

Central East Regional Adoption Agency: Full Business Case

Supporting the development of a Regional Adoption Agency

Note: This document is intended for the internal use of the three participating local authorities within the Central East Regional Adoption Agency for the purposes set out within it. It should not be distributed beyond authorised officers within those authorities without the express and prior consent of Sue Harrison, Director of Children's Services, Central Bedfordshire Council.

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REGIONAL ADOPTION AGENCY FULL BUSINESS CASE

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1. ABOUT THIS DOCUMENT

This document is a Full Business Case ('FBC') setting out the case for the establishment of a Central East Regional Adoption Agency ('CERAA', 'RAA') between Central Bedfordshire, Bedford Borough and Milton Keynes Councils.

Its purpose is to support the three participating local authorities with a decision on the form and function of the RAA, including the proposed operating model and governance arrangements, and a plan for implementation.

It does so by setting out the strategic, financial and management case and a proposed detailed operating model. These are the outputs from a detailed design activity carried out between February and May 2018, in collaboration with all three local authorities, participating Voluntary Adoption Agencies (St Francis and Adoption Plus), and local adopters.

This FBC builds upon an Outline Business Case (OBC) produced in October 2017, which set out a proposed vision, a set of design principles, scope, an outline design and an initial assessment of the case for establishing the CERAA.

In January 2018 iMPower Consulting Limited ('iMPower') were asked by Central Bedfordshire (as lead local authority) to support the development of this FBC in collaboration with Central Bedfordshire Council (and the Project Manager appointed by the council).

This business case has been co-developed with the help and support of staff within the adoption services in each local authority and at each VAA.

2. EXECUTIVE SUMMARY AND RECOMMENDATIONS

Executive Summary

This FBC sets out the proposed vision, design principles, scope, operating model, legal form and governance arrangements (including funding formula), together with the associated costs, benefits and risks of establishing and operating such an agency.

Context

In 2015 The Department of Education (DfE) launched the Regionalising Adoption programme encouraging all local authorities (LAs) to work with other LAs and voluntary adoption agencies (VAAs) to regionalise their adoption services. This includes providing funding and support to LAs and the power to direct LAs to regionalise local services if required. Additionally, there is a statutory requirement for all local authority adoption services to join Regional Adoption Agencies by 2020.

The DfE aim is for RAAs to offer greater scale and consistency across adopter recruitment, matching and support to improve the extent and timeliness of adoption for children where it is in their best interest. In practice this means integrated delivery of these functions across a number of LAs (not necessarily within a traditional 'region'), under a single brand and management structure, and by a single organisation. Within this framework, the DfE have seven criteria for forming an RAA:

- Single line of accountability
- Core functions are transferred to the RAA
- Pan-regional approach
- Recruitment, support and matching
- Management responsibility
- Pooled funding
- Partnership with the voluntary sector.

As of May 2018 there were 10 operational RAAs incorporating 49 LAs. The projects under development cover a total of 90 LAs leaving only 13 LAs which are not part of an RAA.

