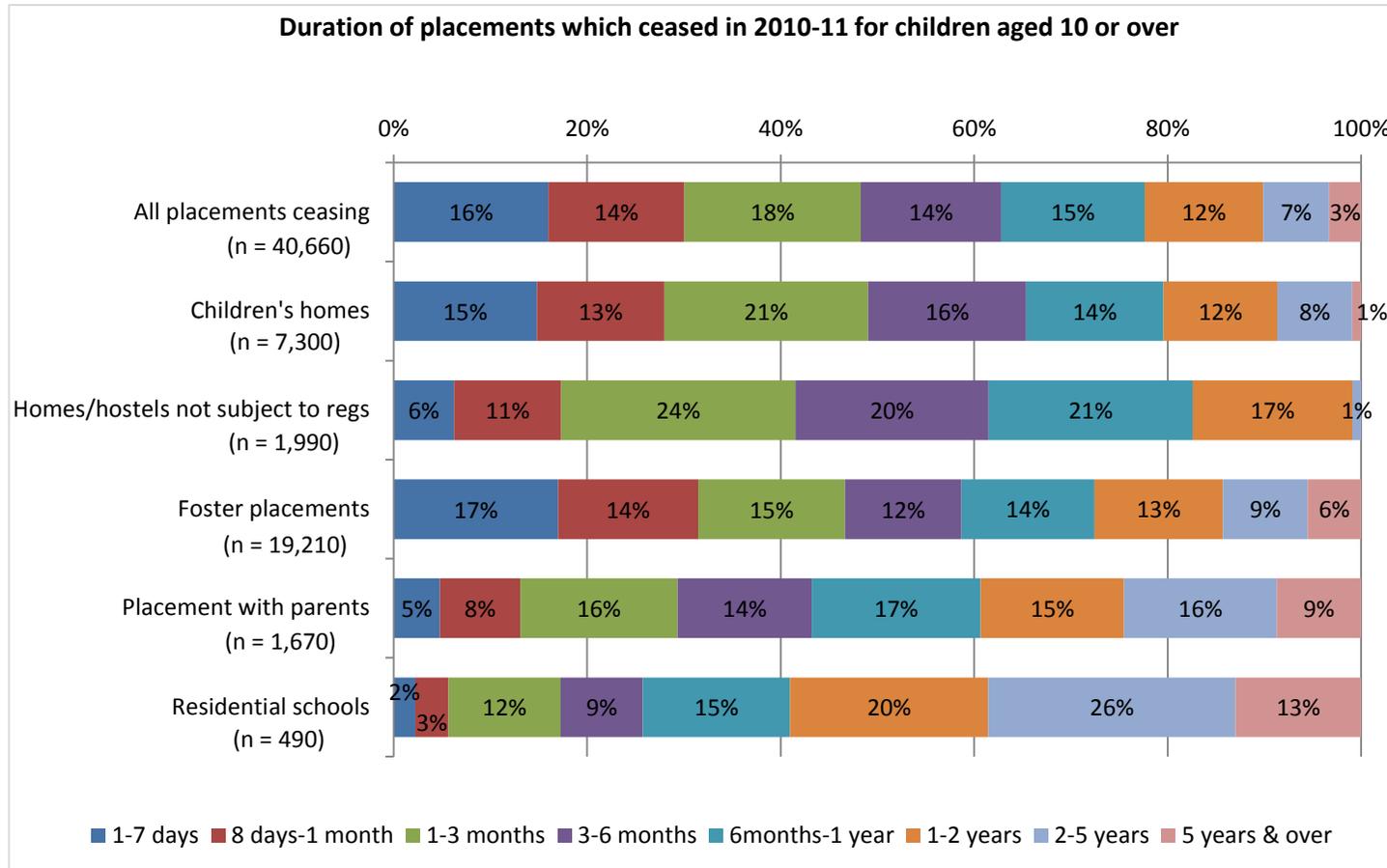
The average age of children in the homes was 14.6.

Over three quarters of children in homes were between 14 and 17 years old.

There are a larger proportion of boys than girls in the overall looked after children population but boys are still more likely to be resident in children's homes.



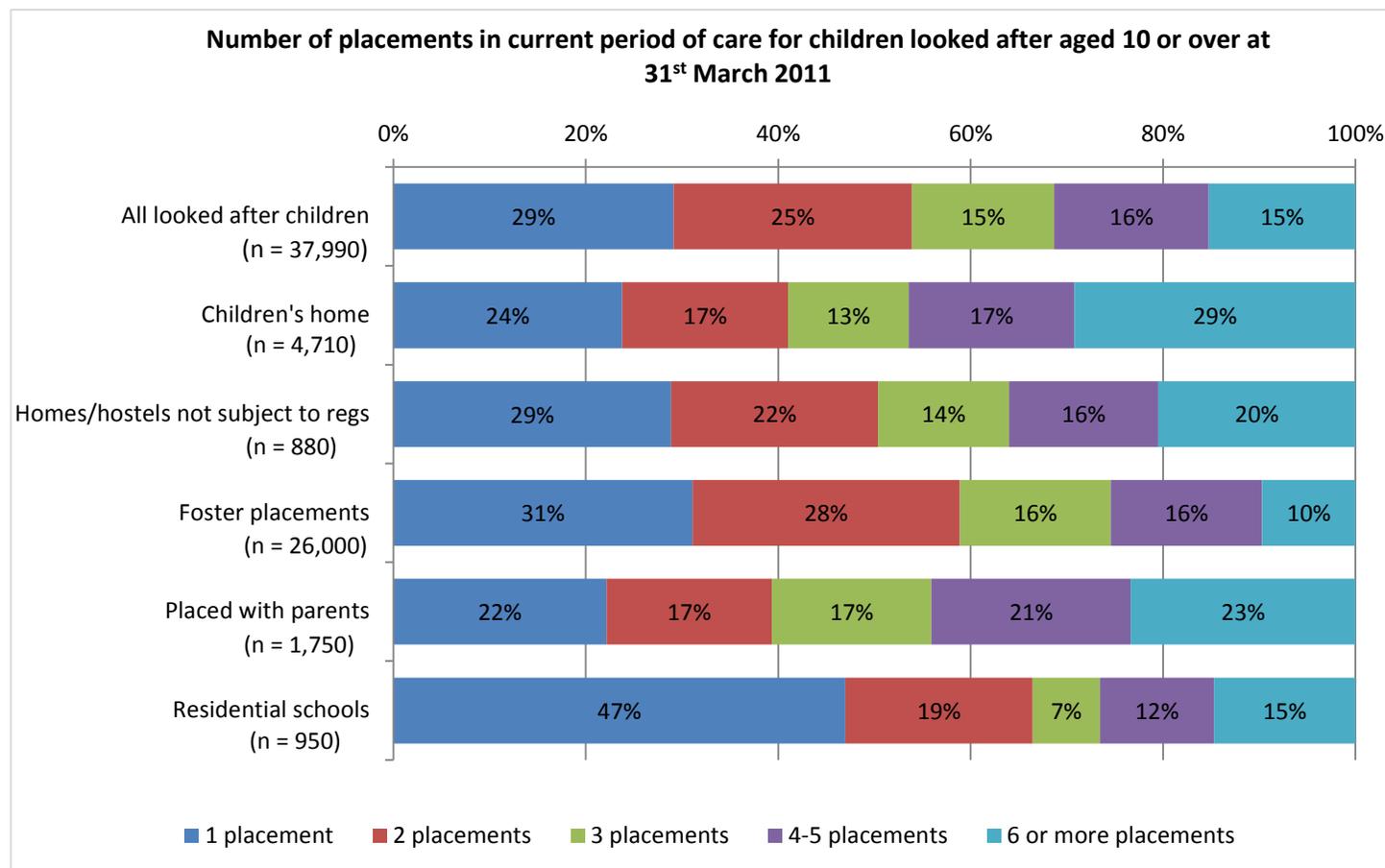
# The duration of placements in children's homes is quite similar to foster placements although fewer last longer than a year – 20% compared with 28%.



**This slide refers to 2010-11 data.** It will be updated with the latest available information in any future iterations of the data pack.

The slide refers to children aged 10 and over so that a meaningful comparison can be made with other placements, in a way which has relevance to children in children's homes. The vast majority of children in children's homes are aged 10 or over.

## For some children, the children's home is their first placement. But more than a quarter of children in children's homes have had at least 5 previous placements.

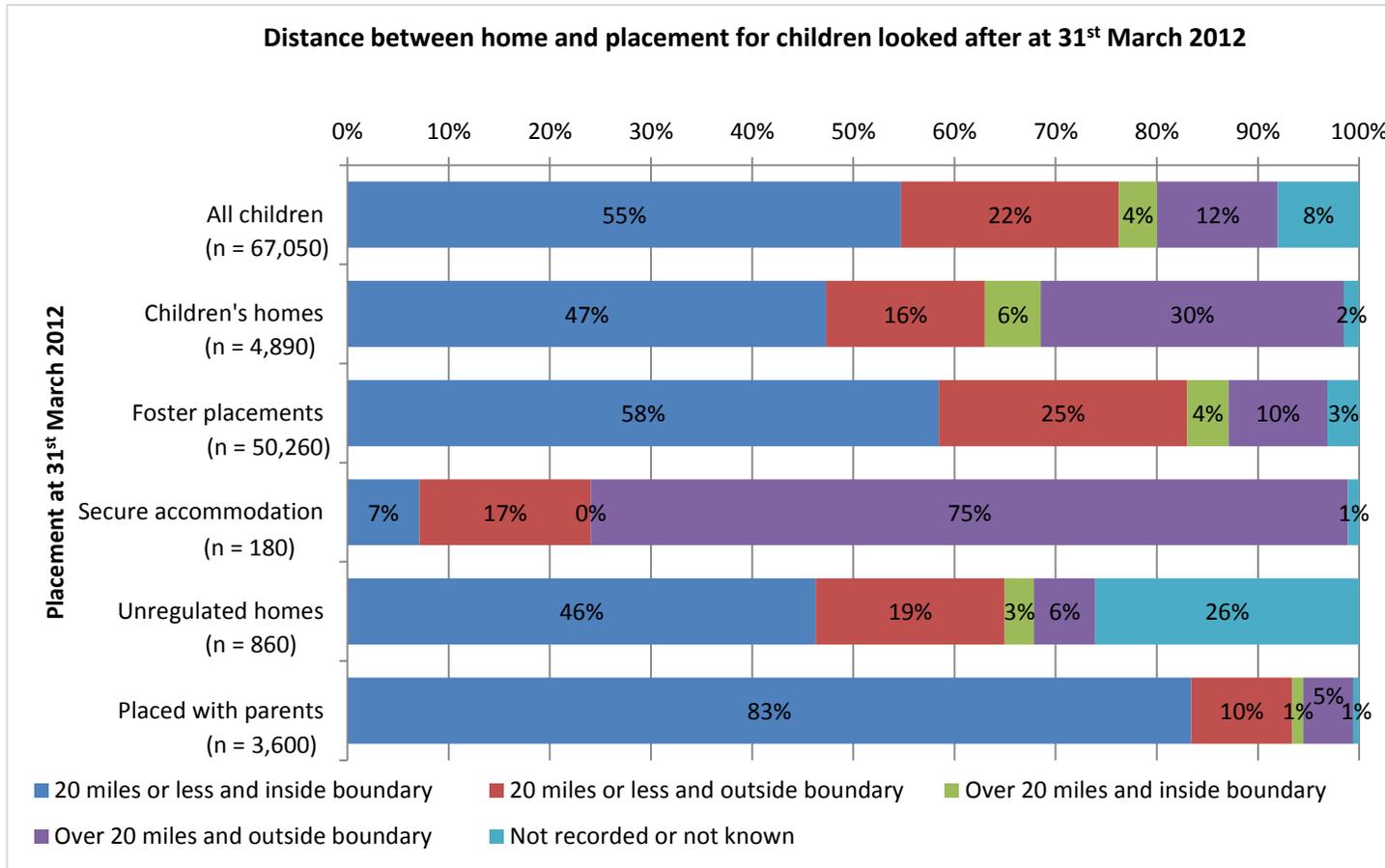


31% of children in foster placements were on their first placement, compared to 24% of children in children's homes.

Around 13% of looked after children (of all ages) had lived in a children's home at some point. Around half of these children had since left the children's home.



# Children in children's homes are more likely to be living away from their local communities than those in foster care.



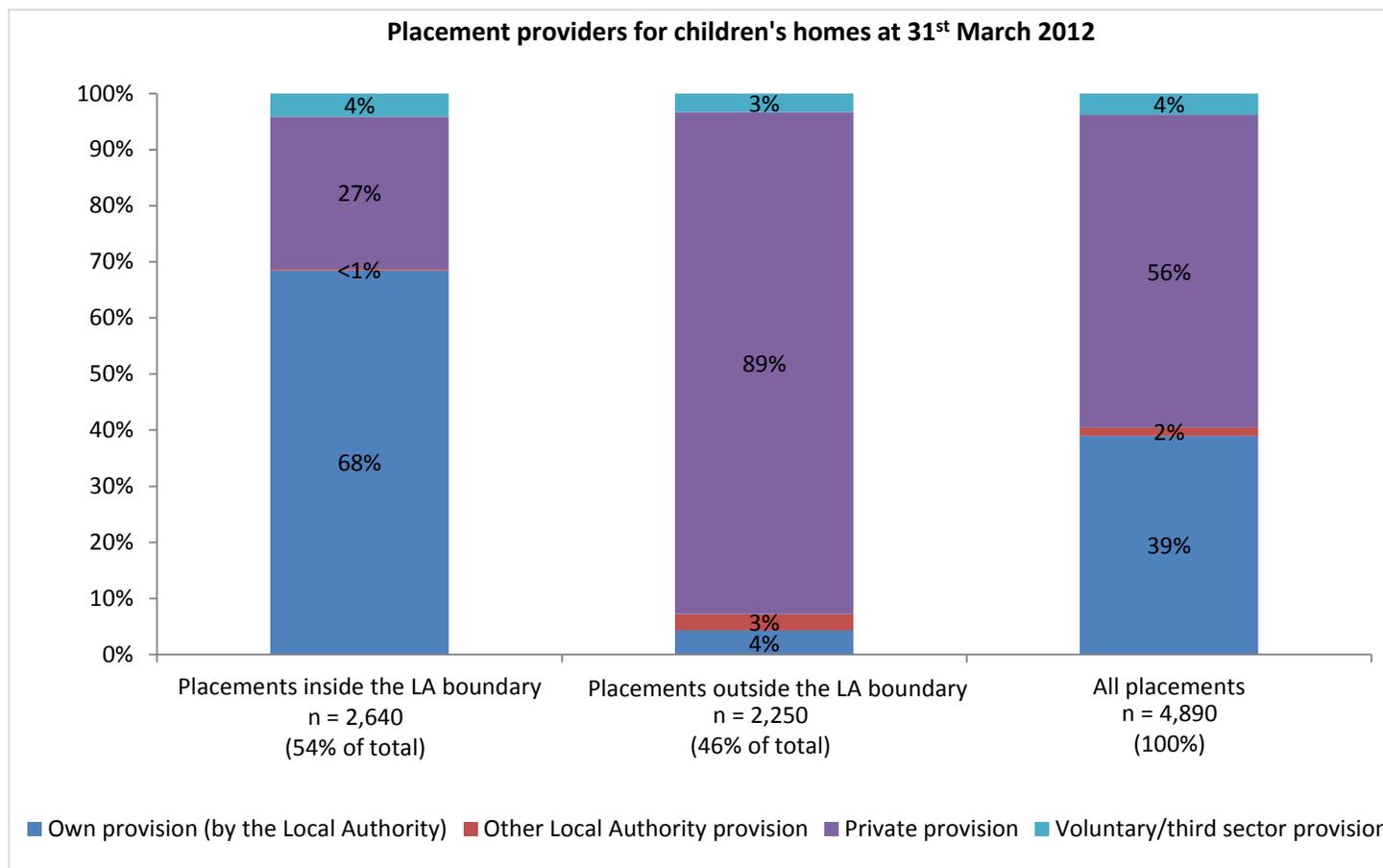
More than a third of children in children's homes are more than 20 miles from home compared with 14% of children in foster care.

