Fostering data in England

Methodology and Quality
Report
Last updated: 17 December 2015

Introduction

This paper contains methodology and quality information relevant to the Office for Standards in Education, Children’s Services and Skills’ (Ofsted) annual release of fostering data, covering all fostering provision in England. This methodology and quality report should be read in conjunction with the background notes contained within the statistical first release, as those notes will include helpful information that is not in this report.

This release can be found at the following webpage: www.gov.uk/government/collections/childrens-social-care-statistics under the heading ‘Fostering in England 1 April 2014 to 31 March 2015’.

The statistical first release (SFR) contains data which are sourced from Local Authorities (LAs) and Independent Fostering Agencies (IFAs). The release includes data about fostering providers, foster carers, and children in foster placements.

The data includes:

- LA fostering agencies
- IFAs, including IFAs performing the function of LA fostering agencies.

In terms of the period covered by the release, the annual release of fostering data in England covers the period between 1 April 2014 and 31 March 2015.

The statistical release is published as a full version annually and contains final data.

Ofsted publish a number of National and official statistics covering children’s social care, including fostering, adoption and children looked after placements. These releases can be accessed here: https://www.gov.uk/government/collections/childrens-social-care-statistics.

Ofsted welcomes feedback about our statistical releases. If you have any comments, questions of suggestions, please contact the Social Care Data & Analysis Team on: socialcaredata@ofsted.gov.uk.
Relevance

Ofsted regulates and inspects to achieve excellence in the care of children and young people, and in education and skills for learners of all ages. Ofsted National and official statistics are released to promote reform and improvement across government through increasing transparency and citizen participation.

Ofsted regulates and inspects IFAs under the Care Standards Act 2000.¹ The Care Standards Act 2000, including regulations² made under section 22, sets out the legal basis for regulating fostering agencies. For more information on how Ofsted regulates and inspects independent fostering agencies, please go to the gov.uk website: www.gov.uk/government/publications/introduction-to-independent-fostering-agencies and www.gov.uk/government/collections/ofsted-inspections-of-independent-fostering-agencies

Ofsted inspects LA children’s services functions, including fostering, under section 136 (2) of the Education and Inspections Act 2006.

Ofsted has two distinct uses for the fostering data. Primarily, the data are collected from providers to support inspections of IFAs and LA children’s services. The data are analysed at an agency level, and using comparator data, to prompt lines of enquiry that will be followed at inspection. The data are also used to evaluate the effectiveness of fostering agencies, including ongoing monitoring of performance and improvement work.

A secondary use of the data, is that Ofsted analyses the data to further enhance insight into this sector as well as for planning and providing public services, for example, by informing about the capacity of social care provisions nationally and by area. The analysis of the data informs policy discussions and decisions, for instance, contributing the reviews of inspection frameworks, evidence and reports. The data are also used to respond to ad hoc requests and to give context to emerging issues or the impact of changes in the sector.

The data are published annually as National statistics. The aggregation of data for National statistics allows Ofsted to communicate to users the key data and messages, for example, at different geographical levels and by provider type. The National statistics draw out the key messages and communicate these in an understandable way, appropriate for a wide range of different users. Users are able to interpret and manipulate the data published for their own purposes, as the release includes underlying data.

The data may, therefore, be used by stakeholder groups, academics and other interested parties across the sector. Fostering agencies may also use the data themselves, for local and regional use, to inform on areas of practice and to improve processes and standards.

Some of the data about fostering in England is unique to Ofsted; alternative sources are not available. For instance, data about the capacity of fostering services and recruitment activity in England, as well as some other indicators, is only collected by Ofsted. These data are widely viewed as a valuable source for information about recruitment and capacity, for identifying vacancies, and for providing an in-depth overall picture of fostering in England.

Some data is also published by other sources, such as the Department for Education (DfE).³

Meeting user needs

The presentation of underlying data for this release has recently been reviewed and amended by Ofsted’s Social Care Data & Analysis Team, who produce the social care National and official Statistics, in agreement with the Social Care Policy Team. This was done in order to allow greater usability of the data, as well as enabling better comparability of similar data within the same dataset. The major changes are to the grouping of data: all data at England and sector level, including trends over the past three years, are now presented in a single table. This is replicated at provider level for local authorities. Similar data has now been grouped together; for example, number of children of compulsory school age is now presented alongside data about educational outcomes.

