

Report to Children and Families Scrutiny & Policy Development Committee

Report of: Jayne Ludlam

Executive Director, Children, Young People and Families

Subject: Adoption Performance

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Director of Children and Families

2734913

Summary:

At a presentation of the Adoption Annual Report to the Scrutiny Committee on 9th March 2015, a number of issues were noted in respect of Sheffield's current performance in relation to the two main adoption performance measures, A1 and A2. Officers were tasked with bringing back a more detailed paper in relation to performance to the next Committee, specifically referencing Sheffield's performance compared to other authorities and detailing what action is taking place to improve the experience of children within the adoption process.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	X
Other	

The Scrutiny Committee is being asked to:

The Committee is asked to consider the proposals and provide views as to whether the current level of action/activity in relation to adoption is appropriate to ensure an improvement in the timeliness of adoption activity for children and young people.

Background Papers:

- Appendix 1 Adoption Scorecard Comparators (A1)
- Appendix 2 Adoption Scorecard A2
- Appendix 3 Adoption Milestones 20-5-2015
- Appendix 4 Adoption Tracking Outcome 28-05-20
- Appendix 5 Adoption Action Plan Updated 3.7.2015

Category of Report: OPEN

Report of the Director of Children and Families

Adoption Performance

1. Introduction

1.1 At a presentation of the Adoption Annual Report to the Scrutiny Committee on the 9th March 2015, a number of issues were noted in respect of Sheffield's current performance in relation to the two main adoption performance measures, A1 and A2. Officers were tasked with bringing back a more detailed paper in relation to performance to the next Committee, specifically referencing Sheffield's performance compared to other authorities and detailing what action is taking place to improve the experience of children within the adoption process.

2. Main report

- 2.1 Adoption scorecards for each local authority were first published in May 2012.
- 2.2 The Key indicators for the adoption scorecard are:
 - A1: average time between a child entering care and moving in with its adoptive family, for children who have been adopted. The target for the 2013 - 2016 average is 14 months
 - A2: average time between a local authority receiving court authority to place a child and the local authority deciding on a match to an adoptive family. The target for the 2013-2016 average is 4 months
 - A3: measure the number and percentage of children who wait less than 14 months between entering care and moving in with their adoptive family (2013-2016).

3. A1/A2 Analysis

- 3.1 The embedded documents in relation to A1 and A2 include data and graphs to show Sheffield's performance against comparators.
- 3.2 A1 Average time between a child entering care and moving in with its adoptive family, for children who have been adopted (days)

- 3.3 Sheffield's performance ranked us 64th out of 152 last year and saw us perform better than comparators but remain outside national thresholds. There has been an improvement in 3 year performance averages for 2014/15; however, the gap to national expectations has still increased.
- 3.4 There is a range of performance across some groups partly because cohort sizes vary and can be quite small each year; statistical neighbours vary greatly with Telford and Wrekin being the best performing authority across the country (placing children on average in under a year) and Calderdale being ranked 133 out of 152 (placing children on average over 2 years after entering care).
- 3.5 Within Sheffield the average time for a child to be placed after entering care was 535 days in the last year which means that in order to achieve a threshold of 426 days by March 2017 we would need children to be placed within 370 days over the next two years. Whilst it's relatively straight forward to identify what we need to achieve, we know from analysing the children that are currently in the adoption process that we are facing some significant challenges. For example: if we assume all children currently placed for adoption will be adopted next year then these will negatively impact on our performance due to the adoption journey to date. This, assuming all other characteristics remain fairly static, would require us to place children much quickly than the previously suggested 370 days to meet thresholds by March 2017.
- 3.6 To be able to predict activity and have a good indication of what our performance is likely to be going forwards it is necessary to have expected timescales for individual children rather than default thresholds across the piece. The Adoption Tracking Meetings, as outlined below, will enable us to track individual timescales in a more robust way and set specific timescales for individual cases.
- 3.7 A2 Average time between a local authority receiving court authority to place a child and the local authority deciding on a match to an adoptive family (days)
 - See Appendix 2
- 3.8 Sheffield's performance ranked us 122nd out of 152 last year and performing poorer than all averages for comparators. There has been a marginal improvement in 3 year performance averages for 2014/15, however, the gap to national expectations has increased and the improvement is mainly due to previous poor performance no longer being counted.