47% of children in children's homes live within the local authority and less than 20 miles from home, but 30% live outside the local authority (LA) and more than 20 miles from home.

This compares with 58% and 10% respectively for children in foster care.



## 60% of the children in children's homes are in private or voluntary provision, but this varies by whether the home is inside or outside the LA area.



Overall 54% of children in children's homes were living in a home within the LA boundary and 46% were living in a home outside the boundary.

More than nine out of ten children living in children's homes outside the LA boundary were in private or voluntary provision.

Nearly seven out of ten children in children's homes within the boundary were in the LA's own provision.



# Summary and context

- The average age of residents in children's homes is 14.6 and those living in homes tend to stay there for relatively short periods of time – with few placements lasting longer than a year.
- Children who live in children's homes have high levels of emotional and behavioural difficulties. A recent research study found that 38% of children living in homes had a statement of special educational needs; 62% had clinically significant mental health difficulties<sup>2</sup>; 74% were reported to have been violent or aggressive in the past 6 months. Children who live in homes were found to have achieved lower attainment levels in Key Stage examinations than other children<sup>1</sup>.
- The high levels of need of this group of children, their relatively short stay in children's homes and the absence of evidence that homes consistently improve outcomes for their residents<sup>1</sup> suggests some fundamental questions about the role of homes for this group of children.



<sup>1</sup>Living in Children's Residential Homes, 2012: Berridge, D., Biehal, N. and Henry, L., Research Report, DFE-RR201.

<sup>2</sup>Clinically significant mental health difficulties as defined by a 'clinically significant score on the strengths and difficulties questionnaire'.

# The homes and their quality

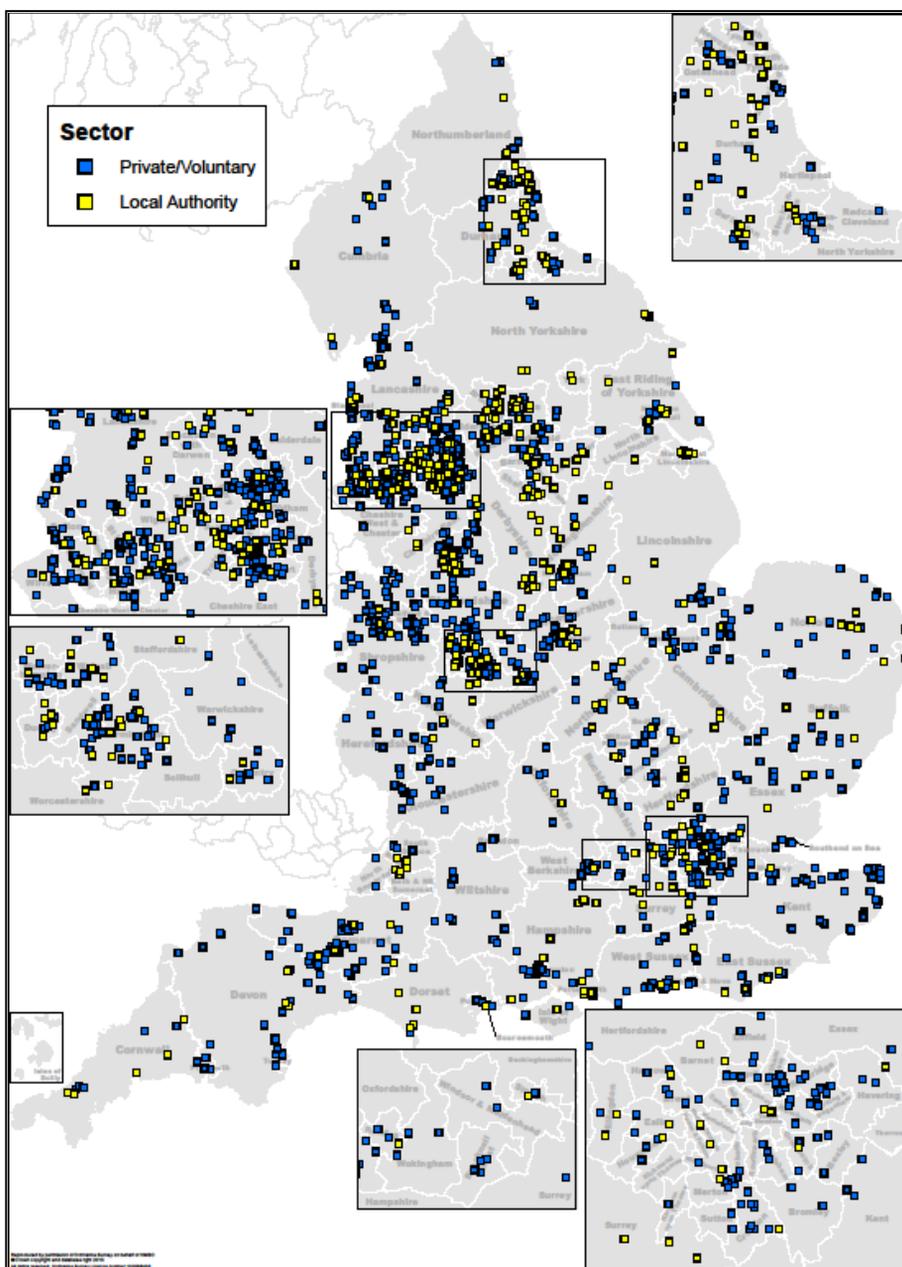
**All data in this section reflects the position on 31st March 2013.**

**The data underpinning slide 18 can be found in the spreadsheet published alongside this data pack.**



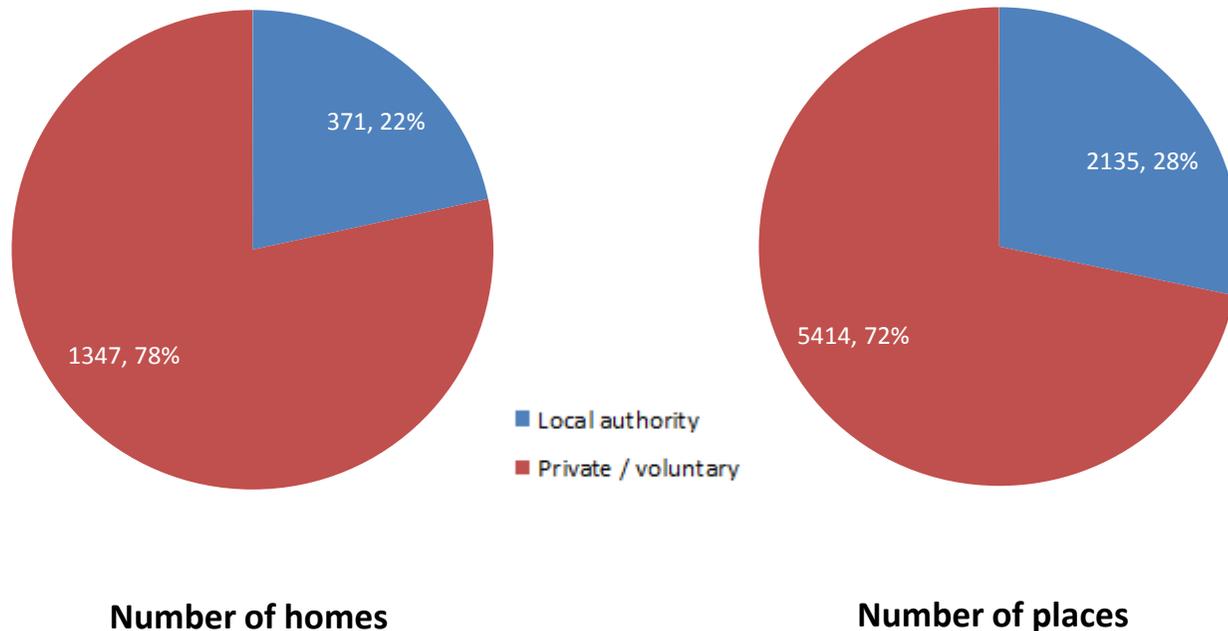
For the first time the Government is publishing information on the location of children's homes, to show how provision is spread across the country.

Children's Homes, England (March 2013)



1,718 children's homes in England were on the Ofsted register on 31<sup>st</sup> March 2013. Of these 371 (22%) were local authority run and 1,347 (78%) were in the private or voluntary sector. This pattern of ownership has changed quickly; the proportion of places in LA-run provision decreased from 61% in 2000<sup>1</sup> to 35% in 2006<sup>2</sup>.

Number of homes and number of places by sector (31<sup>st</sup> March 2013)



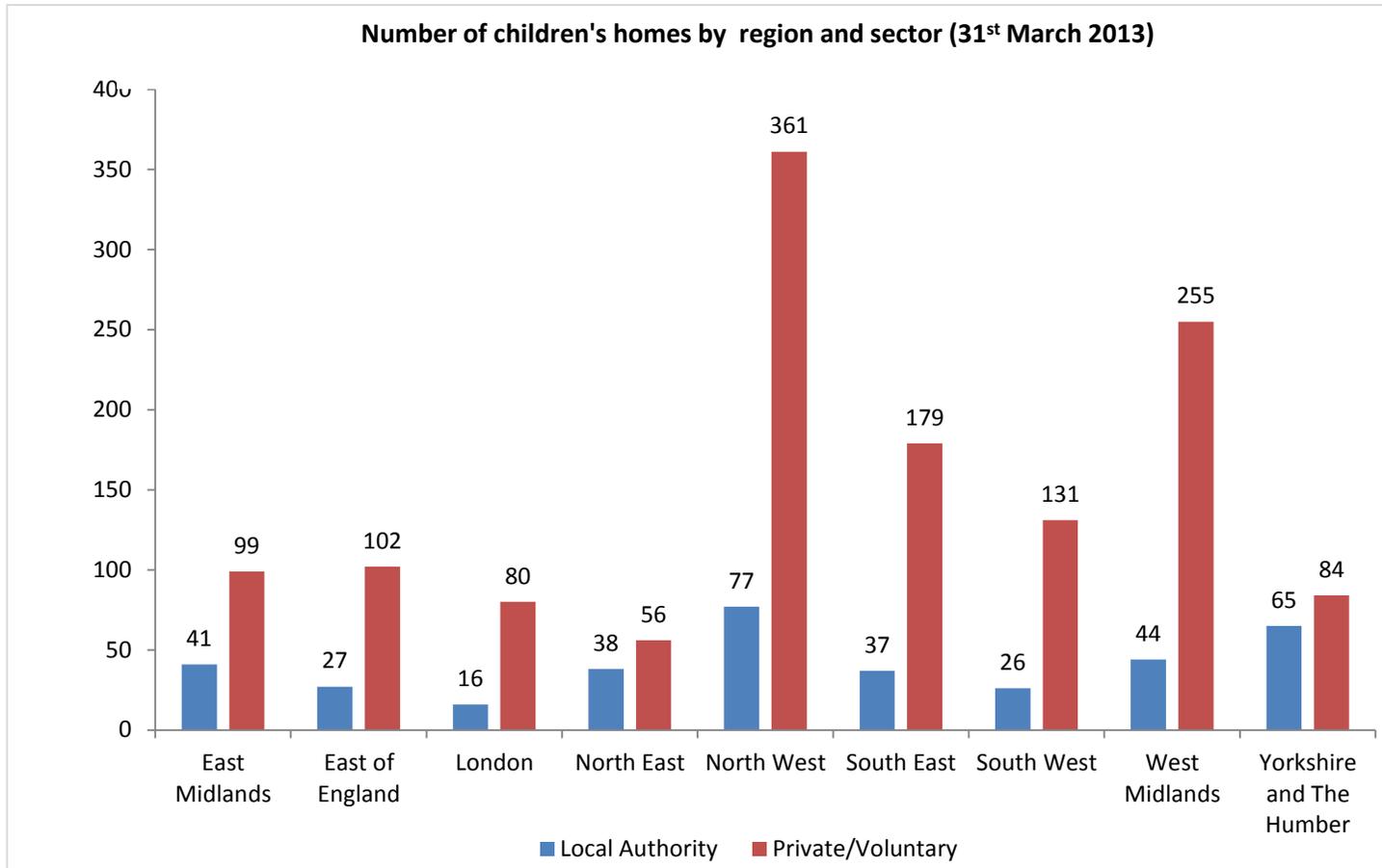
At present homes are categorised as 'private / voluntary'. No further breakdown is available. However, the placement data at slide 11 gives a ratio of voluntary sector to private placements of 1:14. If this ratio is applied to homes and places, it would give 90 voluntary sector homes with around 360 places; and around 1200 privately owned homes with 5000 places. Differences in classification mean that this should only be taken as a very rough indication.



<sup>1</sup> Children's Homes at 31 March 2000, England, Department of Health (2006)

<sup>2</sup> Determining the Optimum Supply of Children's Residential Care, DCSF (2007)

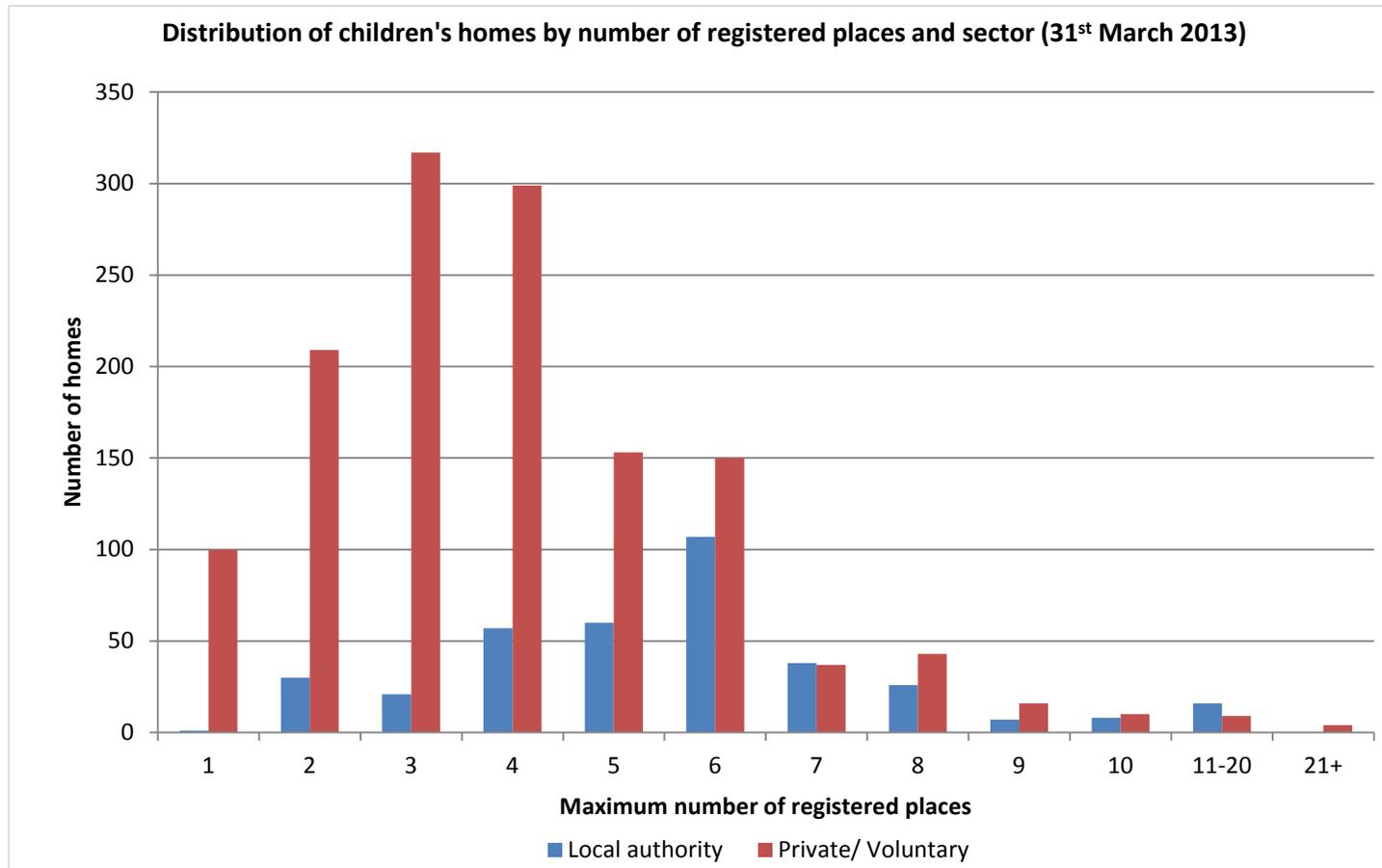
## The number of children's homes that are run by the LA varies considerably by region.