The content of the survey and accompanying guidance are reviewed annually, by the Social Care Data and Social Care Policy teams, to develop the collection, and senior managers then sign off any changes that are required. This review process ensures that the survey will meet the data requirements for inspections and takes into account any policy changes or emerging issues.

In May 2015, Ofsted carried out a consultation with data suppliers and stakeholders regarding a proposed change to the survey template for data collection covering the period 1 April 2015 to 31 March 2016. A draft template and guidance were circulated for comment, and amended by the social care data team in light of responses from LA and IFAs. A final draft of the template and guidance was circulated in late 2015, in preparation for the 2015-16 collection, to be launched in April 2016.

Ofsted’s Social Care Data & Analysis Team are represented at regional meetings of performance leads from LAs. These regional meeting are organised by the ADCS. Ofsted has presented relevant information and publications to all of the existing

regional groups, and sought feedback about whether its publications meet user needs. Ofsted’s participation in these groups helps inform about user views on Ofsted’s social care National and official statistics, and suggested improvements are taken on board. Additional workshops have been attended to assist data suppliers and stakeholders to understand the data that is being asked for and how it can be used. Ofsted inspectors attend annual conferences which include sessions on the data that are collected and how this can inform inspection preparation.

Social care outputs are also shared with users in other organisations, such as the DfE, LAs, and representatives from the private and voluntary sectors at Ofsted-led stakeholder meetings. These organisations use the data for a range of purposes including informing their own social care outputs (DfE) and benchmarking performance (LAs).

The data form includes definitions, to help clarify what is being requested, and calculation methods. The data calculations built into the form as validation checks provide a method of quality assurance for the agencies helping them to accurately complete the form. Additional guidance has also been circulated in the form of frequently asked questions. The Social Care Data and Analysis team also offers help and guidance to agencies via email and the telephone as well.

The contact details for the Social Care Data and Analysis team are included in the releases and users are encouraged to feedback about any unmet needs, ask questions that are not covered in the glossary definitions and supporting guidance, or feedback improvements that can be made.

There was an Ofsted-wide user consultation survey in January 2012 on all Ofsted official statistics releases. A report from this consultation can be found here: www.ofsted.gov.uk/resources/report-responses-2012-consultation-of-ofsted-official-statistics

More information about Ofsted’s Engagement policy and Confidentiality & Access policy, as well as Ofsted’s Statement of Administrative Sources can be found here: https://www.gov.uk/government/publications/ofsted-standards-for-official-statistics. Ofsted also operates under more detailed internal engagement guidance.

**Coherence and comparability**

Ofsted has reported on fostering data in England since 1 April 2008. Over time, the data collection has been developed and improved. As the survey is reviewed and questions are amended or added, some areas are not comparable over time.

Reasons for these changes include:

- Changes in legislation or policy; for example, a question about Raising the Participation Age was added when this was introduced
• In response to data supplier feedback; for example, the questions on unplanned endings were changed when data suppliers fed back that the 2013-14 structure was difficult to complete accurately
• To provide more nuance in the resulting analysis; for example, additional questions were added around allegations.

Where it is not directly possible to compare data over time, notes are given in the release to alert users.

The response rates have varied over the course of the survey; however, they have been consistently high at around 99% for the last three collections (2012-13, 2013-14, and 2014-15). An exercise was conducted to review the impact of the changing response rates, specifically around the impact of any missing data. The exercise considered the potential for grossing up or using imputation when agencies did not return data, and found minimal impact from any missing data. Therefore, it was not deemed necessary to use any estimation or imputation. Data comparisons are therefore made generally for these three years.

Where appropriate, comparable data collected by the DfE or the Office for National Statistics are referenced, and used as an additional “sense check” on the data being returned. For example, the numbers of children in foster care of different ethnicity groups, and with disabilities, are compared against the DfE’s annual report on looked after children, and the ONS census statistics.