- 3.9 As with A1 there is quite a range of performance across some groups partly because cohort sizes vary and can be quite small each year; statistical neighbours vary greatly with Telford and Wrekin being the best performing authority across the country (on average matching children in 6½ weeks) and Calderdale being ranked 146 out of 152 (matching children on average about one year after receiving a placement order).
- 3.10 Projecting future performance is challenging relation to A2 in the same way as it is for A1. There is a clear picture regarding our performance for the past year and therefore what is required in order to meet thresholds in the future. The average time between receiving a placement order and matching a child in 2014/15 was 293 days; thresholds for this indicator are 121 days going forwards.
- 3.11 The current cohort of children who have not been yet been adopted will not count towards A2 until the adoption order has been granted. We already know that there are 22 children who are placed within adoptive families with no adoption order, where the time between the court authority to place a child and the local authority deciding on a match to an adoptive family (days) is above the 2014/2015 average outlined above. The average for these children currently stands at 567 days; the individual figures for each child would be calculated within the rolling 3 year average and are set against the adoption cases where timescales have been robustly implemented. There are a number of reasons as to why these children have waited for a match and these include sibling placements, global developmental delay, complex family history includes significant concerns around sexual abuse, one previous failed link and one child who displayed sexualised behaviour. Once the orders have been granted in relation to the children outlined above the A2 timescales will negatively impact on Sheffield's performance against the Adoption Scorecard.
- 3.12 Looking at comparative rankings and performance of core cities it would appear that Newcastle and Bristol perform well for both A1 and A2 whilst Birmingham and Manchester perform poorly across both indicators. Sheffield, Leeds and Liverpool all perform relatively well in one area but poorer in the other. For Indicator A1 only Leeds, Newcastle and Bristol achieved the national thresholds whilst for A2 thresholds were only met by Liverpool, Newcastle and Bristol.

4. Performance Monitoring Initiatives

4.1 City Wide Adoption Tracking meetings have been implemented and have replaced area tracking meetings to monitor individual adoption

cases with an aim of establishing any barriers to the adoption process and set a clear actions and timescales to achieve timeliness of adoption for individual children. The Panel is comprised of Service Managers from the Adoption Service and Fieldwork Services and Family Finding Social Workers whose role is to identify families for children whose plan is for adoption. The new Adoption Milestones form and Adoption Tracking Outcome forms (documents embedded below) are utilised in the tracking meeting and track the timeframe of individual adoption cases as well as being able to identify timescales for these to be completed guided by the thresholds of the key indicators A1 and A2 and identify our performance information in relation to the scorecard.

See Appendices 3 and 4

- 4.2 A key piece of work has been undertaken around individual cases to gain a full narrative of individual barriers to the achievement of performance indicators as well as discussion with individual social workers, team managers and service managers across the Adoption Service, Fieldwork and the Independent Reviewing Service to understand some of the challenges in achieving timeliness of the adoption process. Some of the areas identified from this piece of work include family members/alternative carers coming forward late in the proceedings, court processes including the appeals process and leave being granted to appeal the orders, the preparation of reports, adopters being restrictive in the type of child or children they want, knowledge of the adoption process, timescales in relation to the completion of specific tasks, e.g. agreement of when the adopters will submit the application to court for the Adoption Order (this does need to be balanced with the need for the adopters to feel ready to submit the application), the need for certainty for some adopters in relation to specific needs of the child, quality of assessment, timeliness of submission to the Adoption Panel and development of training and support for adopters.
- 4.3 Sheffield has taken a number of actions and to ensure that the agency has the ability to meet the challenges in improving timeliness and development is ongoing. These actions are balanced with continuing to ensure quality for each child, whilst maintaining the current low level of placement disruption, high numbers of children placed for adoption and the current cohort of children who are placed within their adoptive placements without the adoption order.
- 4.4 An Action Plan has been devised to address the required areas for improvement. The main objectives set out within the action plan include:
 - Challenging timescales being set and monitored
 - robust supervision of social workers
 - performance meetings/framework, adoption tracking meetings