Yorkshire and the Humber and the North East had the highest percentage of LA-run homes (44% and 40% respectively).



## Local authority homes (average number of places: 5.8) tend to be slightly bigger than private / voluntary homes (average number of places: 4)

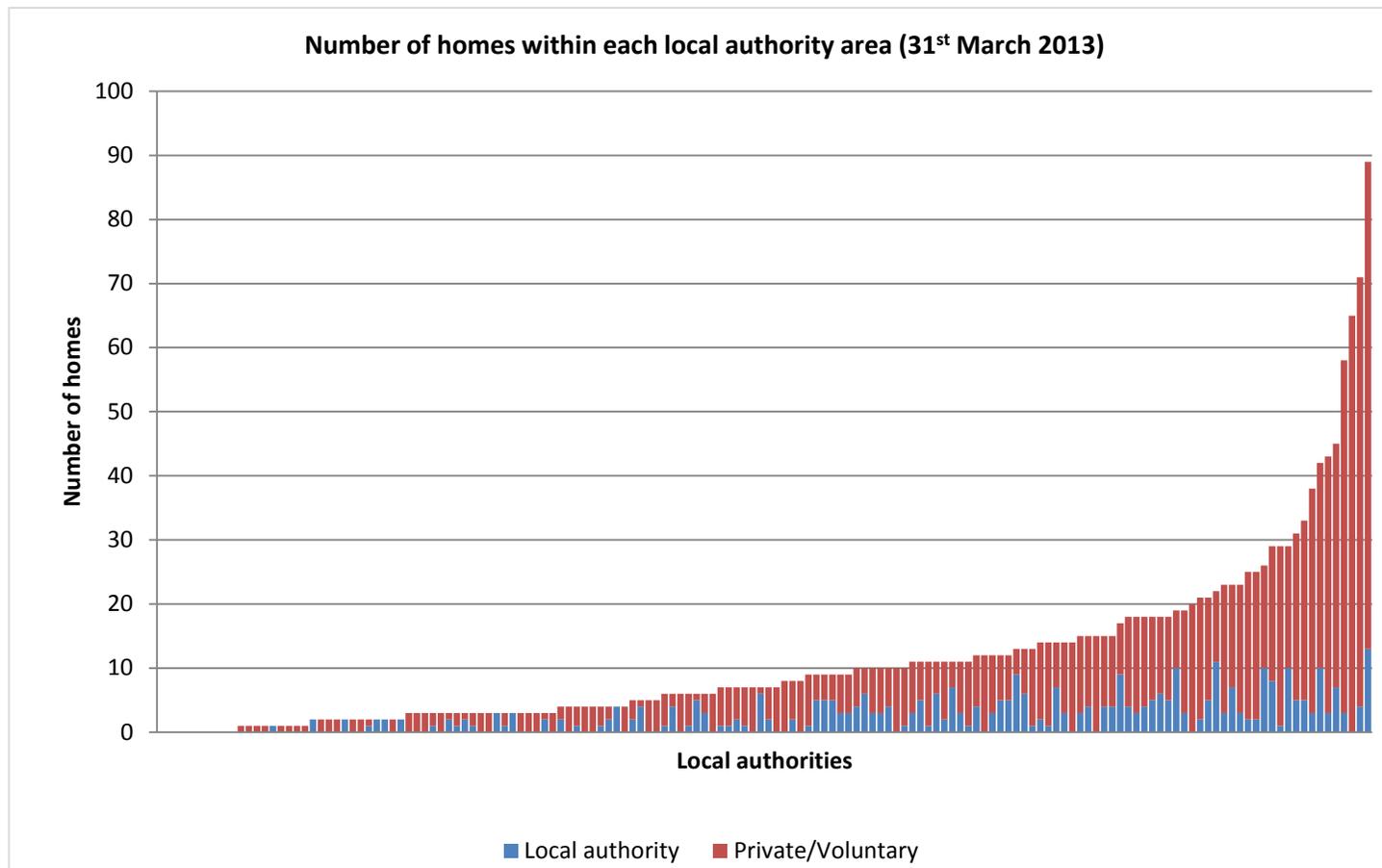


101 homes (6%) were registered for just one place; 239 (14%) for two places.

Only four (0.2%) were registered for more than 20 places.



## In most but not all local authorities private / voluntary provision dominates.



Ten LAs had no children's homes in either sector<sup>1</sup>.

A further nine LAs (19 in total) had no private/voluntary sector run homes<sup>2</sup>.

52 had no local authority homes (see accompanying spreadsheet).

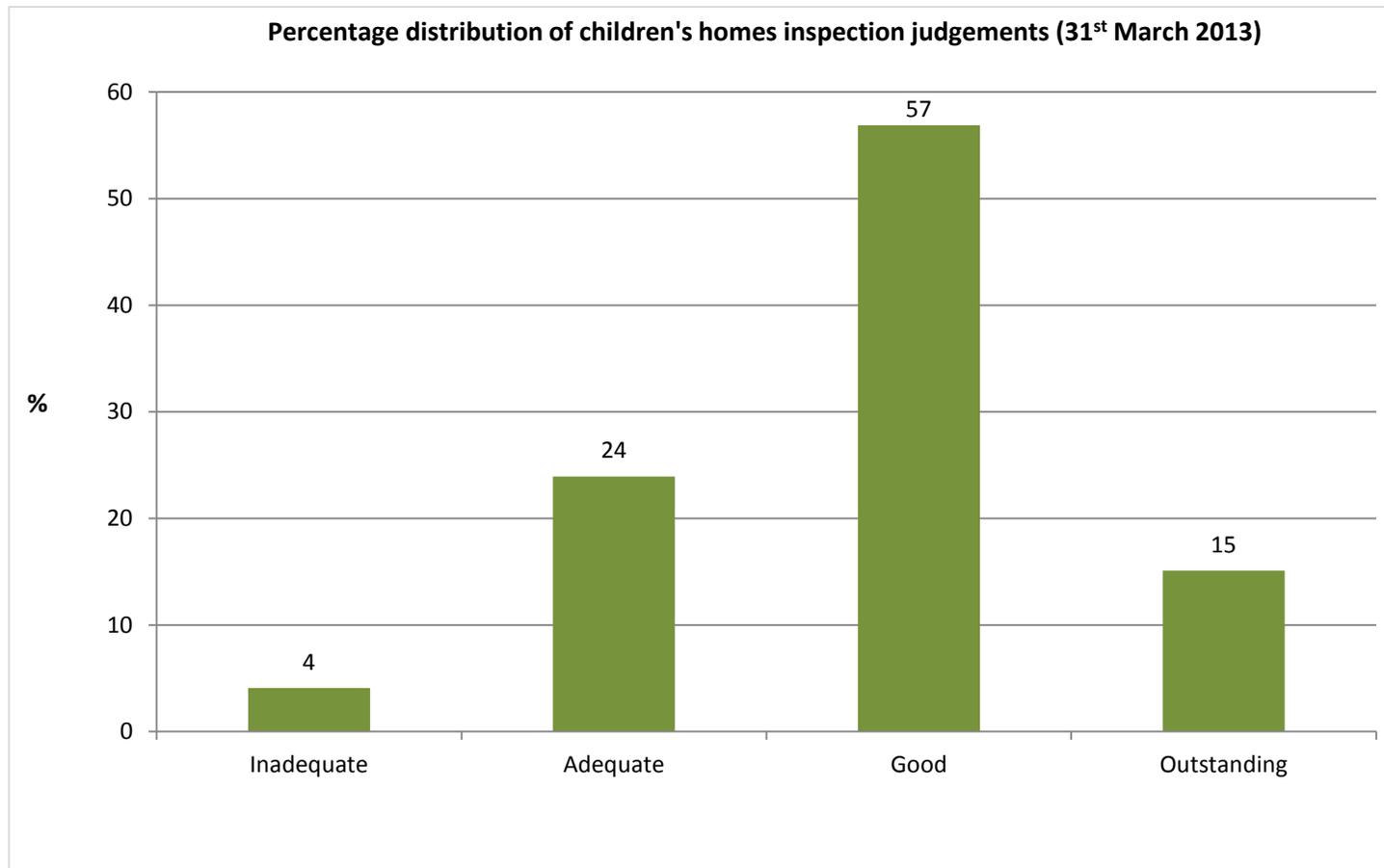
There were an average of 8.9 private/voluntary homes and 2.4 LA homes per local authority.



<sup>1</sup>Bath and North East Somerset, City of London, Hackney, Hammersmith and Fulham, Isles Of Scilly, Poole, Richmond upon Thames, Rutland, Thurrock, Westminster.

<sup>2</sup>Barnet, Kensington and Chelsea, North Lincolnshire, North Tyneside, Portsmouth, Rotherham, South Tyneside, Tower Hamlets, York.

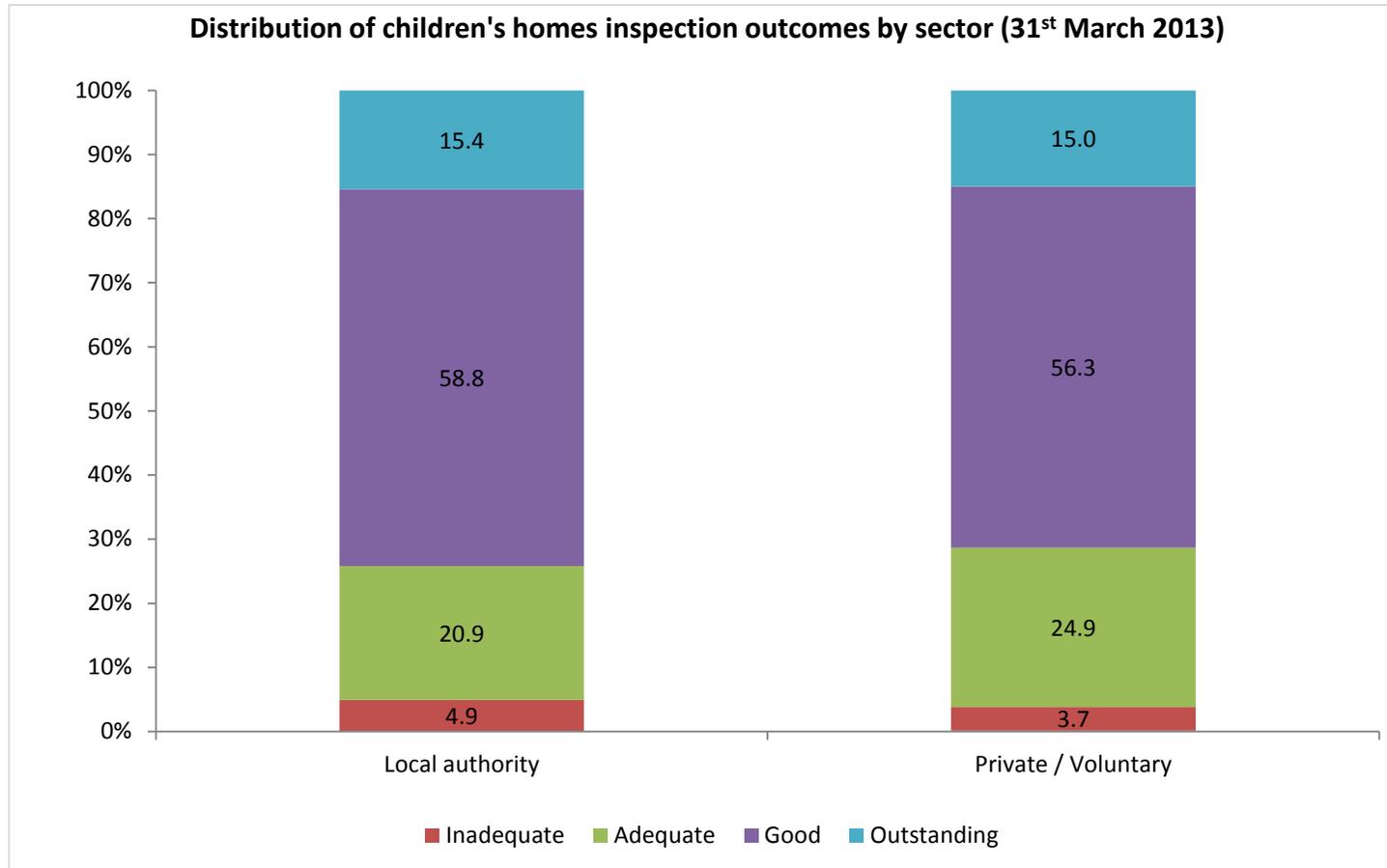
## In April 2011, Ofsted toughened its inspection framework for children's homes.



By the 31<sup>st</sup> March 2013 a majority of homes overall were rated 'good' by Ofsted.



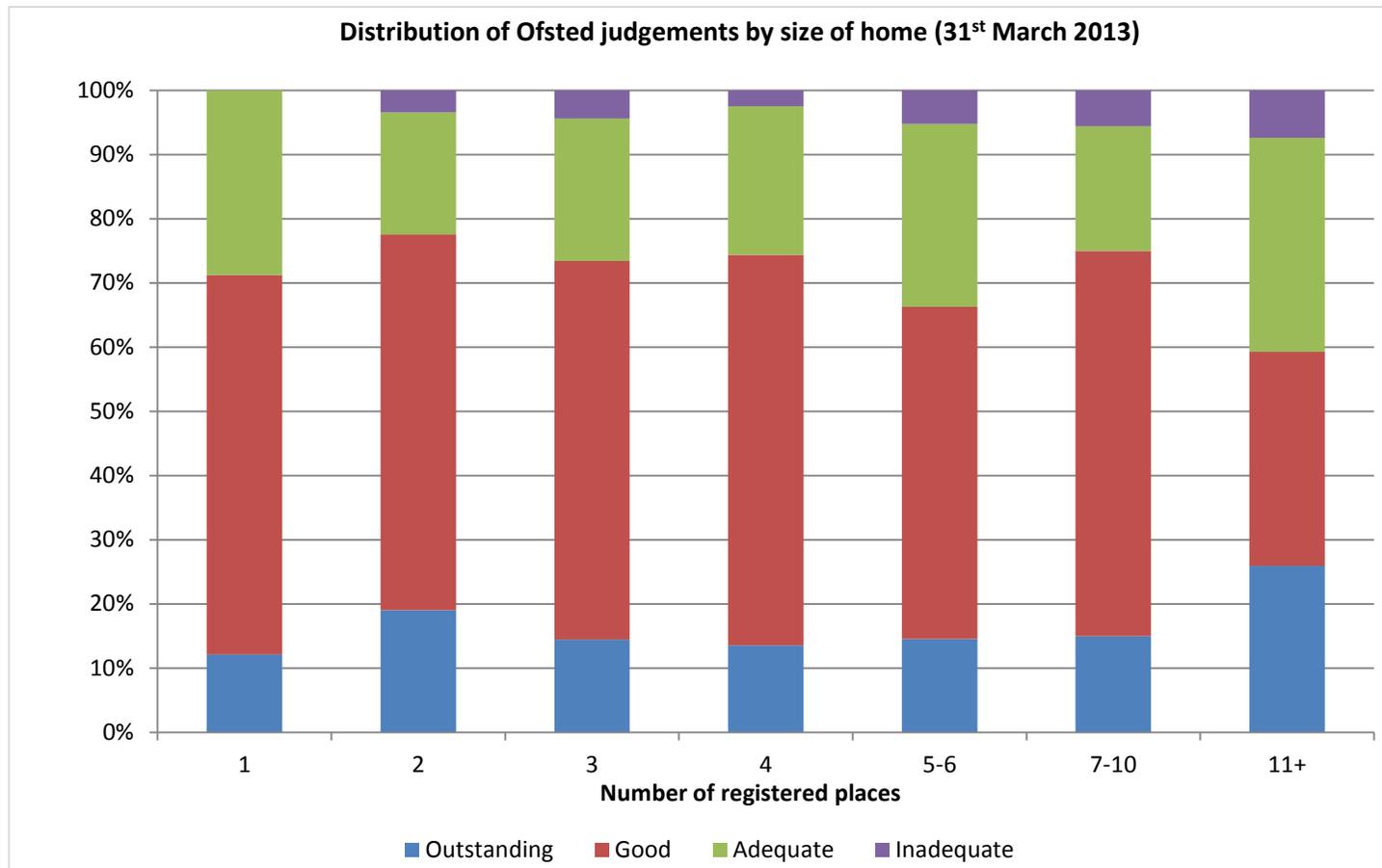
# Evidence does not suggest a link between type of provider and quality. The distribution of inspection judgements is very similar for LA-run homes and private/voluntary sector provision.