Data are presented at England level and then sub-divided by sector (LA/IFA). Although there is a small amount of comparable data collected for other countries in the UK, this is minimal and so has not been included. Comparable data for other countries, including via the EuroStat database, are not available. Where applicable, regional comparisons have been made; however, these are limited.

Comparisons may be adversely affected by different reporting practices across data suppliers; for example, one agency only records the ethnicity of the primary carer in a household, while most record the ethnicity of both carers where applicable. Where this occurs, it is noted in the key findings document, with additional comment on any impact. However, these instances are infrequent and minimal, and so any impact on comparisons or reporting is minimal.

The annual collections give data at consistent intervals. It includes snapshot data as at the 31 March and periodical data for 12 months between 1 April and 31 March. The reporting period used is made clear in the release. An exception to the defined

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5 For example, the number of approved LA foster carers and places in Wales is available here: https://statswales.wales.gov.uk/Catalogue/Health-and-Social-Care/Social-Services/Childrens-Services/Fostering-Services/Fostering-services-by-local-authority-measure.
6 For example, data on children looked after in Scotland in 2013-14 is available here: http://www.gov.scot/Publications/2015/03/4375/2.
reporting periods may occur in certain circumstances; for example, a new piece of legislation came into effect mid-way through the financial year.

Local authorities and IFAs are asked to supply the same data, with the exception of whether the agency is registered as a school (IFAs only) and data about sibling group placements (LAs only). However, there are differences between the two sectors in practical terms, in particular around the types of recording systems used. The majority of LAs will use databases designed for the storage of social care data. There are a number of systems in use, for example LiquidLogic or Frameworki or, in some cases, the LAs have their own bespoke system. For IFAs, there is likely to be much more variety in the systems that are used, including paper files, Excel spreadsheets, and bespoke internal systems.

Additionally, LAs are more likely to have dedicated data staff who take responsibility for internal QA of data held on children and foster carers, and systems in place to conduct this methodically. Some IFAs will have similar systems in place; however, we know that for smaller IFAs, with fewer staff, this is less likely.

**Accuracy and reliability**

All LAs and IFAs are asked to complete this return on a voluntary basis. There was a 100% response rate from both sectors to all questions in 2014-15; therefore, this release does not currently use any imputation or other statistical techniques, and data are not used to make any estimates about the population or other geographical areas. If the response rate changed at the 2016 collection, the impact of this on the data collected would be assessed, and would be made clear to users in the release.

The survey is conducted across all LA fostering agencies and IFAs in England, and so there is no risk of potential bias through sample selection. This data is sourced from the agency’s administrative systems, and therefore the data returned by each agency reflects all fostered children and fostering households during the year 2014-15, and as at 31 March 2015. Ofsted recognises, however, that the data is collected from 445 agencies, and that detailed information on their internal quality assurance (QA) processes is not available. Three agencies returned data with discrepancies which could not be resolved with the agency before the deadline for publication, though again, these were small discrepancies with minimal impact.

The data are subject to a rigorous QA process, by both data suppliers and Ofsted. Validation rules within the template, and the enclosed guidance, assist data suppliers with checking the data prior to submission; these are developed with reference to the high quality data that Ofsted, as regulators of social care provision, holds on all registered providers. Ofsted also engages with data suppliers in conversation via email and telephone to clarify any queries or errors in the data and resolve these to the most accurate data the agency can supply; for some agencies with a larger number of issues, or who are new to completing the return, these conversations can be detailed and lengthy. The validation checks built into the template provide
support to agencies around resolving errors; for example, not accounting for all reasons a child goes missing. An example of this is given below, checking number of approved places against implied capacity, and number of households against each other. Appendix 1 also includes a flow chart showing the process that data goes through in being collected.

**Check 1:** Does the number of approved places match the implied capacity?

Calculation:
- C1.5: $1 \times 4 = 4$
- C1.6: $2 \times 2 = 4$
- C1.7: $3 \times 1 = 3$
- C1.8: $4 \times 0 = 0$

Total implied capacity = 11

A1.1: Total approved places = 12
Minus A4.4: Family and friends places = 2
Total places = 10

Error: “The total capacity of these figures imply a capacity of 11 which is inconsistent with the number of foster places reported for your service in A1.1 (excluding short breaks and family and friends places A4.4)”

**Check 2:** Does the number of households in C1.1 match the total households in C1.5-8?

Calculation:
- C1.5 = 4
The data are submitted in Excel workbooks and stored securely in system folders which are only accessible to members of the Ofsted Social Care Data and Analysis team. No person-level data is collected.