- Robust challenge by IRO's, team managers and managers at all levels and through adoption tracking meetings
- Development of the Family Finding Social Workers role to support field social workers when a decision to twin track is made, the development of this role would include building relationships with children, gathering information, completion of life story work to enable earlier links to be made with adopters
- Completion and submission of assessments and reports in relation to decision for SHOBPA (should be placed for adoption), ADM (agency decision making) and Links
- reporting performance and audit outcomes through agreed framework which includes fieldwork and provider OBM, Independent Reviewing Service Performance Meeting, Safeguarding and IRS Service and the Priority 4 (Permanence) Performance Board.
- 4.5 The attached Action Plan fully outlines these actions with owners identified.

See Appendix 5

- 4.6 The Action Plan also sits alongside a number of changes within the Adoption Service which have included additional capacity in the recruitment, assessment, training and approval of prospective adopters. This has been achieved through the recruitment of three additional social work posts. The Multi Agency Psychological Service has been commissioned to undertake a specific piece of work around adoption support to enable the provision of information, advice and support to adopters at an earlier age with child specific information available from a therapeutic perspective. This has been undertaken alongside the introduction of the Placement Order Panel which was initially set up to review all adoption cases and has been further developed to the City Wide Adoption Tracking Meetings.
- 4.7 Additional training of social workers in specific parts of the adoption process has been delivered alongside a review and update of the training provision available to adopters.
- 4.8 Work is on-going to achieve an improvement in adoption outcomes and maintain clear oversight of the progress of individual children through the adoption system.

5. Education and Adoption Bill

5.1 The recently announced Education and Adoption Bill sits in the context of a number of measures already implemented to ensure the adoption process is completed without delay.

- 5.2 The Education and Adoption Bill, as outlined in the Queen's speech, aims to give all children the best possible start in life, it focusses on education and adoption separately. In relation to adoption the main purpose of the Bill is to introduce measures that will enable the delivery of regional adoption agencies. The main benefit being identified as increasing the scale at which adoption services are delivered, by introducing regional adoption agencies. These agencies will work across local authority boundaries to match children without delay.
- 5.3 The Bill would give the Secretary of State a new power to direct one or more named local authorities to make arrangements for any or all of their adoption functions to be carried out on their behalf by one of the local authorities named or by another agency. In practice, this means that the Secretary of State can direct a number of local authorities to have adoption functions carried out on their behalf in order to create regional adoption agencies. The Government has stated that it would encourage town halls to set up their own mergers or outsource services to a single regional agency, while they will also be offered financial support to establish regional services.
- 5.4 When directing local authorities, the Secretary of State can list which adoption functions the arrangements should relate to. The functions which can be specified in a direction are functions in relation to: the recruitment, assessment and approval of prospective adopters; decisions about which prospective adopters a child should be matched with; and the provision of adoption support services.