The data relates to the last full inspection which had been published by 31<sup>st</sup> March 2013.



## The evidence does not suggest a clear relationship between size of home and quality of provision.



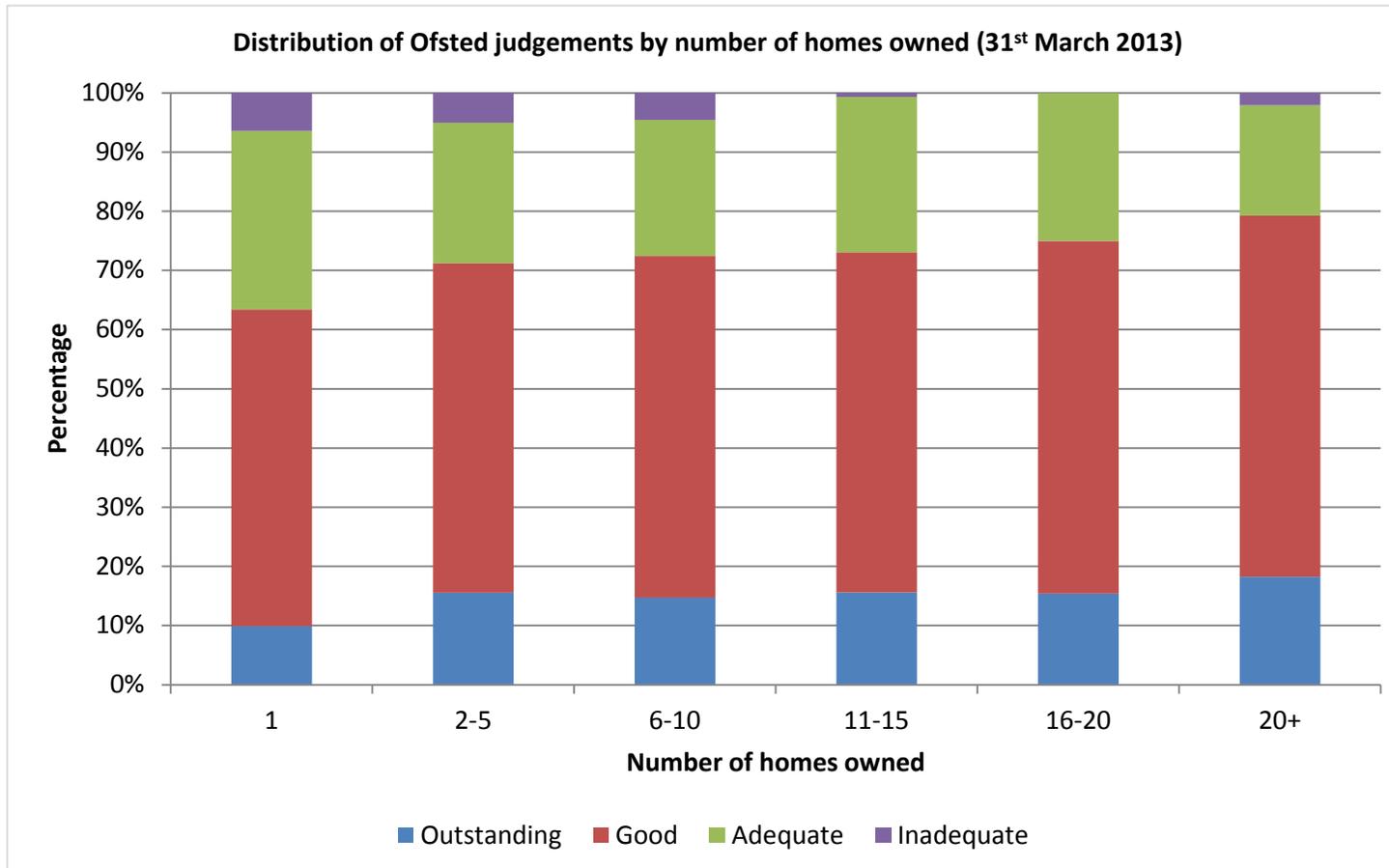
Overall there was no statistically significant correlation between overall effectiveness and size of home.

However, homes with more than 10 places are most likely to be judged outstanding or inadequate.

No homes with one place had an inadequate judgement.



# The evidence does not suggest a clear relationship between the number of homes owned by a provider and quality of provision.



Overall there was no statistically significant correlation between number of homes owned and quality.

However, owners with large numbers of homes had a higher proportion of outstanding ratings and a lower proportion of inadequate ones.

Owners with just one home were the least likely to be rated as outstanding or good, and the most likely to be rated inadequate.

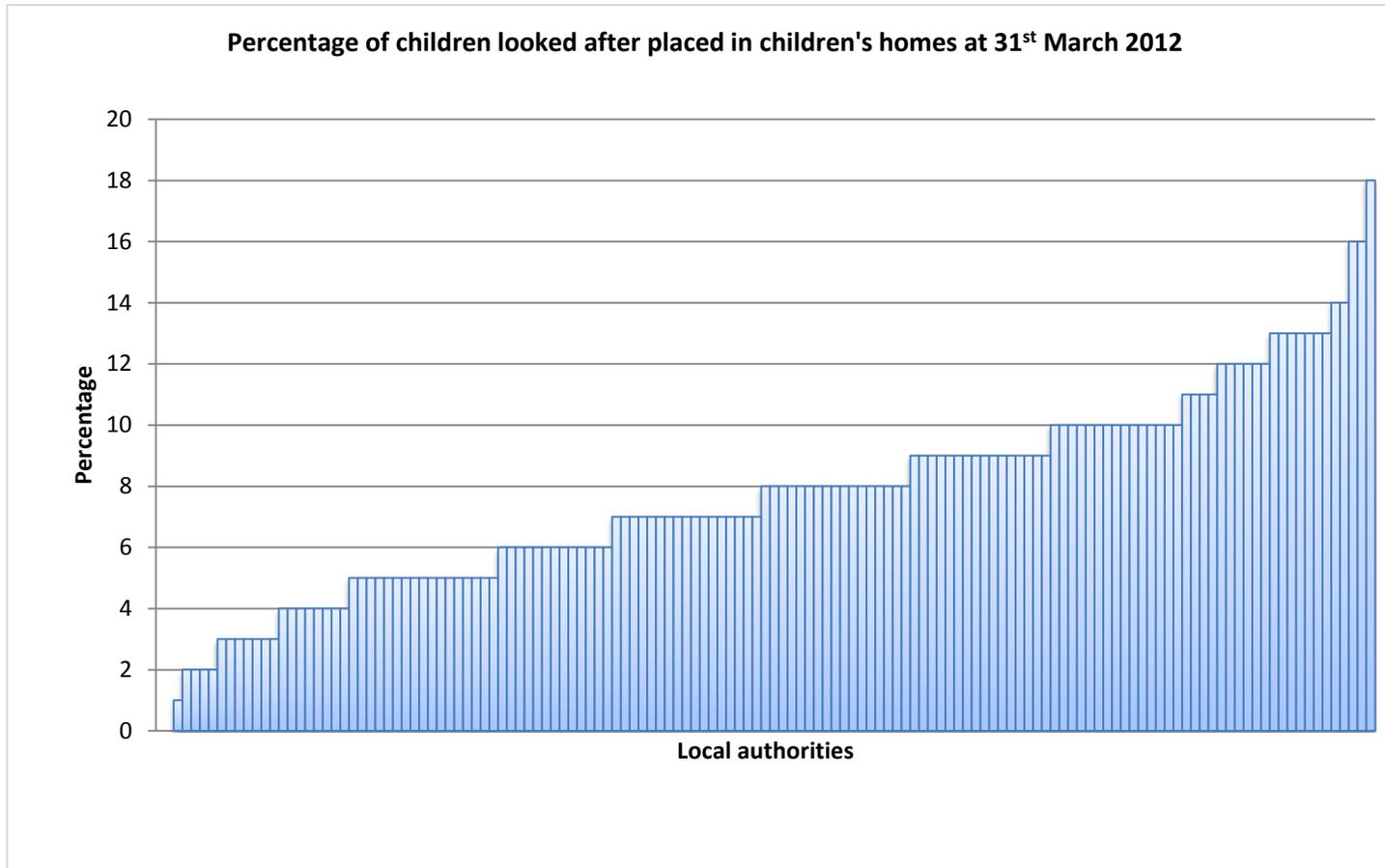


# LA use of homes

**The data underpinning slides 24, 25, 26, 27, 28, 31 and 36 can be found in the spreadsheets published alongside this data pack.**



# Almost all LAs use children's homes, but the proportion of looked after children in children's homes varies by LA. Nationally, 7% of looked after children were in children's homes.



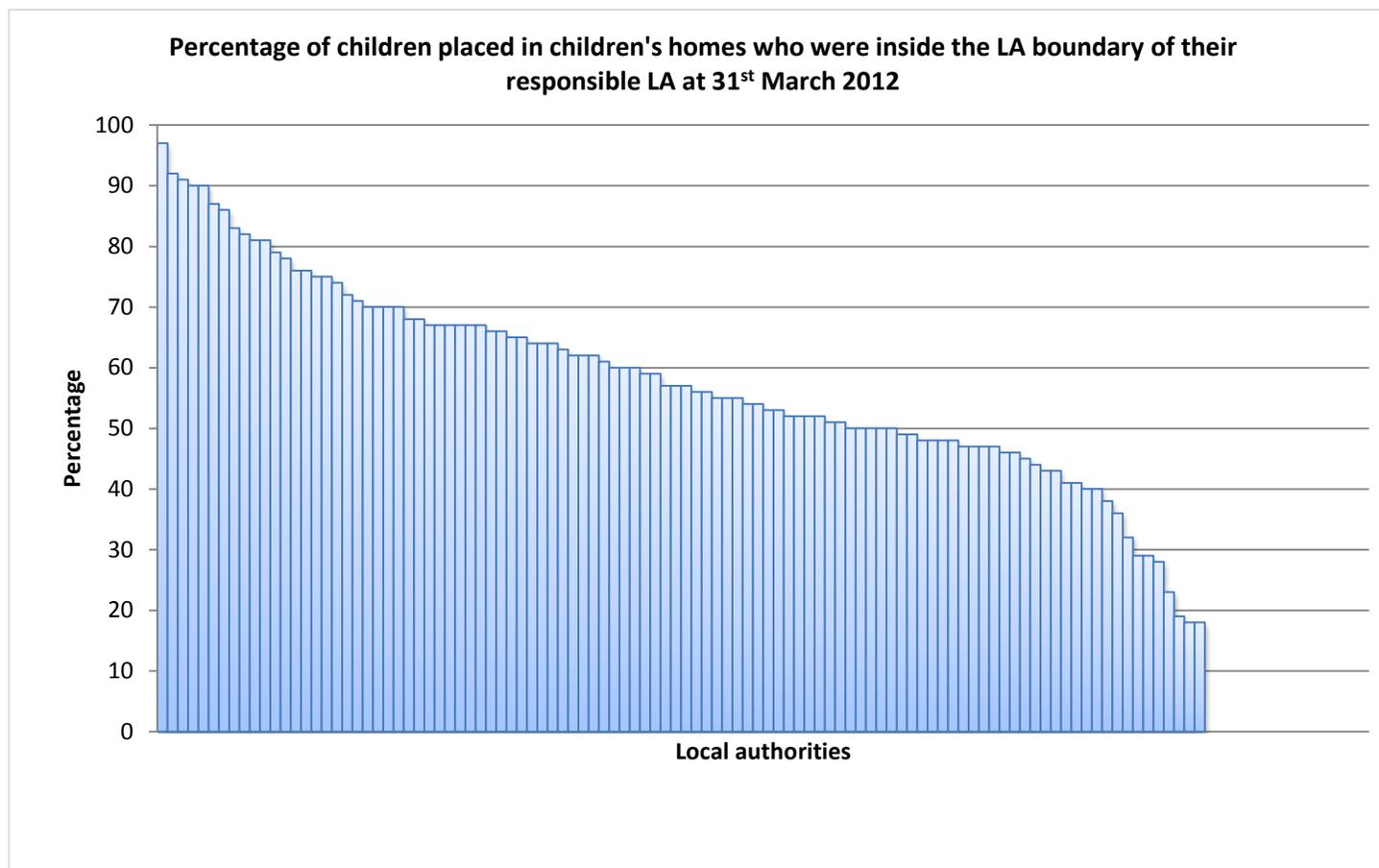
Of all LAs with looked after children, all but two (City of London and Rutland) were making some use of children's homes.

The three LAs which had placed the highest proportion of their looked after children in children's homes were Bracknell Forest, Camden and Shropshire.

On average, LAs had 32 children in children's homes.

Note – this is 2012 data based on LA data returns to the DfE. It will not be completely consistent with charts based on the 2013 Ofsted data.

## 54% of children in children's homes were living inside the boundary of their responsible LA. All LAs with children in children's homes placed at least some of these children outside their LA boundary.



Bristol placed 97% of its children in children's homes inside the boundary. 16 LAs placed all children outside the boundary<sup>1</sup>.