The collated dataset is also Excel format. No databases are used for the production of these statistics.

The deadline for all agencies to submit a return is 30 June. Each individual form is checked by Ofsted for completeness, accuracy and consistency. Where discrepancies are identified through Ofsted checks, these are followed up with the data suppliers via telephone and email to check and confirm accuracy, until the final deadline for revisions (6 October).7

Quality assurance checks are also carried out on the combined dataset, the analysis and the key findings, along with any supplementary statistics that are going to be published. Where applicable, data is considered against the DfE data on Children Looked After as a "sense check"; however, the time periods in the two returns do not always match up, and so there is limited utility to this.

Strengths of the data are:

1. High response rates with all data provided: response rates for the last three years have been around 99%, and in 2014-15 were 100%.

2. Robust QA of the data by Ofsted: Ofsted completes detailed QA of all returns, which means a high level of confidence in the data presented. The QA tools, processes and outcomes are described in the introduction to the main report, and elsewhere in this quality report.

3. Data benchmarking: Where applicable, data returned to Ofsted is benchmarked against data submitted to the DfE, and generally found to be in line with DfE data. Where there are differences, this is likely due to additional quality assurance work done with individual agencies, particularly independent fostering agencies, to ensure

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7 In some cases (less than 1% of returns), this cannot be done because the agency has de-registered between 31 March and the QA date. Where this occurs, the data supplied by the agency prior to QA is used.
quality of data; as the DfE collects data from local authorities only, this level of QA work is not always possible for them.

4. Comprehensive picture of fostering: due to high response rates, and the volume of data collected, as well as the mix of in-year and end-of-year figures, the data provide a comprehensive picture of fostering in England over the last three years.

Limitations of the data are:

1. The voluntary nature of the collection: as a result, response rates may fluctuate, though response rates to date have been very high, and were 100% in 2014-15, with all respondents providing all requested data. As the collection is voluntary, there is no legislation compelling agencies, including local authorities, to supply data, or to provide information on their own data quality. Her Majesty’s Chief Inspector has also not made use of his powers to compel reporting of these data.

2. Purpose of data recording: Agencies store data for their own purposes, including business need and to keep track of their service users. Therefore, data is not stored primarily for reporting to Ofsted, and Ofsted has no control over how it is stored, or the definitions used by agencies. However, Ofsted is aware that some storage of the data has been updated, in line with feedback from Ofsted.

3. Different reporting practices: different agencies will have different reporting practices; there is no standard across all fostering agencies. This may impact the burden of completing the return on some agencies. There is also some anecdotal evidence of different recording practices in different agencies, such as around data on children going missing for short periods (i.e. less than 24 hours).

4. There is some, but not complete, knowledge of data quality at provider level. Although all data returns are extensively quality assured by Ofsted, information is not customarily available about how the agency ensures that accuracy of their own data, nor does Ofsted survey the circa 450 agencies separately. This is, though, data that the agencies use operationally, to manage their business, so the quality is often high, with often only marginal issues arising. Steps are taken to mitigate the impact of these issues, including QA, and the provision of guidance on completion of the form. A helpline number is also operated such that data suppliers are able to speak to a member of the Social Care Data & Analysis team for queries.

5. There is some known variance in recording: this is particularly likely around areas new to the collection such as Child Sexual Exploitation (CSE) where robust reporting systems may not yet be in place. In this example, three local authorities reported that they were unable to provide information on the number of children at risk of or subject to CSE. An additional 14 LAs reported no children at risk of CSE, often citing difficulties in assessing these numbers from their current recording systems. This also impacted in reporting of children subject to CSE. Where issues such as this occur, this has been noted in the key findings; this information is also passed on to
senior HMIs to support them in conversations with local authorities. As new data becomes better embedded with agencies, and further returns are completed, it is expected that an analysis of the impact of under-reporting will be undertaken; however, with only one set of data, it is not possible to assess the level of under-reporting with any certainty.