6. Regional Working

- 6.1 Looking at the cohort of children adopted during the last financial year there are a number of individual factors which also impacted of the timescales in relation to A2 which included unknown impact of health conditions, complex behaviour and the consequent requirements for a family (i.e. no other children within the family), age of child when they entered care, siblings with a range of needs, the uncertainty of adopters in submitting the adoption application.
- 6.2 Having access to a varied cohort of approved adopters in house and accessing other local authorities, voluntary adoption agencies and the Yorkshire and Humber Consortium is a key factor in being able to find an appropriate match for both the child and the adopters.
- 6.3 Sheffield proactively works within the framework of the Yorkshire and Humber Adoption Consortium both on a regional and sub-regional level. The Consortium consists of 15 local authorities across the region The Consortium is using funds, from the Adoption Reform Grant, at a

regional and sub-regional level over a 3 year period using the regional adoption consortium contract and network as the framework. The purpose of this is to improve the quality of service for children and adopters through faster delivery, sharing best practice, and improved performance management and data reporting. There are a number of current initiatives being undertaken to increase the provision of adoption support services and access to these services formalised within a procurement framework, increases user participation and training provisions for adopters including on line training.

- 6.4 There is on-going cross boarder working in relation to the recruitment, assessment and approval of adopters and the placement of children. This cross boarder framework is responsive to the recent government announcements and the impact of adoption services within the region.
- 6.5 The Family Finding Social Workers role has been developed over the last 2 years and they use enhanced family finding methods and are creative in their approach the task. Children's profiles have been improved, they utilise regional and national web based family finding tools, robust mechanisms are in place with adoption social workers to identify potential matches for children at the earliest opportunity. They have proactive working relationships with children's social workers. The Family Finding social workers are also proactive in maintaining contact with neighbouring local authorities and utilise national mechanisms to ensure that we have access to a range of approved adopters who are able to meet the needs of children whose plan is adoption. To date for 2015/16 14 children have been adopted.
- 6.6 The 4 local authorities in the South Region (Sheffield, Rotherham, Barnsley, and Doncaster) have set up specific working groups to support the Adoption Reform initiatives and to improve further working partnerships. This has included sharing good practice, post adoption support and training and recruitment. Currently work is being undertake to support the regional procurement framework and further strengthening collaborative working arrangements.
- 6.7 As outlined above of this document the Education and Adoption Bill's main purpose in relation to adoption is to introduce measures that will enable the delivery of regional adoption agencies. The main benefit being identified as increasing the scale at which adoption services are delivered, by introducing regional adoption agencies. These agencies will work across local authority boundaries to match children without delay. As outlined above Sheffield has already implemented a number of changes to enable us to achieve the requirements set down and we engage with partners on a regional and sub-regional basis. There is an excellent foundation to further strengthen these working relationships to be able to meet the requirements of the Bill in a manner that enables

Sheffield to maintain its own identity and gain the best for the children of Sheffield whilst working collaboratively to ensure that all methods available are used in finding the right families for children in a timely manner.

- 6.8 Links are also being made with other Local Authorities to ensure that we are able to learn from their approach to timeliness of adoption to ensure best practice and achieving the right outcome for children. Achievement against the Adoption Scorecard is being used to identify these Local Authorities.
- 6.9 If this is not achieved the government has the ability to direct one or more named local authorities to make arrangements for any or all of their adoption functions to be carried out on their behalf by one of the local authorities named or by another agency. The Yorkshire and Humber Adoption Consortium are working together to increase and develop the regionalisation of adoption services and a discussion paper has already been circulated.

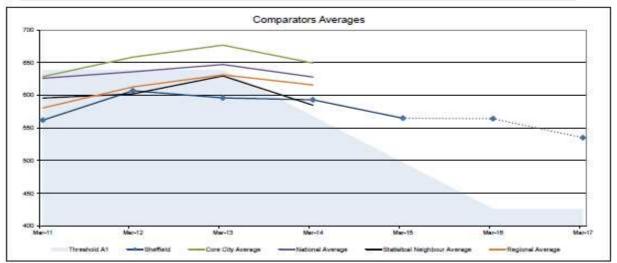
7 What does this mean for the people of Sheffield?