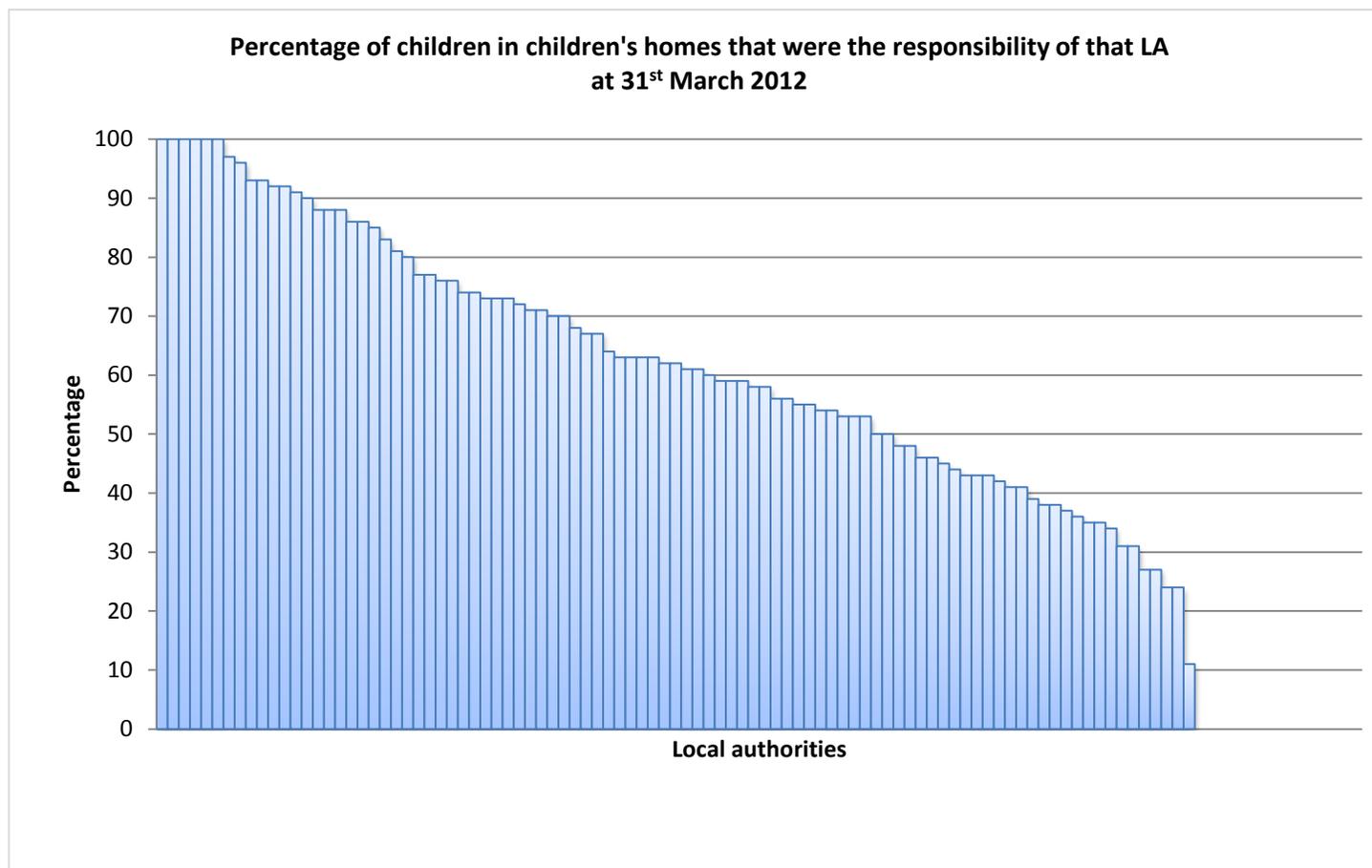
55 LAs had fewer places in their area than the number of children they placed in children's homes (this has risen from 40 in 2011).

Note – this is 2012 data based on LA data returns to the DfE. It will not be completely consistent with charts based on the 2013 Ofsted data.



<sup>1</sup>Bexley, Bracknell Forest, Brent, Bromley, Enfield, Hackney, Kingston Upon Thames, Merton, North Somerset, Peterborough, Poole, South Gloucestershire, Southwark, Swindon, Warwickshire, Windsor and Maidenhead.

## 55% of the children living in children's homes within a LA area were the responsibility of that LA. Nearly all LAs had children in children's homes in their area who had come from other LAs.



Six LAs<sup>1</sup> with children's homes in their area had no children placed in their areas by other LAs.

In fifteen LAs<sup>2</sup>, the only children living in children's homes in their area were the responsibility of other LAs.

Note – this is 2012 data based on LA data returns to the DfE. It will not be completely consistent with charts based on the 2013 Ofsted data.

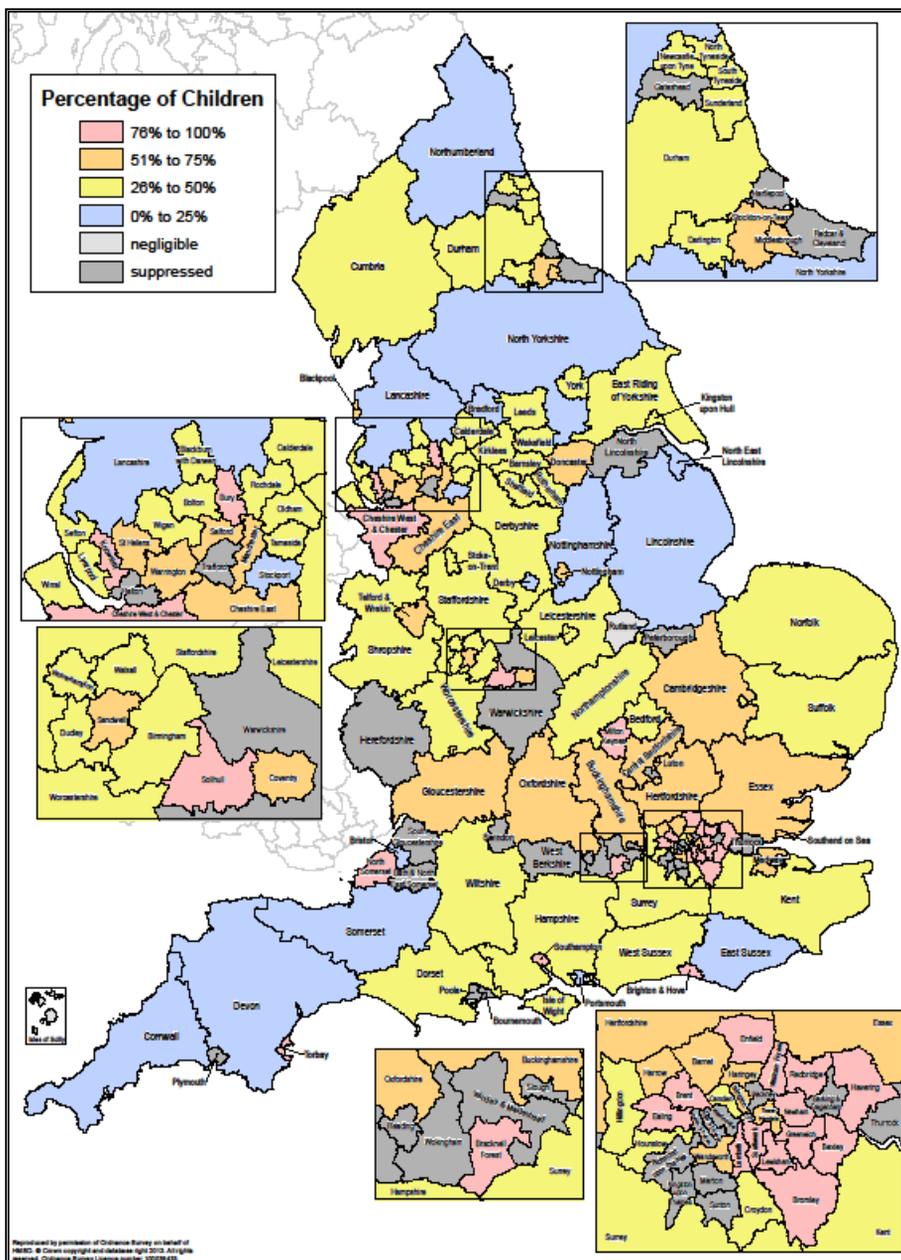


<sup>1</sup>Cornwall, Middlesbrough, North Tyneside, Portsmouth, Rotherham, South Tyneside

<sup>2</sup>Bexley, Bracknell Forest, Brent, Bromley, Enfield, Hackney, Merton, North Somerset, Peterborough, Poole, Rutland, South Gloucestershire, Swindon, Warwickshire, Windsor and Maidenhead

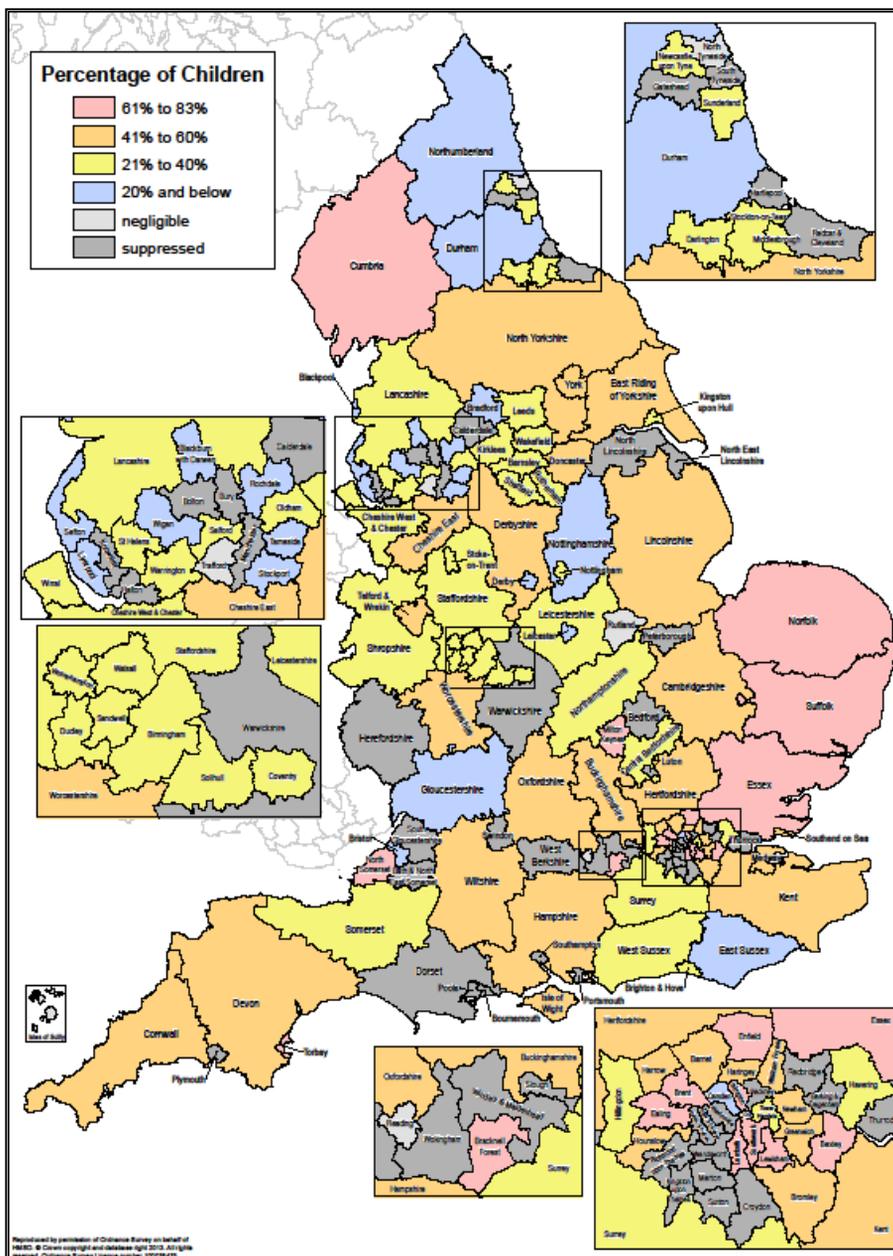
# This map shows how LAs vary in their use of placements in children's homes outside the LA boundary.

Percentage of looked after children in children's homes, who are placed outside the LA boundary (March 2012)



# This map shows how LAs vary in their use of placements more than 20 miles from the child's home (March 2012).

Percentage of looked after children in children's homes, placed more than 20 miles from home (March 2012)



# How much do children's homes placements cost?

- In 2011-12, LAs across England spent £3.08 billion in total on looked after children, of which £1.05 billion was spent specifically on residential care<sup>1</sup>.
- Several factors will influence the cost of a placement, including the support package the child receives, regional differences in salaries and property costs, and the commissioning strategy of the LA.
- The following slides provide detailed estimates of the unit cost of residential care per child per week at local authority level for placements in homes run by that local authority, or for placements they purchase from private, voluntary or other public (including other LA) provision<sup>2</sup>.

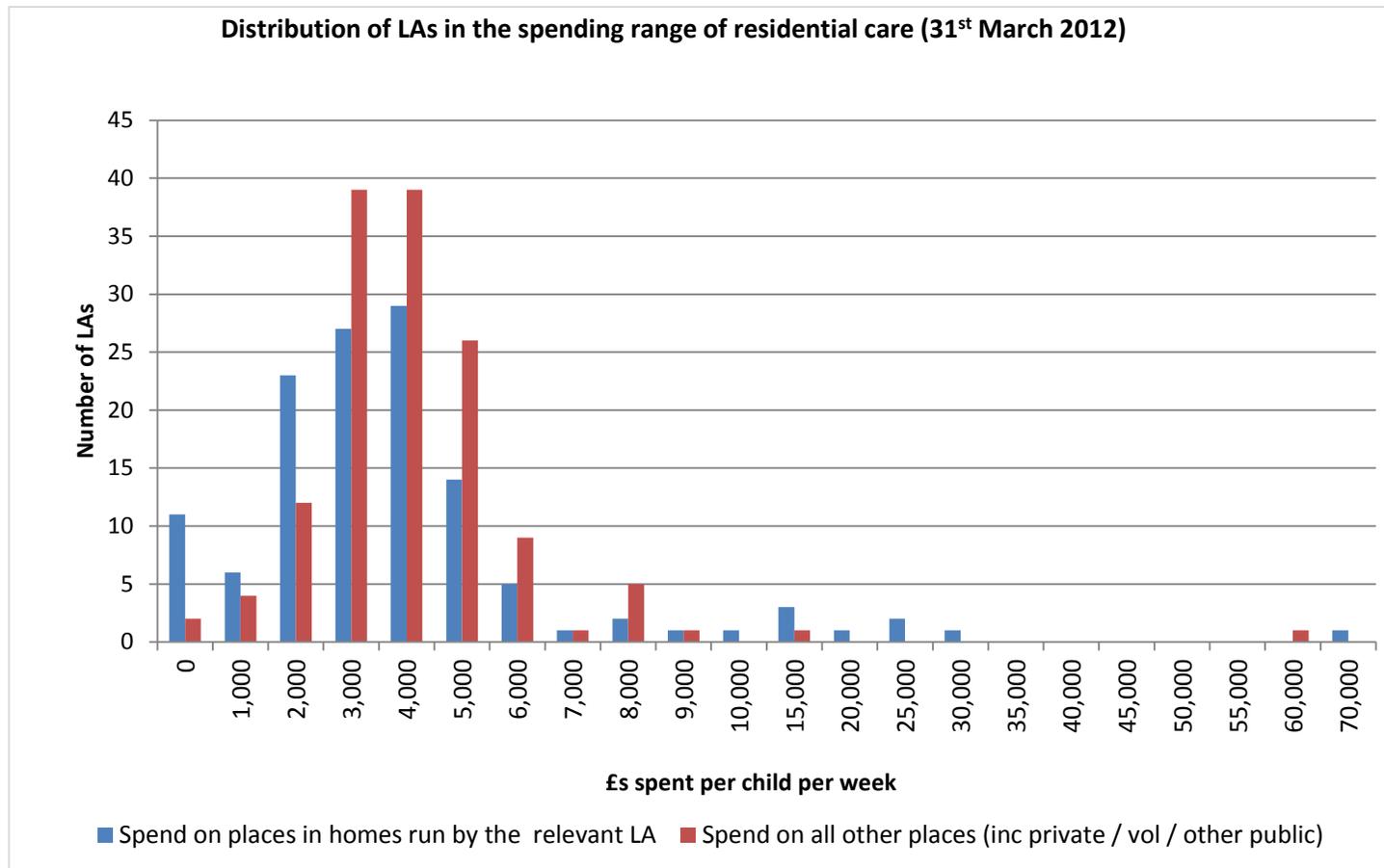


<sup>1</sup>Section 251. Summary-level LA outturn data reports. 2011-12.

<sup>2</sup><http://www.education.gov.uk/childrenandyoungpeople/strategy/financeandfunding/section251/archive/b0068383/section-251-data-archive/summary-level-la-outturn-data-reports>

The information presented is based on the S251 Outturn 2011-12 (Table A1) data (published in Jan 2013) and data collected on the SSDA903 return. The analysis is limited by the quality of the data returned by local authorities.