6. Challenges in aggregation: Although agencies’ data is usually robust at a child/household level, there are known issues around aggregating this data up to the level required for the completion of the data collection form, which can lead to errors. Ofsted takes steps to mitigate this, including provision of guidance in the form, completion notes, and the availability of a helpline to support data suppliers in completing their forms. Ofsted also sense checks data submissions, using internal data logic and historical data. Most importantly, Ofsted engages in detailed conversation with data suppliers to discuss and resolve issues during the QA process. The latter process enables Ofsted to have a good level of confidence in the data overall.

For 2015-16, data will be collected at child/household level, in response to the challenge for data suppliers of aggregation; aggregation of data will be done by Ofsted.

Potential sources of error and bias:

1. Quality of agencies’ data: Ofsted has no direct knowledge the agencies’ data storage systems, or the checks and quality assurances they carry out on this, and currently is unable to explore this in any depth due to the time and resource needed. However, we perform extensive QA of data to minimise the impact of this; additionally, the data collected is broadly similar year-on-year, so it is likely that agencies would have systems in place to collect and report on the required data. Additionally, Ofsted is aware of some quality assurance processes undertaken, for example, anecdotally, or via inspectors on inspection. These include agencies running reports to find data errors or missing data and correcting these; the use of automated systems which highlight unexpected changes such as date of birth; and amendments to record-keeping as a result of discussion when submitting the 2013-14 data return. There has also been evidence of improvement over the years as a result of this data collection.

2. Best fit requirements: there will always be situations which do not fit easily into the categories supplied, and in these cases, personal interpretation may mean that different data suppliers code similar situations in different ways. Ofsted aims to minimise this through use of guidance and support.

3. Agencies’ perceptions: agencies may perceive that the data will be used to form a judgement on their service, which could bias their return. Ofsted includes guidance on the purpose of the collection in an aim to reduce this concern.
4. Other considerations: all agencies are asked to, and do, submit data; therefore, there is no risk of sample or response bias in the data.

5. Discrepancies with DfE data: the DfE collects, via the SSDA903 annual collection, some of the same data as Ofsted around fostered children, and there are sometimes discrepancies between the two data sets. In some cases this is due to different definitions between the two collections, around ‘staying put’ for example. In some cases, such as volumes of children fostered, the discrepancy may be because of the difference between aggregate and child-level data collection. The move to collect child level data in 2015-16, as the DfE does, will reduce, if not eliminate, such discrepancies.

Overall judgement of the quality, including strengths and weaknesses
Ofsted has confidence in the high quality of the data being returned, within the limitations that result from aggregate data collection, and in the analysis of this data as presented in this report and the key findings. Where data is not yet at the highest standard we would prefer, Ofsted is working closely with agencies to ensure continued improvement for future reports, while making clear to users of this data where there is potential for improvement.

Key strengths:
1. The regular nature of the collection leading to better understanding of the data by agencies
2. Extremely high response rate (100% in 2014-15)
3. High level of engagement between Ofsted and data suppliers to ensure robust data

Key weaknesses:
1. Incomplete awareness by Ofsted of agencies’ internal processes
2. Challenges for agencies of aggregating their data,

Due to the size of this data collection, its voluntary nature, time and resource constraints within Ofsted, the relationship between Ofsted and fostering agencies, and the stated role of Ofsted within the social care sector, it has not been possible, hitherto, to conduct an in depth review of how agencies store, quality assure, and collate their data, either for their own purposes or for this data collection. In assessing the quality of the data, Ofsted uses all means and resources available to them, as described in depth above. Ofsted will, though, be doing some work on LA data storage for the in 2015-16 report, in a way that minimises the burden for the LAs.

Timeliness and punctuality
Statistics are produced and published on an annual basis.
Data are published on the date pre-announced in the publication schedule here: www.gov.uk/government/organisations/ofsted/about/statistics. Information on any delay in publication can also be found on the publication schedule. Reasons why a delay may occur include, for example, where more time is necessary to properly quality assure the data to ensure its robustness. Publications are announced on Ofsted’s Twitter page and social media channels on the day of release.