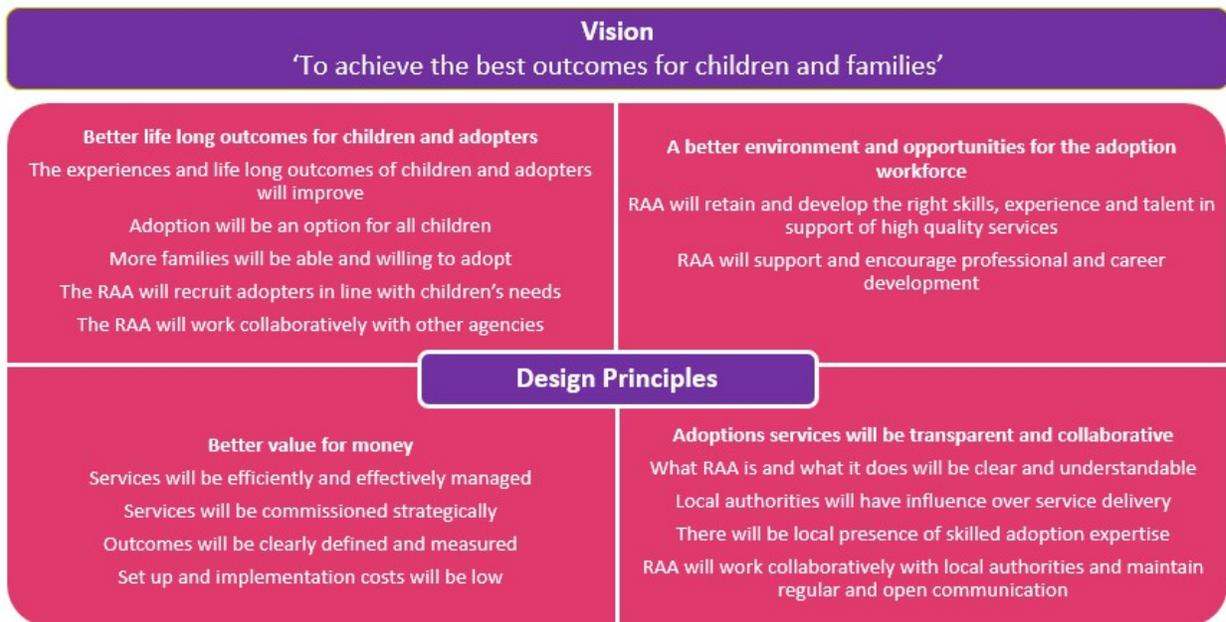
Introduction and approach

This FBC and the proposed operating model set out in this FBC has been developed in collaboration with stakeholders. Between January and May 2018 a detailed design exercise was completed with support from local authorities (Directors of Children's Services, Operational Leads, Finance Leads, HR leads, ICT leads, Legal leads), voluntary adoption agencies and adopters.

Strategic case

The operating model proposed in this FBC has been developed with the aim of improving the outcomes and experience of children and adopters, building on current strong performance across the three local authority partners. The overall vision for the RAA is ‘to achieve the best possible outcomes for children, and local areas – through high quality services that place children with the right adopters at the right time with the right support’.

Figure 2.1: Vision and design principles of the CE RAA



The proposed operating model aims to:

- Help more children to find a permanent home, reduce the time children wait to find a permanent home, and improve the experience for children and adoptive families
- Achieve fewer disruptions and breakdowns due to more effective and sector leading adoption support.
- Deliver cost savings/ avoidance as a result of fewer children in care and/ or children spending less time in care
- Deliver cost savings through the identification of efficiencies from improved practice and performance (reduced delivery costs per placement).

Financial case

The finance work undertaken with finance leads from each LA has established 2018/19 baseline budgets for adoption using a consistent methodology. It is proposed that the sum of these would be the initial contributions to the operating costs of the RAA, and would form the affordability envelope for the new RAA operating model.

The RAA proposed staffing model has been costed and is £19k more than the baseline staff budget of £1.3m. To complete the costing of the RAA new operating model, non-pay costs have been added by aggregating the three existing budgets. Net Inter-agency fee budget has been set at zero, in line with existing budgets, which is considered a prudent position. Overall the RAA budget indicates that the model is broadly affordable subject to some key financial risks.

The potential financial benefits from the RAA operating model arise from increasing capacity and capability to place more looked after children with adoptive families and the avoidance of costs relating to care. The operating model also has the potential to improve operational efficiency to enable additional placements or to yield savings in the future.

Management case

A plan has been produced setting out the activity required to implement the RAA and support implementation activity. This is summarised below:

- The implementation period will run from June 2018 to go-live on 1 April 2019
- The RAA Head of Service will be appointed and lead the implementation from 1 September 2018
- There will be a formal staff consultation and formal process for matching staff to the new structure before go-live
- The employment model proposed is to second staff from Bedford and MK to the RAA
- There will be a 6 month period after go-live where staff will work through their existing cases and transition to their new roles.

A key piece of work in the implementation period will be the negotiation and sign-off of an RAA legal Agreement.

The RAA will receive a grant for implementation costs. This is subject to confirmation but is expected to be £120k. Paying for the Head of Service to be in post from September to lead the implementation will be a key expense against this budget. There is a risk that this grant may be reduced.

RAA operating model and governance arrangements

The proposed operating model is designed to focus on achieving the best possible outcomes for children and adopters, and delivering one set of processes and practice used by all adoption staff. In summary, it will include the following elements:

- One Head of Service with overall responsibility for delivery and performance improvement
- Roles organised into three specialist teams, each with a dedicated team manager reporting into a Head of Service:
 - **Recruitment and assessment team:** Team Manager, Learning and Development Officer, Marketing Officer, Adoption Social Workers, Assistant Social Workers, Business Support
 - **Matching and family finding team:** Team Manager, Family Finder Social Workers, Assistant Social Workers and Business Support

- **Adoption Support Team:** Team Manager, Adoption Support Social Workers, Business Support
- Other roles reporting directly into Head of Service including Panel Adviser and Panel Support
- **Prospective adopter and other enquiries** managed centrally through one website, telephone number and central locations
- **Recruitment and Assessment Team** and **Adoption Support Team** to deliver across boundaries of all three LA areas, working from three bases in Bedford, Central Bedfordshire and Milton Keynes
- **Matching and Family Finding Team** based locally and co-located with Children’s Social Work teams (these teams will be the key interface with the three LAs and work to embed early permanence).