## Spending per placement varies widely by local authority.



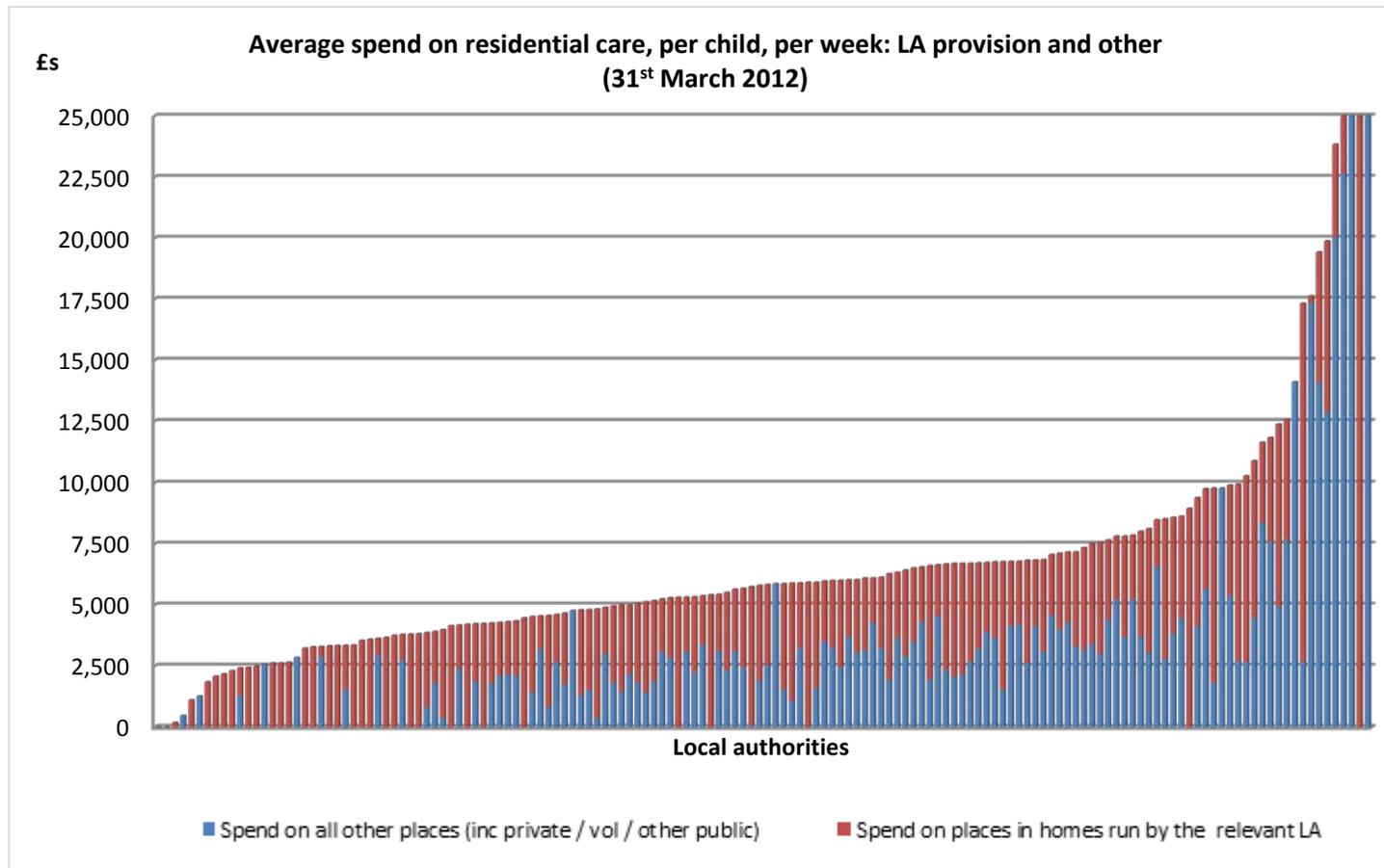
The average amount spent on LA provision was £4,135 per child per week.

The average amount spent on private/voluntary provision was £3,860 per child per week.

The analysis is limited by the quality of the data returned by local authorities.



# There is large variation across LAs in their average spend on residential care per child, per week.



128 LAs (84.2%) were included in the LA provision analysis. 93 of these LAs spent between £1,000 and £5,000 per child per week on their own provision.

140 LAs (92.1%) were included in the non-LA provision analysis. 104 of these LAs spent between £2,000 and £5,000.

The analysis is limited by the quality of the data returned by local authorities.



# LA use of homes: summary and context

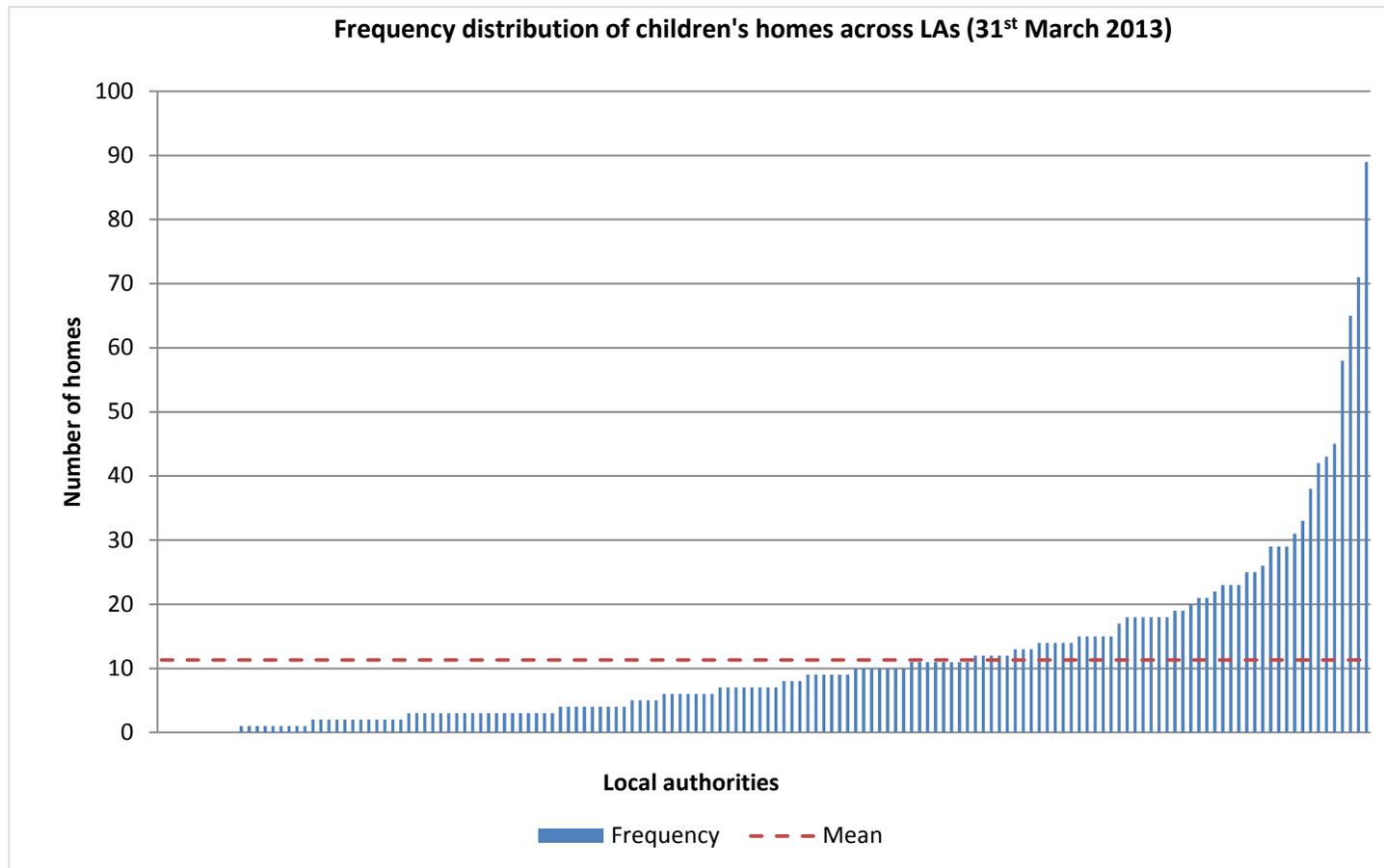
- The data shows that most LAs make use of provision outside the LA boundary and many children are living more than 20 miles from their home.
- Forthcoming research<sup>1</sup> suggests that placements away from home are often made in order to secure specialist provision for children with complex disabilities or severe mental health issues, or to establish some geographical distance to break patterns of risky behaviour (for example, child sexual exploitation (CSE), offending behaviour, gangs and guns).
- The same research suggests that some LAs are questioning this approach in respect of children at risk of CSE in particular and are developing more localised approaches.
- In addition, LAs may use distant placements to address local capacity issues.
- Local authorities encounter a range of extra challenges when they place children far from home. These include:
  - Being unable to rely on their local knowledge and intelligence about the quality of homes or the suitability of their location.
  - Significant travel times limiting social work oversight.
  - The distance between the child and their family may limit relationships and undermine the scope for work with the whole family.



# **The children's homes market (i) – the geographical supply of places**



# There is wide variation in the local availability of children's homes.



Ten local authorities<sup>1</sup> had no homes, with another nine local authorities<sup>2</sup> having one home.

Lancashire had the most homes with 89 (5.18% of the total), followed by Staffordshire with 71 (4.13%).

The mean number of children's homes was 11.3.

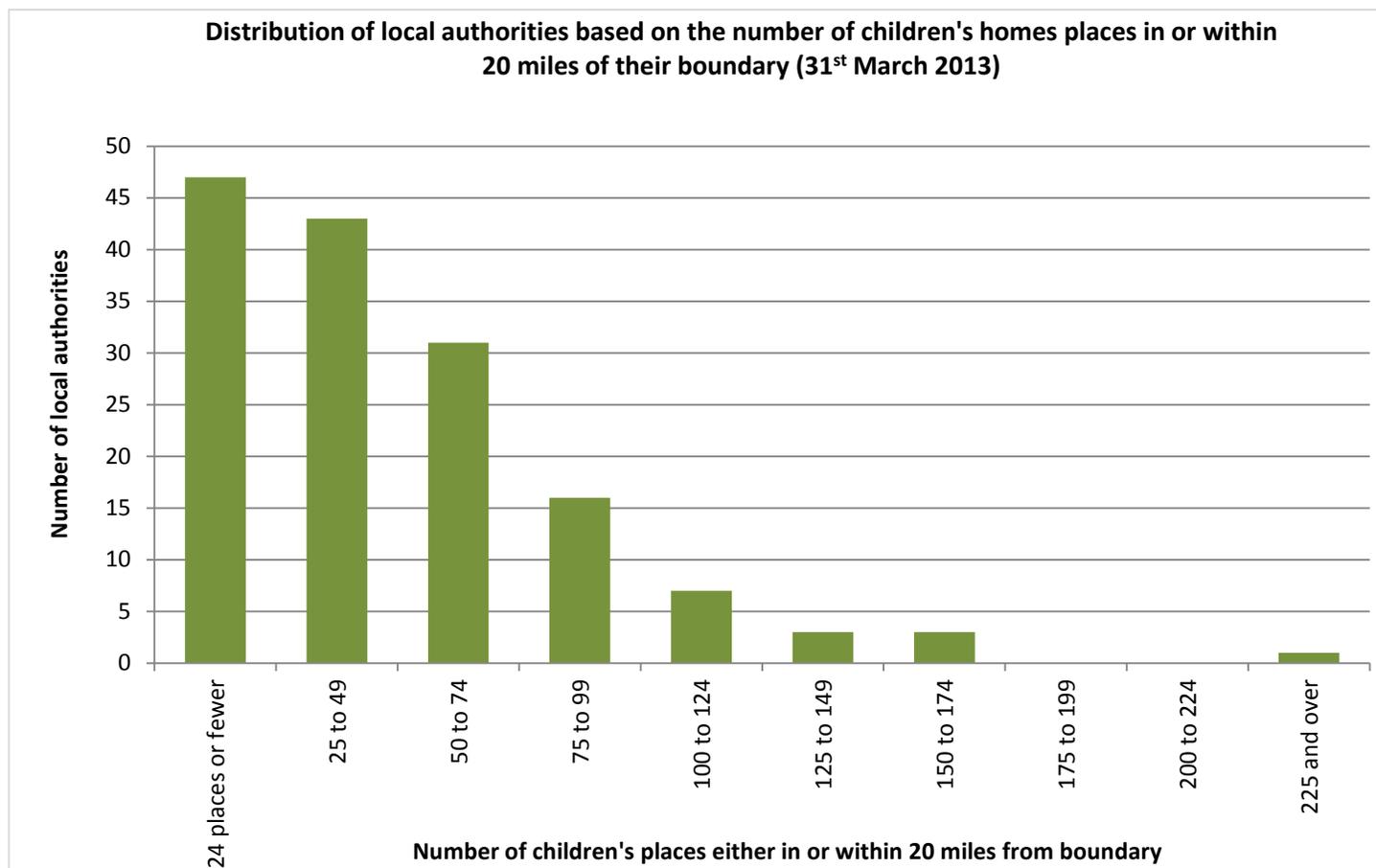
Note – this is 2013 Ofsted data. It will not be completely consistent with 2012 data based on LA data returns to the DfE.



<sup>1</sup>Bath and North East Somerset, City of London, Hackney, Hammersmith and Fulham, Isles Of Scilly, Poole, Richmond upon Thames, Rutland, Thurrock, Westminster.

<sup>2</sup>Bexley, Camden, Islington, Kingston upon Thames, North Lincolnshire, Redcar and Cleveland, Solihull, Southwark, Sutton.

## The number of places available locally varies across the country.



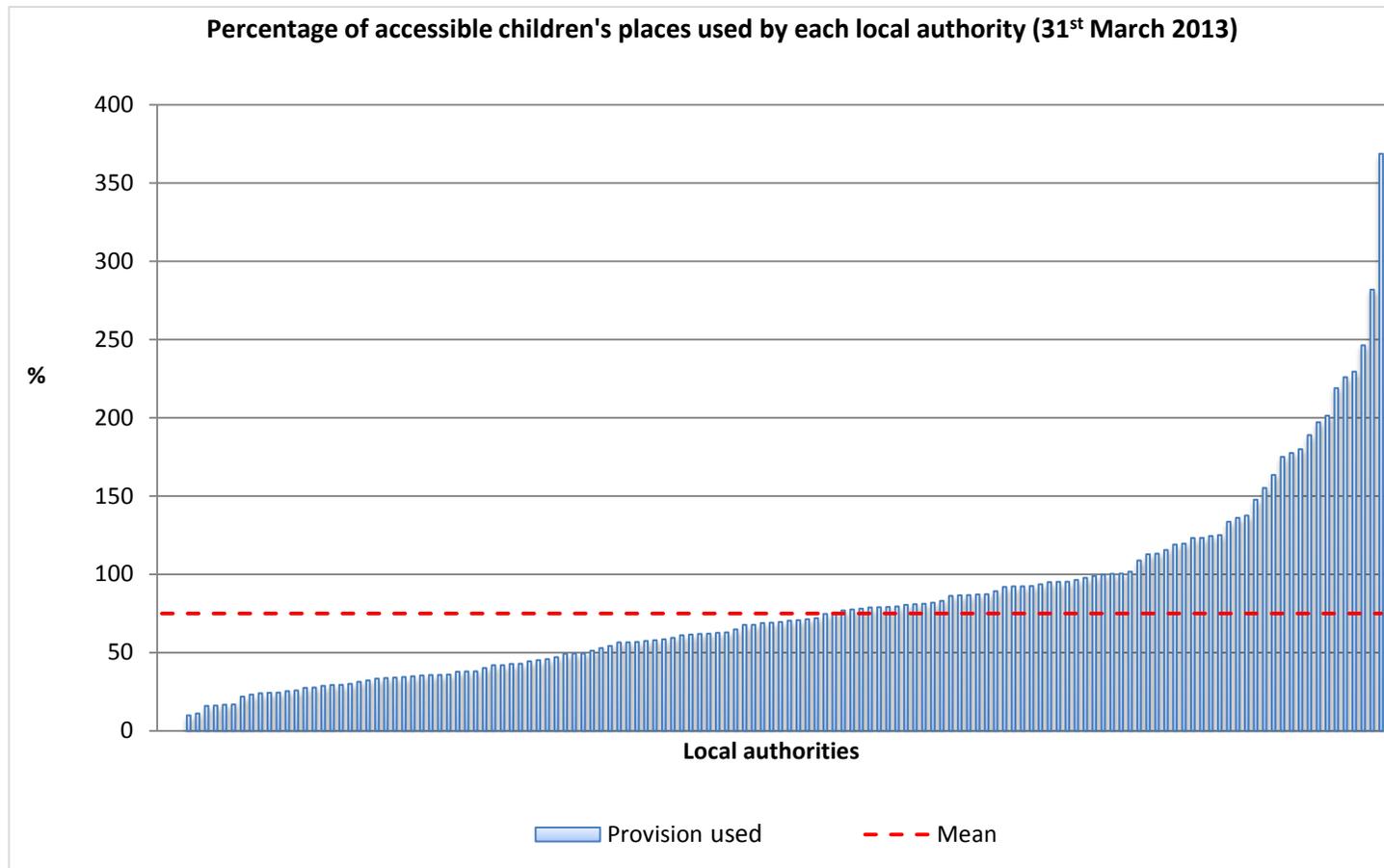
47 local authorities (31%) had 24 or fewer places available<sup>1</sup>, with 43 (28%) having between 25 and 49. Kent had the most places at 244; Derbyshire was next with 174.