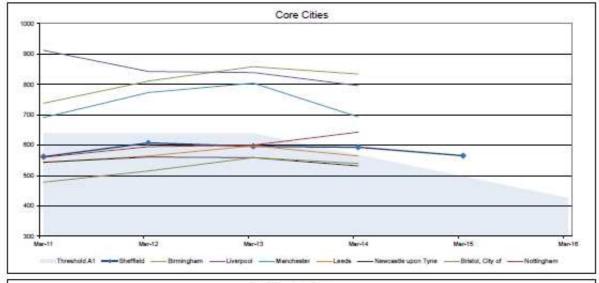
- 7.1 The majority of Sheffield's population will not be directly impacted upon by this report. They however require reassurance that, for those children who have a plan of adoption, this is proceeded with quickly and appropriately.
- 7.2 Between 40 and 50 of Sheffield's children are adopted each year. In order to ensure that these children are afforded the best opportunity possible to settle into new, permanent families, the process needs to be robust and timely.

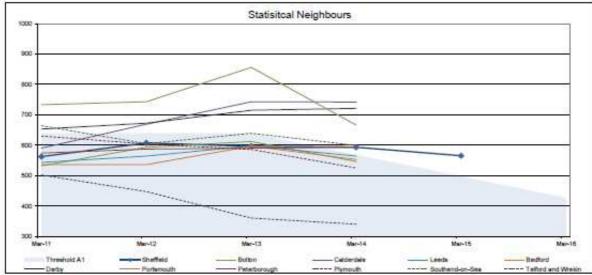
8. Recommendation

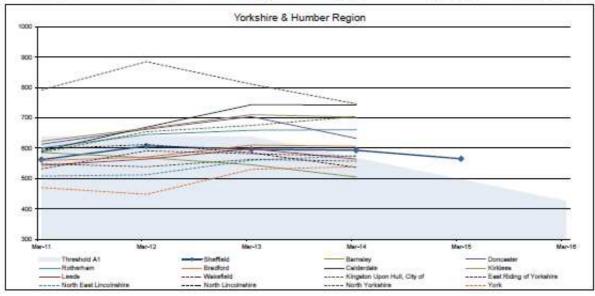
8.1 The Committee is asked to consider the proposals and provide views as to whether the current level of action/activity in relation to adoption is appropriate to ensure an improvement in the timeliness of adoption activity for children and young people.

	Sheffield Ad	loption Socre	oard - Averag	e Time Indica	tors			
	Secretary Section 1	- 10 A 50 SRACESTING	et-resentation	eren de la company	A-10-1-12 A-1-10			a
nd graphs showing Sheffield and comparate	ers periormar	ice in relation to	o the time bet		光上引进元字	no being placi	eo for adoptio	
verage time between a child entering care and				3 year averag	de nb nuttil	A CONTRACTOR		110000000000000000000000000000000000000
oving in with its adoptive family, for children who have been adopted (days)	Mar-11	Mar-12	Mar-13	Mar-14	Mar-16	Mar-18	Mar-17	Mar-18
	1 E		V 5007	0.00	Na Wan S	R	oling Calcula	tion
Shaffield	562	607	596	593	565	564	535	7
Threshold A1	639	639	639	568	497	426	426	426
Shaffield	562	607	596	593	565			
Core City Average	629	659	677	649	363		2/	b 9
National Average	626	636	647	628	8 3			6 6
Statistical Neighbour Average	596	602	630	585	3		3	1
Regional Average	581	613	631	616	3 - 1		3	Š
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Liverpool Manchester	912 691	842 773	804	693	8 - 6		S	8
Sheffeld	562	607	596	593	8 8		8	2 3
Leeds	543	564	598	554	2 2		2	
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Derby	653	672	715	721				
Porterrouth	733	743	856	666	3	(33	2 2
Petertorough	574	587	590	593	8 8	2	3	3 3
Plymouth	630	604	586	525	3 3		3	8
Southend-on-See	664	605	639	599	31 3		(O)	2 3
Telford and Wirekin	502	447	360	340	3		22	E E
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Leeds	543	564	598	564	8 8	3	8	8 9
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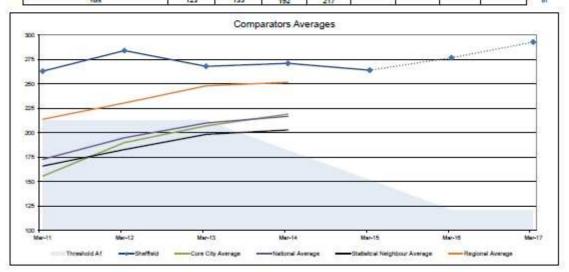