A local authority-hosted model is the proposed legal and contractual form for the delivery of the RAA. The roles of each partner LA in relation to the RAA is determined through a legally binding RAA Agreement. Strategic oversight and decision making will be provided by an RAA Board, which will include the three LA DCSs as well as representatives of the VAAs. In addition, there will be an Operational Board which will support and guide the Head of Service with the operational management of the RAA. This will link the RAA firmly into the wider children’s services operating in each LA.

The financial model for the RAA, which will be set-out in the legal agreement, is essentially one of budget pooling and risk sharing. In summary the key features are:

- A single RAA budget with contributions from each LA in the first two years in proportion to their share of the 2018/19 agreed budget baselines
- No inter-agency fees between the LAs in the RAA
- Risks of over spending to be shared between the LAs on the basis of their agreed budget shares.

Recommendations

This FBC makes five key recommendations for the development of the Central East RAA:

1. Agree to establish a Central East RAA based on appraisal of the strategic, financial and management case set out in this document
2. Agree the proposed operating model, employment model and governance arrangements
3. Proceed to implementation and design phase in June 2018, as defined in the implementation plan, working towards proposed go-live on 1 April 2019
4. Agree the implementation plan set out in the management case including timescales and costs, and
5. Further clarify and formalise the role of the two participating VAAs in the governance and delivery of the RAA.

3. CONTEXT

3.1 National context

In 2015, DfE launched the Regionalising Adoption programme, encouraging all LAs to work with other LAs and voluntary adoption agencies (VAAs) to regionalise their adoption services, and consider the use of alternative delivery models for adoption services, at greater scale.

This followed a concerted and high-profile policy push by the previous administration to improve the timeliness and level of adoption. Alongside reforms to adopter recruitment and support, and to the process for moving children through the system in readiness for adoption, significant grants were provided to both LAs and VAAs.

The Regionalising Adoption programme was launched with the aim of enabling the adoption of more children more quickly. In launching this programme DfE indicated the opportunity for regional adoption agencies to:

- Speed up matching and improve the life chances of neglected and damaged children;
- Improve adopter recruitment and adoption support, and;
- Reduce costs through realising economies of scale and scope.

In July 2016 DfE published 'Putting Children First: delivering our vision for excellent children's social care'. This set out an expectation for:

- All LAs to become part of a RAA by 2020;
- RAAs to have one pool of adopters and one pool of children;
- VAAs to be integral in their design and delivery, and;
- RAAs to deliver adopter recruitment, assessment and matching functions.

There are now a range of RAAs in different stages of development across England. The support offered through Regionalising Adoption Programme includes:

- Dedicated support and guidance from a DfE-appointed coach;
- Financial support for design, development and implementation, and;
- Sharing of learning, insight and approaches between RAAs in development, through a knowledge hub and national learning events.

The guidance from DfE was that local authorities must meet seven criteria when designing their RAAs in order to be legitimate. The seven criteria for an RAA are:

- Single line of accountability

- Core functions are transferred to the RAA
- Pan-regional approach
- Recruitment, support and matching
- Management responsibility
- Pooled funding
- Partnership with the voluntary sector

As a result, many of the RAAs are working towards an LA-hosted model which involves a LA delivering the RAA on behalf of other LAs without the establishment of a new entity. As of May 2018 there were 10 operational RAAs incorporating 49 LAs. The projects under development cover a total of 90 LAs, leaving only 13 LAs which are not part of an RAA.

3.2 Local context

Initial proposal for Central East RAA

In its original format, under the leadership of Coram (a Voluntary Adoption Agency) Central East consisted of: Bedford Borough Council, Buckinghamshire County Council, Cambridgeshire County Council, Central Bedfordshire, Northamptonshire County Council, Norfolk County Council, Milton Keynes Council (joined in June 2016), Coram Cambridgeshire Adoption (VAA), Adoptionplus (VAA) and St Francis' Children Society (VAA)

RAA projects underway are classified by DfE as being either 'scope and define' or 'develop and deliver' RAAs. The Central East RAA was identified as a 'Develop and Deliver RAA' and was awarded a grant for the full amount requested, as it was regarded as being able to move forward quickly towards design and implementation. The second phase of the Central East RAA activity commenced in April 2016, and after a successful bid, further funding was agreed.

Design and development of the Central East RAA focused on the following areas of work:

- **Establishment of best practice through Regional Hub:** Locally nominated Adoption Operational leads across the seven LAs and three VAAs worked together to identify best practice in the delivery of adoption services with a focus on: Adopter recruitment, assessment and training; Family finding; and Adoption support. The Regional Hub started work on pooling, linking and matching children and adopters across the participating LAs and VAAs. While there was an emerging consensus among Operational Leads on the design, due to the Hub's premature closure there was no formalised agreement on the scale, scope and design of the Central East RAA through this work.
- **Cost and funding of Central East RAA:** Coram led work capturing data from participating LAs to establish a baseline in terms of cost, performance and people. This provided an indication of the number of managers and staff, costs and potential performance but when

the work ceased some questions remained open regarding the costing methodology, and the subject of which LA pays what, why and when was not at that time broached.