Swindon and Plymouth had the fewest number of available places (9 each).



<sup>1</sup>The graph does not double-count. This means that if a place is available to four local authorities,  $\frac{1}{4}$  of a place has been designated as available to each of them.

## The market is not responding so that supply matches demand.

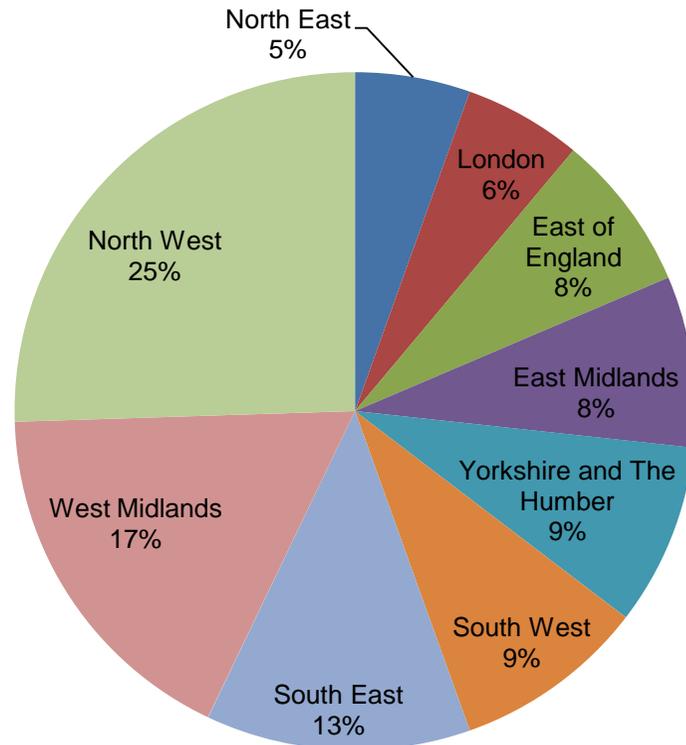


The bar represents the % of 'available'<sup>1</sup> places used by an LA. This is given by the total number of children placed in homes by the local authority ('demand') divided by the number of available places. The tallest bar, Birmingham, has 195 children placed in children's homes. They have only 53 available places in their area. They therefore use 369% of their local supply (195 children / 52.9 available places).



# Children's homes are disproportionately located in certain areas of the UK.

Percentage distribution of children's homes across regions

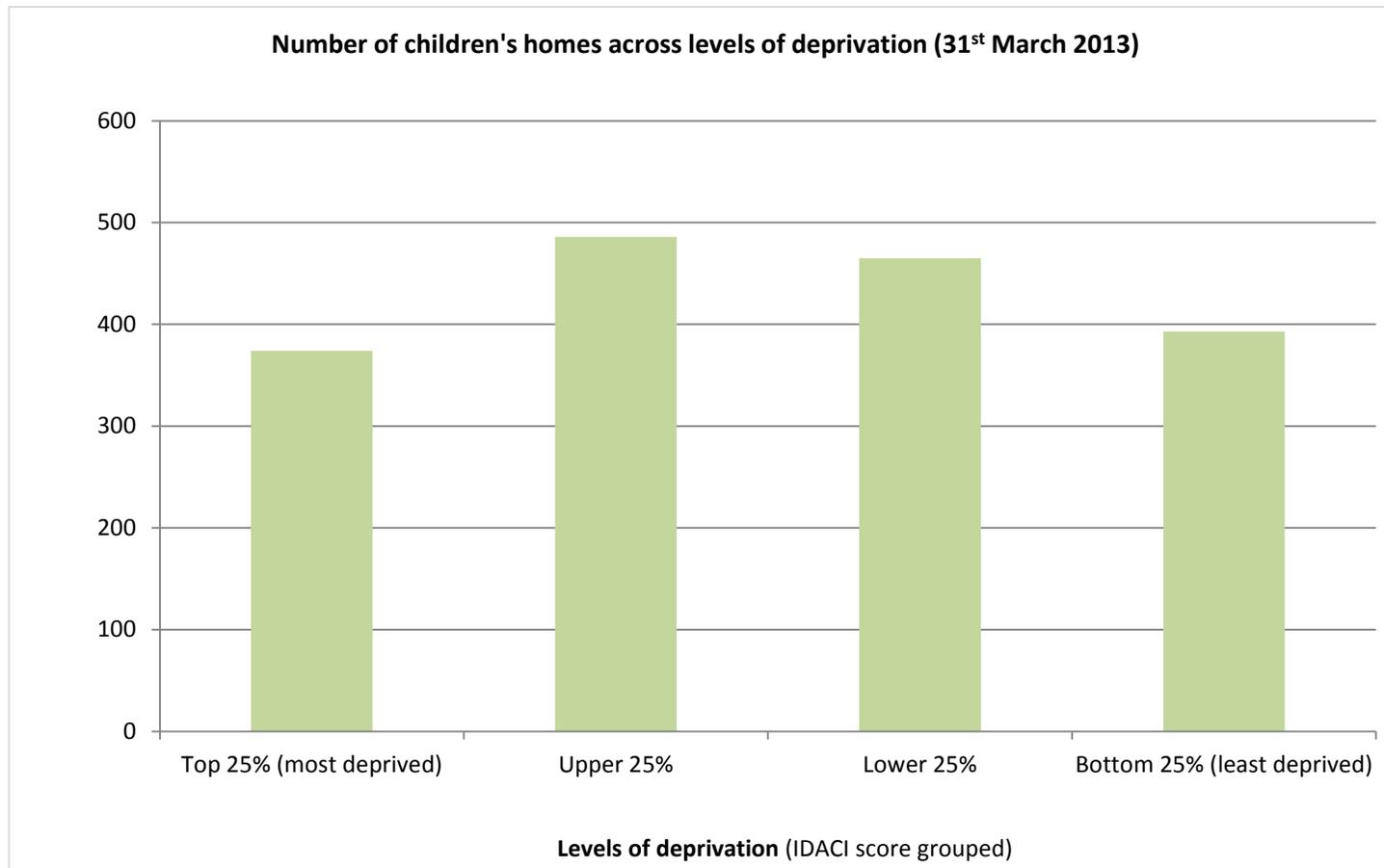


The North West of England has the highest number of homes (438) followed by West Midlands (299).

The North East and London were the regions with the lowest number of children's homes, with 94 and 96 respectively.



# There is no direct correlation between location of children's homes and level of deprivation.



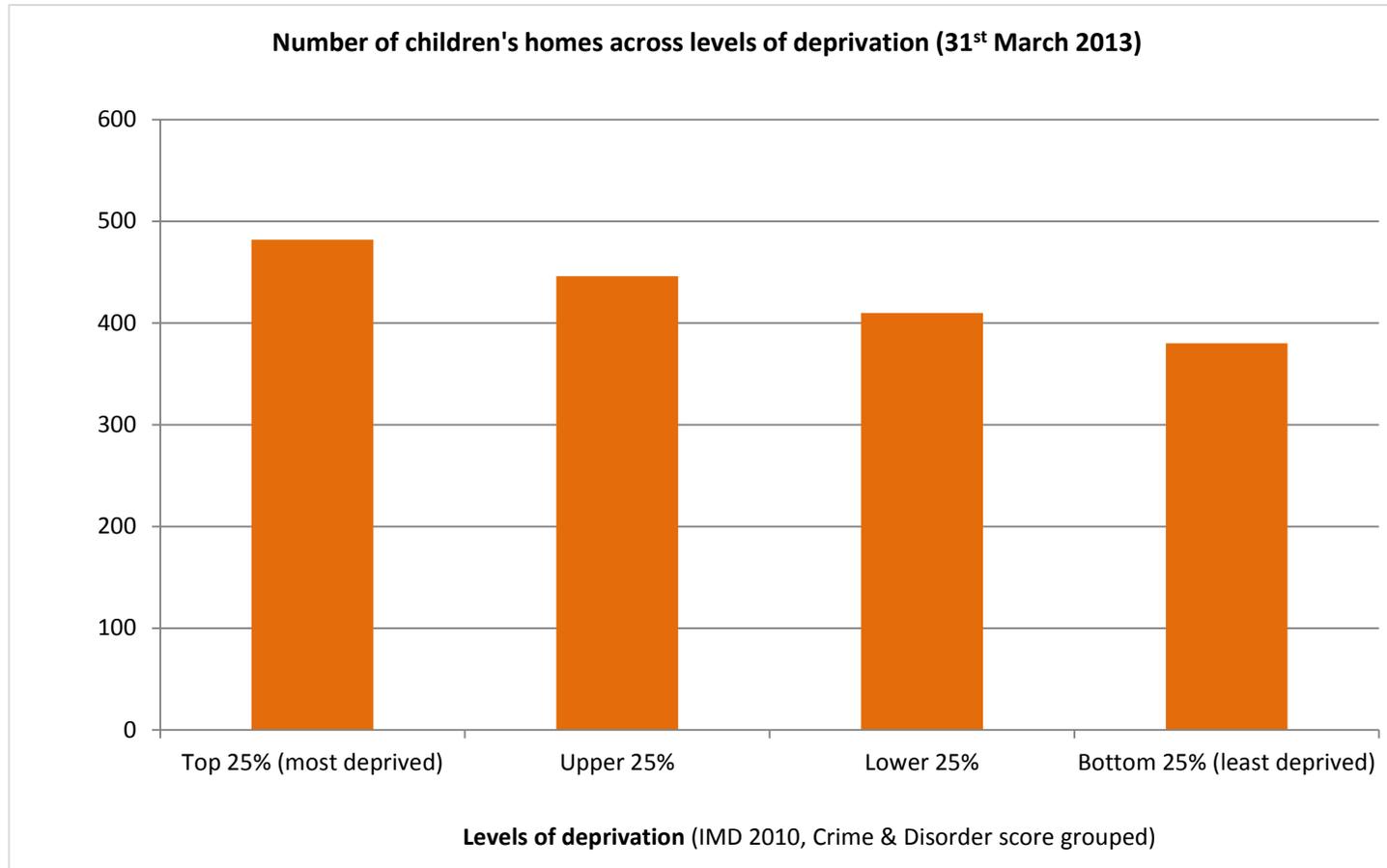
374 (22%) of homes were in the 25% most deprived areas<sup>1</sup>.

486 (28%) of homes were in the upper 25% deprivation group (the next 25% most deprived areas).

858 (50%) of homes were in a non-deprived area (465 in the lower 25% deprivation group and 393 in the bottom 25%).



## There is a slight skew towards deprived areas in the location of the 1,718 homes by local levels of crime and disorder.



482 (28%) children's homes were found to be in the 25% most deprived areas<sup>1</sup>.

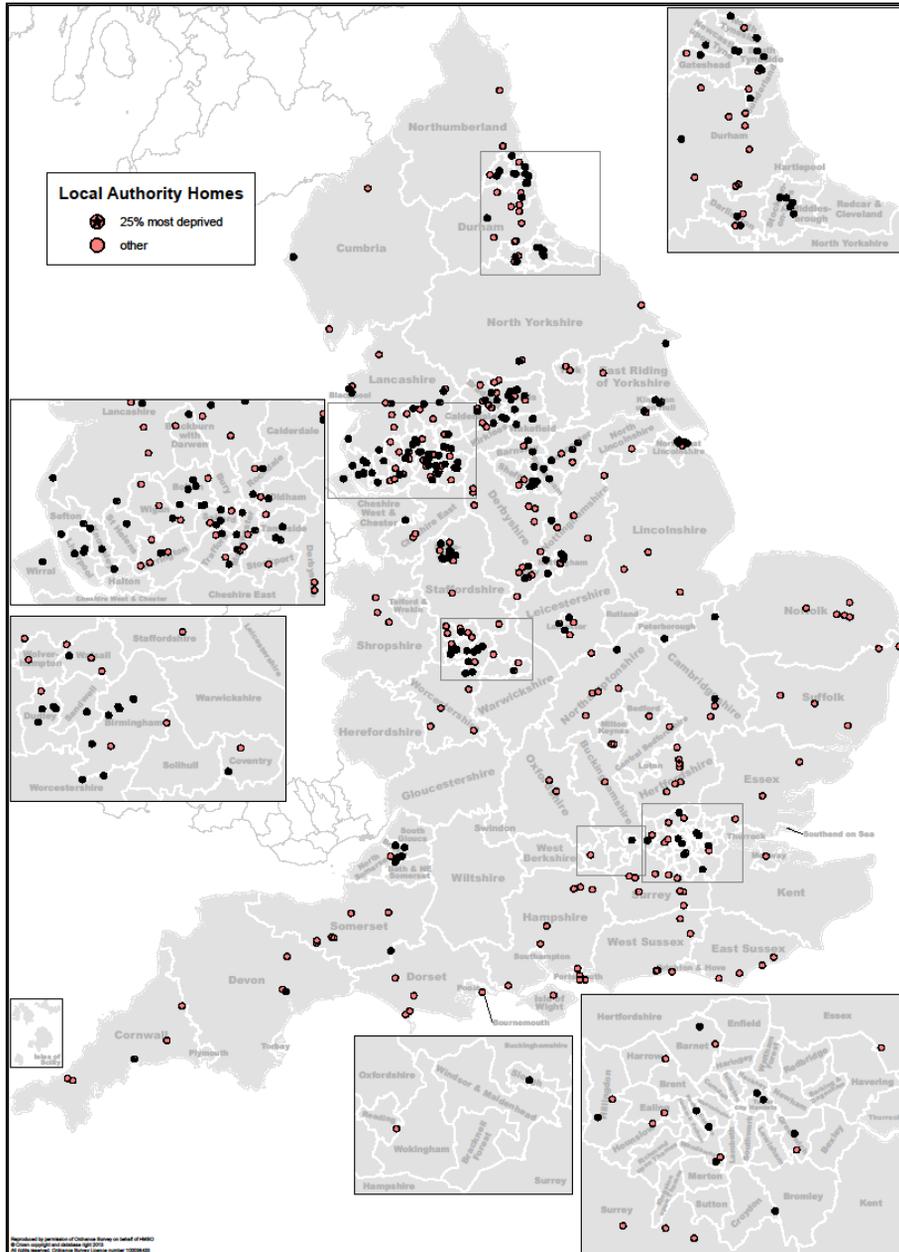
446 (26%) children's homes were in the upper 25% deprivation group (the next 25% most deprived areas).

380 homes (22%) were in the least – deprived areas.



# This map shows the location of local authority-run children's homes. A marker indicates those located in the most deprived areas.