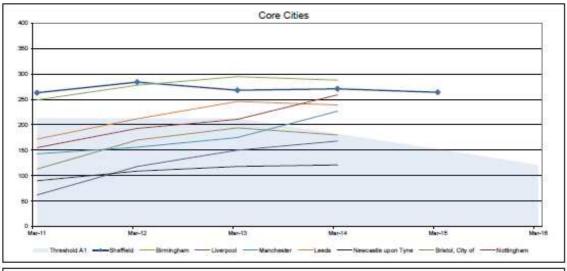


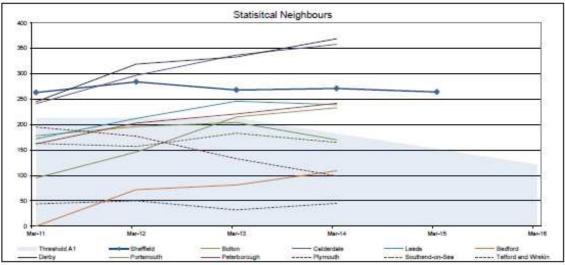


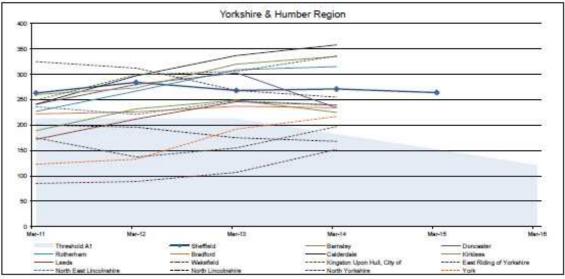


Adoption Scorecard - Published data (3 year averages) Data and graphs showing Sheffield and comparators performance in relation to the time between recieving court authority to place a child and deciding on a match to an adoptive family. 3 year average up until E15-14 Rank (of 150 LAu) Mar-11 Mar-12 Mar-13 Mar-14 Mar-16 Mar-18 Mar-17 Mar-18 Roting Calculation 293 Sheffeld 190 219 217 156 252 Regional Average Birmingham 143 239 100 17 54 ecade upon Tyne Nottinghism 145 102 246 239 11 147 369 215 221 133 242 99 50 45 elford and Wire 280 267 5 8 9 2 8 8 2 2 8 3 3 7 227 315 Rottertern 358 Bradford 337 East Riding of Yorkshire 44 65 81 175 168 192