The average timescale for production of the fostering data release is approximately seven months. This includes approximately three months for the collection of the data, and approximately the same period for QA of the data and follow-up with agencies. A further six weeks of the production involves: the analysis, drafting the findings, creating the statistical release, QA of all outputs and publication on the gov.uk website.

Pre-release is given in accordance with the pre-release access to Official Statistics Order (2008), as detailed in Ofsted’s pre-release policy here: https://www.gov.uk/government/publications/ofsted-standards-for-official-statistics.

Accessibility and clarity

Ofsted releases are published in an accessible format on the gov.uk website. The information is publicly available and there are no restrictions on access to the published data.

Data covering children’s social care are held on a collections page on gov.uk: https://www.gov.uk/government/collections/childrens-social-care-statistics

The primary function of the data is to meet Ofsted’s data requirements for inspections. However, the data are shared for public use with the intention of informing about the fostering sector and for re-use by analysts and researchers as may be required. The underlying data presentation was amended to better support public use and re-use from 2014-15.

Performance, cost and respondent burden

All local authorities and IFAs collect and store data on foster carers and fostered children within their agency, using a variety of data storage systems, as referenced above. Agencies retain this information for their own records and for business purposes.

Through direct consultation and the use of feedback and queries, Ofsted attempts to minimise the respondent burden by improving the clarity of questions and definitions. Some work was done in 2011, for the Department for Communities and Local Government (DCLG) single data list, to establish the annual respondent burden in terms of resource hours.
More recently a short questionnaire was introduced, with the 2014-15, collection to enable Ofsted to estimate the amount of resource used to complete the dataset. The questionnaire was returned by 95 of the 445 agencies who completed the data forms (21%). These 94 respondents reported that they spent a total of 3,540 hours on the return, ranging from one to 280 hours. This equates to an average of 38 hours per agency; or around one working week. The majority of respondents (89%) reported that they found the guidance notes helpful. Ofsted will continue to monitor these figures to ensure that the respondent burden is appropriate.

In order to reduce the burden on local authorities around producing this data, Ofsted and the DfE have reached an agreement to introduce Ofsted URNs into the statutory SSDA903 data collection from local authorities.

Confidentiality, transparency and security

Where sensitive or personal data are held by Ofsted, the disclosure control processes we have in place ensure that this data is not published. All data releases follow Ofsted’s confidentiality and revisions policies which can be found here: https://www.gov.uk/government/publications/ofsted-standards-for-official-statistics. All staff using sensitive data have been trained in confidentiality and disclosure awareness.

Methodology

Data processing involves aggregating data to England and sector level. This processing is done using SQL and Excel, and is reviewed and quality assured before the data is used. No data has been removed.

For data protection and disclosure purposes, totals in the key findings and the underlying data have been rounded to the nearest five; this has also been applied to figures from previous years used in the release. The purpose of the rounding is to ensure non-disclosure of sensitive data while maintaining its usefulness. Totals have been rounded to the nearest five to allow maximum use of provider level data with the minimum risk of disclosure. This means, however, that some total figures do not match exactly with data aggregated at provider type, England or regional levels.

Figures of three or less are suppressed and secondary level suppression is used where required.

IFA agency level data is not published, as IFAs are subject to different legislation and frameworks than LA fostering agencies, as described above. IFAs are also often smaller, meaning that the risk of disclosure is higher if data is shared at agency level

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8 One agency reported 744 hours, which equates to three months, assuming an eight hour working day; this has been excluded from calculations as it is extremely likely to be an error.
for this group. IFAs also include private organisations, for whom this data is commercially sensitive, and therefore not applicable to being shared widely. Definitions are provided in the Statistical First Release; for instance, the glossary includes placement types and what these mean, as well as references to relevant legislation where applicable.
Appendix 1

Key:
- Internal data work
- Ofsted data work
- Post-submission work

Data entered into agency’s system → Agency completes internal QA process → Data entered onto Ofsted form → Data amended in line with validation checks → Form submitted to Ofsted → Ofsted completes QA of data form → Does form pass QA?

- Yes → Form finalised by Ofsted
- No → From returned to agency with guidance for corrections → Agency amends and resubmits form

Once all forms are finalised, data is aggregated for analysis.