LA-run children's homes located in the 25% most deprived LSOAs (IMD 2010) (March 2013)



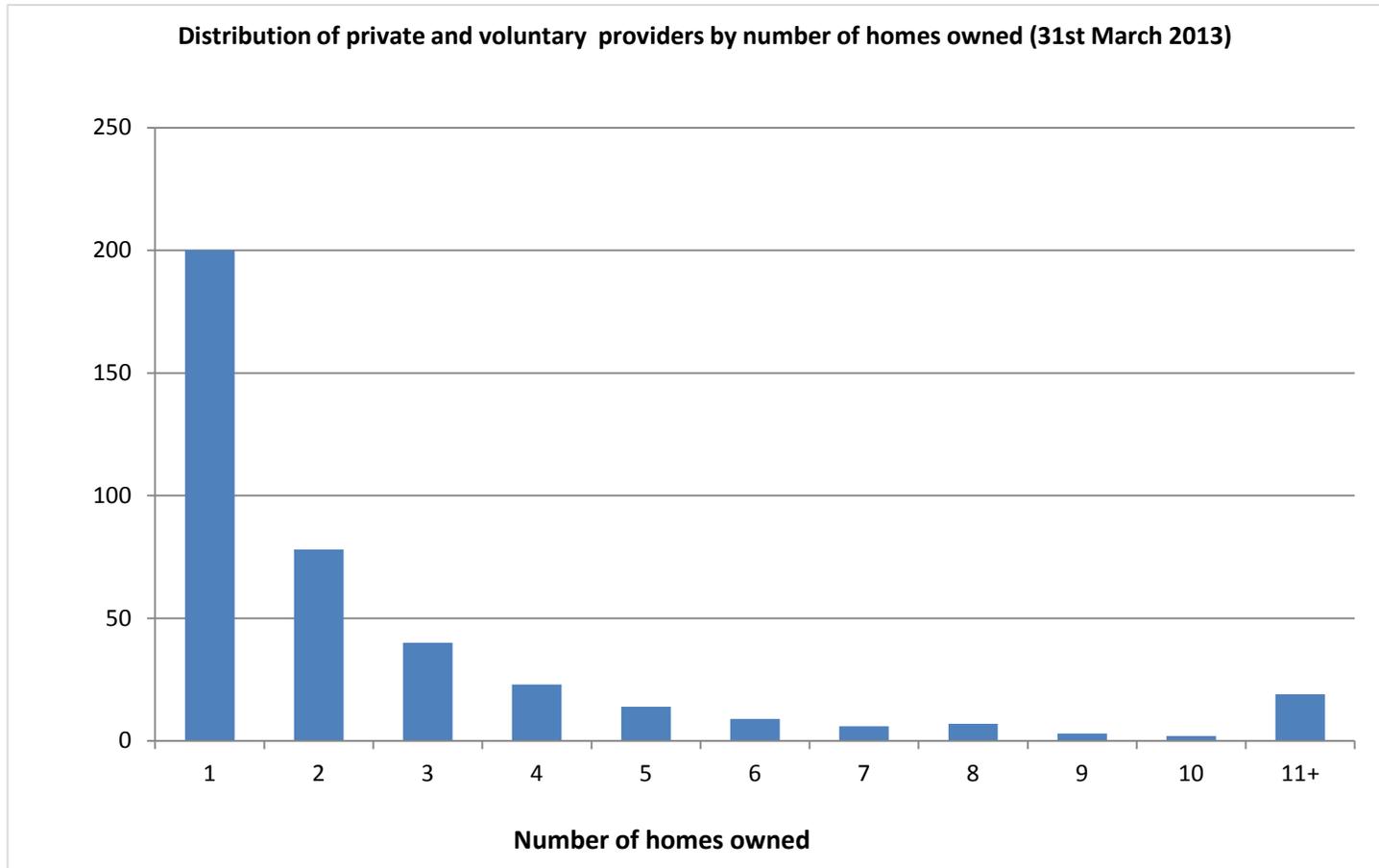


# **The children's homes market (ii)**

## **– the private providers**



## The market is mostly made up of smaller providers.



The total of 1,718 children's homes had 507 different providers (100 LAs and 407 private/voluntary providers).

Of the 507 LA, private and voluntary providers 227 (45%) owned just one home; a further 97 (19%) owned two homes. (The chart on the left shows the distribution for private and voluntary providers only.)

69% of private / voluntary providers own either one or two homes.



# Introduction to slides 45 - 49

The following four slides focus on the largest providers, as measured by the number of homes. Data is provided for those providers with more than 15 homes.



## The owners with more than 15 homes (31st March 2013) were:

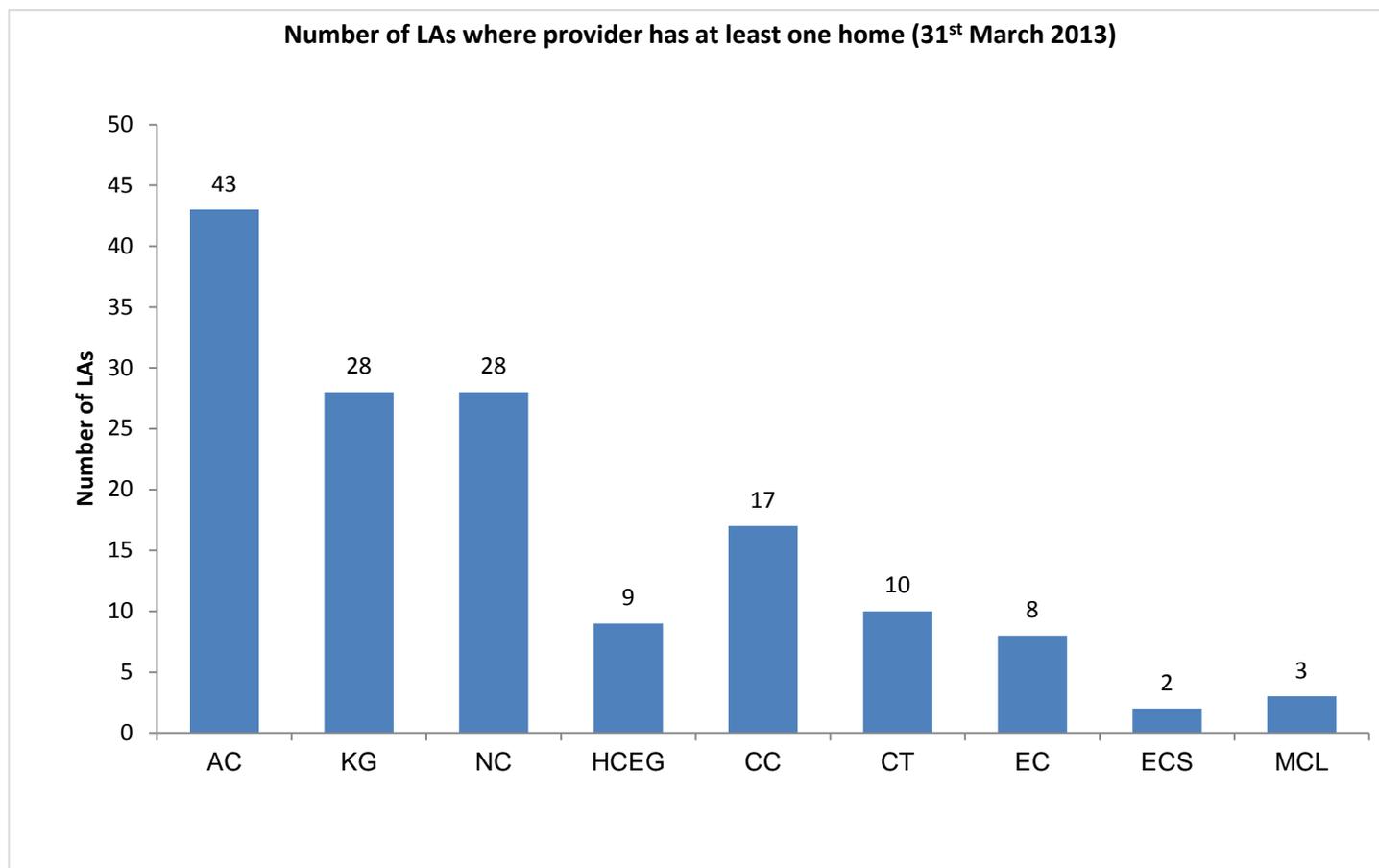
Homes	Places	Owner	Code used in this pack
133	436	Advanced Childcare Group	AC
68	277	Keys Group	KG
42	250	Northern Care	NC
31	82	Horizon Care and Education Group	HCEG
30	105	Castle Care Group	CC
29	114	Care Today	CT
20	60	European Care Group	EC
16	68	Ethelbert Childrens Services	ECS
16	29	Meadows Care Limited	MCL

There are a variety of private provider ownership structures present in the sector, including private equity and venture capital as well as family owned companies and individual social entrepreneurs.

Between them, the nine largest owners account for 385 homes: 22% of all homes. These homes had a total of 1,421 registered places; 19% of all places.



## The largest providers had homes in several LAs. However there are some areas where one single provider has a significant proportion of the local supply.



On the whole providers spread their provision across a number of LA areas.

There is some evidence of concentration in certain areas. For example in both Rochdale and Manchester more than one quarter of the homes were owned by the same provider. On a smaller scale, all four of the homes in Torbay had the same owner.



**Transparency is an important driver of quality. The Government is, for the first time, publishing information on the performance of the largest private providers. (Table to be read with the text on the following slide.)**

Owner	Total homes	Inspected homes	Outstanding No (%)	Good No (%)	Adequate No (%)	Inadequate No (%)
NATIONAL	1,718	1,538	232 (15)	875 (57)	368 (24)	63 (4)
Advanced Childcare Group	133	45	9 (20)	22 (49)	13 (29)	1 (2)
Keys Group	68	65	0	46 (71)	15 (23)	4 (6)
Northern Care	42	42	15 (36)	20 (48)	7 (17)	0
Horizon Care and Education Group	31	31	6 (19)	23 (74)	2 (6)	0
Castle Care Group	30	30	11 (37)	18 (60)	1 (3)	0
Care Today	29	28	3 (11)	18 (64)	7 (25)	0
European Care Group	20	20	3 (15)	10 (50)	7 (35)	0
Ethelbert Childrens Services	16	16	3 (19)	11 (69)	2 (13)	0
Meadows Care Limited	16	16	2 (13)	10 (63)	4 (25)	0



# Notes on the table on slide 47

Some of the judgements contained in the table on the previous slide relate to the last published full inspection of homes that as of 31<sup>st</sup> March 2013 were closed, but still had an active registration. All registered children's homes must be inspected twice a year. However, where homes have had no children on roll for a significant period these inspections do not result in a judgement by Ofsted, as it is not possible to gather the necessary range of evidence.

We gave the nine providers opportunity to comment on their data. This has highlighted the inclusion of judgements that pertain to homes that had no children on roll as of 31<sup>st</sup> March 2013 and where interim inspections had not resulted in a full inspection judgement.

- Ethelbert Childrens Services had two homes unoccupied. One is included in their number judged 'adequate' and the other in their number judged 'good'.
- Castle Care Group had one home unoccupied. This is included in their number judged 'outstanding'.
- Care Today had six homes unoccupied. These are included in their number judged 'adequate'.
- European Care Group had three homes unoccupied. One is included in their number judged good and two in their number judged 'adequate'.

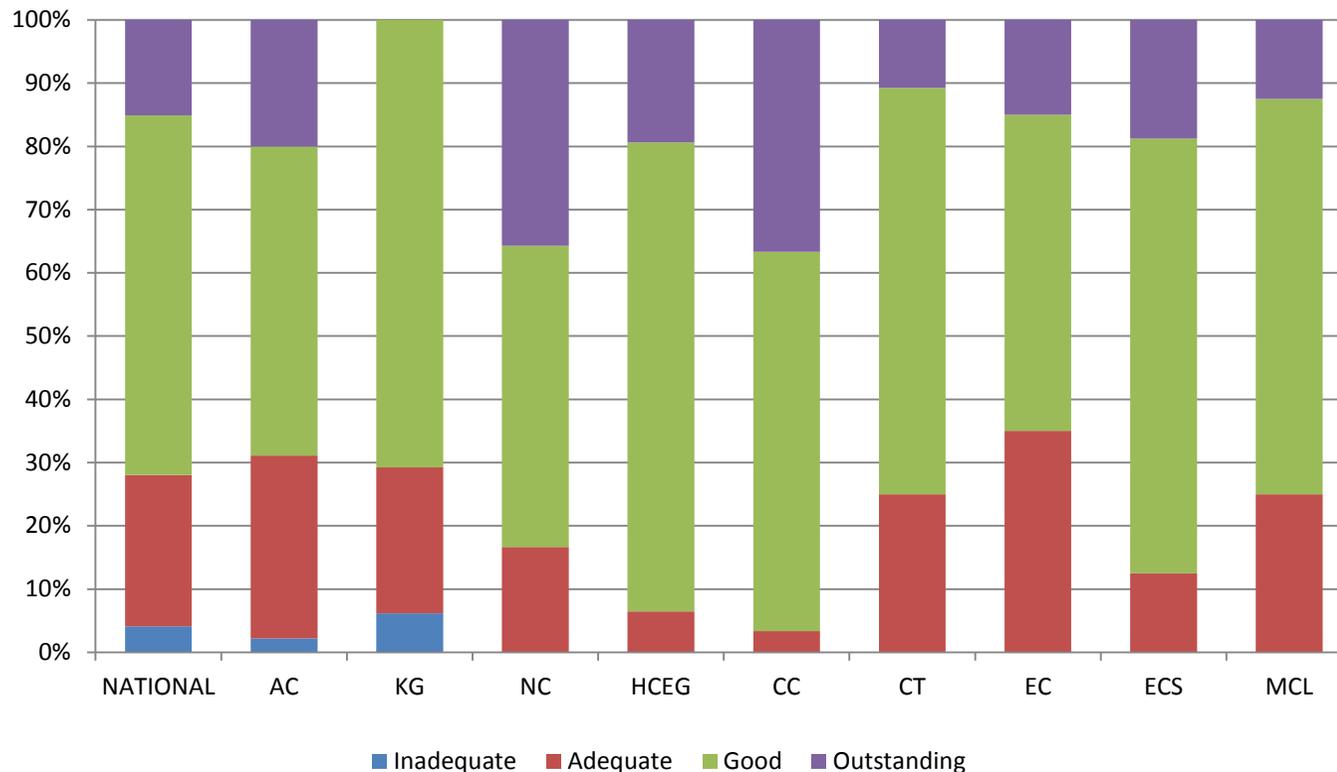
This data pack is intended to promote discussion, and draw out issues regarding the availability of information on quality. Homes for children with learning disabilities, respite or special school provision are not included in the numbers of homes set out above. The figures in this table should be treated with caution (see "context and data").

Significant differences between the total number of homes and the total number of inspected homes may be accounted for by homes that are awaiting re-inspection having recently changed ownership.



# Inspection judgements awarded by Ofsted to the largest providers as of March 2013.

Distribution of Ofsted inspection judgements (providers with more than 15 homes)  
31<sup>st</sup> March 2013



Provider (see slide 45 for key)	Number of homes that have been inspected	Percentage of homes that have been inspected
National	1,538	90
AC	45	34
KG	65	96
NC	42	100
HCEG	31	100
CC	30	100
CT	28	97
EC	20	100
ECS	16	100
MCL	16	100



The data relates to the last full inspection which had been published as at 31<sup>st</sup> March 2013. **The proportion of homes inspected by Ofsted varies by provider, so caution must be exercised in drawing conclusions.** Where the percentage of homes that has been inspected is low, this may be due to homes that are awaiting re-inspection having recently changed ownership.

# Summary and context

- The national market is not dominated by any single large provider, with the largest 20 private companies between them providing just over a quarter of all placements. However in some LA areas single providers own a significant proportion of the supply.
- The data suggests that the geographical supply of places in general does not match demand. The picture is complex as some homes cater for highly specialised needs and hence draw children from a wider area.
- We also need a better understanding of the different types of specialist provision, the quality and location of these homes. Forthcoming research<sup>1</sup> suggests that LAs lack information as to the location, quality and precise specialism of places available. Furthermore, LAs (working singly or in partnerships so that they have the necessary scale) could do more to effectively forecast their demand for services, and engage with the market as to the level of need they predict and the range of services that they require.



# Conclusions and next steps



# Conclusions and next steps

- The Government wants to ensure the best placements and outcomes for children in residential care.
- Greater transparency will help, which is why we are publishing this data pack.
- The data pack poses questions for central Government, local authorities and private and voluntary providers.
- The Government is working with Ofsted, LAs and providers to explore improvements in the market. We will set out proposals later in the year.