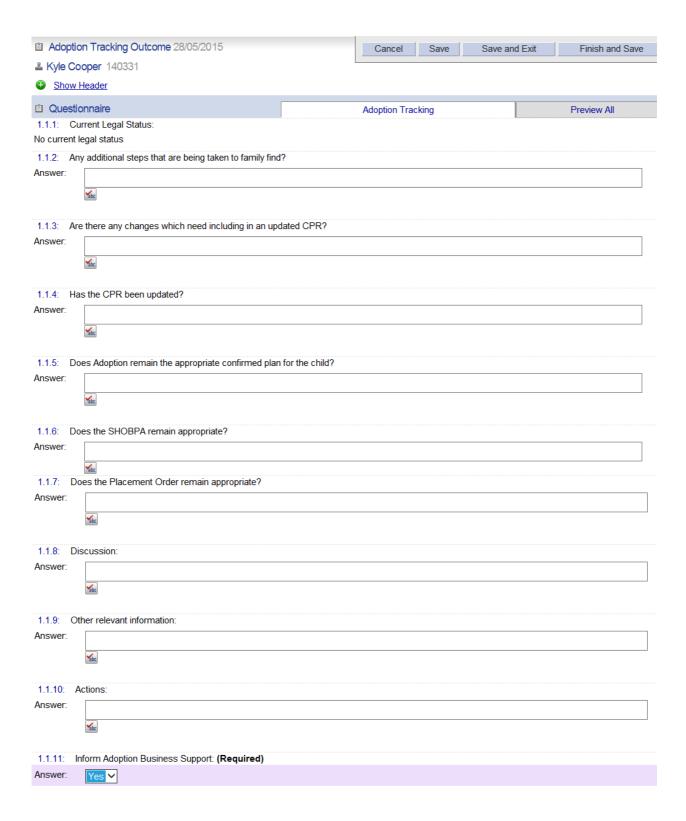


Adoption Milestones - 20-05-2015

Adoption Mileston	nes 20/05/2015	Cancel	Save	Save and Exit	Continue	Finish and Save
Dummy Dummy 7	770927					
Show Header						
Questionnaire	Adoption Milestones	Target Dates		Breakdown (Adoption	Service only)	Preview All
Questions coloure	ed green should be completed	d by the Adoption S	ervice b	lue will be complet	ted by the allo	cated Family Finder
	ons should be completed by the		Ci vice, D	ide wiii be comple	ica by the and	cated running rinder
NOTE: The adoption	n process can end at many points an	d for a number of differe	nt reasons.	If at any point after an	initial adoption	pack has been
requested it is decid	led that adoption should not be purs as been adopted then they will clos	sued then please contac	t adoption b	usiness support to cl		
				3		
1.1.1: Legal status h Person has no legal his	•					
	became the plan for the child:					
Answer:						
1.1.3: Date initial add	option pack sent to social worker:					
Answer:						
NOTE: Under norma	l circumstances we would expect th	e pack to be returned o	a decision	to be made that adopt	ion is not the ro	ute to be taken within 20
working days.						
1.1.4: Date complete	ed initial adoption pack received by adop	ption service:				
Answer:						
	sation meeting that decided to proceed	to SHOBPA:				
Answer:						
1.1.6: Date of adopti	on medical:					
Answer:	on medical.					
1.1.7: Date of SHOE	PA ADM:					
Answer:						
	Permanence Report:					
Answer:						
1.1.9: Date of Place	ment Order					
Answer:	mont Order.					

NOTE: The decision to progress with the prospective adoptive family must be made by the Social Worker within 5 working days of receiving the PAR. Once the decision to proceed has been made a visit to the prospective adopter(s) must be completed within 5 working days.

Adoption Tracking Outcome - 28-05-2015



Adoption Action Plan

	Objectives	Actions	Owners
Ī	Timescales in adoption	 Monthly City Wide Adoption Tracking Meetings 	Adoption, Fieldwork and IRS Service
	cases to be set and	Fieldwork Performance Meeting	Managers
	monitored with actions	Monthly IRS Performance meetings.	Assistant Director Fieldwork
	taken in agreed	 Use of performance management framework 	All Service Managers
	timescales, IRO reports	Supervision – monitoring and challenge	All Team Managers
	to evidence timescales	against agreed timescales	All Managers
	discussed and agreed	Recording of actions and decisions	
Ó	in relation to specific	 New timescales to be implemented in the 	All (social workers and managers)
ב	actions, supervision to	performance management framework i.e.	Service Managers
D	ensure that timescales	Annex A to be completed within 4 weeks of the	
\sim	are adhered to.	child being placed, life story to be completed	
		for matching panel, later in life letter to be	
		completed within 4 weeks of placement,	
		expectation that Adoption Order application will	
		be submitted within 11 weeks from placement	
		(any extension to this requires Adoption and	
		fieldwork Service Manager agreement, where	
		the adopters do not feel ready to submit the	
		application this must be reported to the service	
		managers for adoption, fieldwork and IRS in	
		writing with a proposed of how to support the	
		application being made)	
		 Training (adoption process, report writing, 	Independent training provider overseen by
		impact of delay on children, therapeutic input	Service Manager's
Ĺ		and support, Quality Assurance training to	

Page 65	Robust challenge by IRO's, team managers and managers at all levels and through tracking meetings, actions and decisions to be recorded (on carefirst) and followed	enable consistency, legal workshops to include adoption appeals, relinquishment and court timetabling) Process Maps of adoption process (including timescales) from decision to twin track to placement, adoption packs will be provided to all fieldwork teams & to IROs. Use of Family Group Conferencing at the earliest stage to ensure that all family members have been considered Clear oversight at Case Review Panel and city wide tracking meeting and actions followed up Provision of Adoption Milestones Report & notes from Adoption Milestones Report & notes from Adoption Racking Meeting to be provided to the ADM and feedback from ADM to fieldwork, adoption & IRS. Clear decision making & recording in looked after children's reviews Clear decision making and oversight in supervision and at tracking meetings decisions must be recorded with clear timescales and reviewed by IRO's, team managers and tracking meeting delay identified in tracking meetings Adoption Service Case Review Panel & Service Managers CRP & Service Managers Adoption Tracking Meeting Independent Reviewing Officer's All managers All Adoption, Fieldwork and IRS Service
	up with appropriate challenge through	highlighted with the relevant Service Manager Managers
	formal processes	
	Development of family	Family finding role to be expanded Adoption Service Manager The property of the field as a few party of the
	finders role to support field social workers	 Co-allocation with field social workers at point twin tracking is agreed, clearly defined

	when a decision to twin track is made	•	allocation agreement to be recorded on care assess Role will include building relationships with the child, gathering information from foster carers, support the completion of the life story work and make links earlier with adopters, review PAR's, decision making, profiling the child (including use of DVD's), family finder clinic, ability to undertake joint visits to adoptive family, role will come to an end once linking panel has taken place and updates completed to the ADM	Family Finders
Page 66	Completion and submission of paperwork (ADM, SHOPBA or Link) in appropriate timescales,		Timescales for submission to adoption panel to be adhered to Late submission can only be agreed at AD level	AD
	quality assured by managers prior to submission	•	Fieldwork ASM to attend Panel Prioritisation Meeting, Team Manager representation to only be used as a stand in. Where ADM dates are agreed outside of Panel this must be agreed between the fieldwork and Adoption ASM's and the Panel Advisor. Legal to send copies of all court memo's re ADM dates to Adoption Business Support and Panel Advisor	Fieldwork Assistant Service Managers Legal
	Recording to ensure accurate and up to date information is available in a timely manner	•	Case records to be competed in a timely manner Decision making to be recorded with clear timescales	Social Workers All Social Workers, Team Managers IRO's

		 LAC review reports to be SMART Adoption tracking meetings to be recorded on carefirst on the Adoption Tracking Meeting template with clear timescales of completion of specific tasks and reviews Recording on Adoption milestones report to be kept up to date Sample auditing framework to be devised Auditing framework to be implemented. Joint and thematic auditing 	Adoption, Fieldwork and IRS Service Managers Social Workers, Adoption Business Support, Family Finders Adoption, Fieldwork and IRS Service Managers Adoption, Fieldwork and IRS Service Managers Adoption, Fieldwork and IRS Service Managers Adoption, Fieldwork and IRS Service
Ъ	Reporting performance	■ Fieldwork OBM - monthly	Managers Service Manager's
age	and audit outcomes	Provider OBM - monthly	Adoption Service Manager
Jе	through agreed	IRS Performance Meeting - monthly	IRS Service Manager
တ	framework	Safeguarding and IRS Meeting - quarterly	IRS Service Manager
7		Priority 4 group – Permanence - quarterly	Service Manager's

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