- **Identification of optimal legal form for Central East RAA:** Coram led an exercise with legal support from BWB to identify the best form for the Central East RAA in terms of ownership, control and the legal entity. The option recommended was one in which LAs to commission a VAA to deliver the RAA through an 'Innovation Partnership'. The option for an LA hosted model was previously discounted on basis that there was no LA appetite for taking on the host role.

June - October 2017: Central Bedfordshire led proposal and Outline Business Case

In June 2017 the LA representatives reconsidered the 'Innovation Partnership' model, and highlighted potential conflicts of interest. At this stage the LAs decided to take on the lead project management role.

Central Bedfordshire Council agreed to play a 'Sponsor' role on behalf of Central East RAA and, in August 2017, appointed iMPower on behalf of other participating LAs to support the development of an OBC.

Between August and October 2017 an OBC was co-developed by the participating local authorities (Directors of Children's Services, Operational Leads, Finance Leads) and voluntary adoption agencies.

February – May 2018: Detailed design and development of Full Business Case

Between February and May 2018 the focus of participating local authorities, and Central Bedfordshire Council as lead, was on the following activities:

- Deciding the configuration and scope of the Central East RAA
- Determining the activity and resources required to design the RAA and develop an FBC
- Setting up project governance and five workstreams focused on the following: Practice and organisational design; Governance and legal; Human resources; Finance and performance; ICT and property
- Arranging a further programme of adopter engagement to underpin and inform the design work, and
- Completing the detailed design of the RAA and developing an FBC, including an operating model and implementation plan.

At the outset of this phase of work, the membership of the RAA reduced from the original seven participating authorities (Central Bedfordshire, Bedford, Milton Keynes, Buckinghamshire, Northamptonshire, Cambridgeshire and Norfolk) to Central Bedfordshire, Bedford and Milton Keynes. This decision was made by the DCS group on 19.03.18. The decision taken was the outcome of a process which involved capturing the views and positions of each of the original seven on their appetite for future participation, their preferred RAA partners and preferred RAA model

Following completion of the detailed design of the RAA and the development of a FBC, focus will move to implementation working towards an RAA go-live date of 1 April 2019.

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4. INTRODUCTION AND APPROACH

4.1 Project methodology

Between February and May 2018 work was undertaken to complete a FBC for the Central East RAA, including the detailed design of the operating model.

Project workstreams

This work was delivered through five workstreams aiming to develop the detailed design of the RAA and business requirements. Each workstream had representatives nominated from each local authority according to their role. For example, the People workstream was attended by HR representatives. A set of key questions were identified for each workstream that needed to be answered to deliver this. These questions and the identified method for answering each of these is set out in the table below.

Table 4.1.1: Project methodology

Required for FBC	Key questions identified	Method
Organisational design	1. How will the new service work in the best interests of adopters and children? (pathways and processes, including child's journey to permanence on the LA side)	Developed through a series of five design workshops, with staff from all three LAs and two VAAs.
	2. How will the functions/teams be organised in the new service?	Tested and further developed with Implementation Group (Adoption Leads for each LA and VAA representatives).
	3. What are the roles to deliver the service? (structure and management)	Identified staff capacity requirements and FTE from baseline cost and performance information collected.
	4. How many FTE staff are required to deliver across the roles?	
	5. What will be directly delivered vs. commissioned?	
	6. What are the main requirements for supporting infrastructure?	
	7. How will the RAA transition to the new arrangements?	
Identify governance and	1. How are children and adopters involved?	Developed through engagement with legal
	2. How will the operating model meet the requirements of the DfE?	

Required for FBC	Key questions identified	Method
legal arrangements	<ol style="list-style-type: none"> 3. How will strategic decisions be made by all partner LAs and be formed in contract? 4. How will partner LAs manage the contract with the RAA? 5. How will disagreements or variations in performance and spend be managed? 6. How will the RAA transition to the new arrangements? 7. Is TUPE triggered or is secondment an option? (Impact assessment) 8. How will information be shared safely and securely? 9. What contracts must be novated and how? 	<p>representatives from participating LAs</p> <p>Tested and further developed with Implementation Group and RAA Board.</p> <p>Informed by example agreements developed by other RAAs.</p>
Identify people implications and requirements	<ol style="list-style-type: none"> 1. What are the job descriptions for each role in the RAA? 2. How will staff be inducted? 3. How will workforce development be managed? 4. How will multiple terms and conditions be managed? 5. How will staff be consulted? 6. How will communication work in the new service? 7. How will the service manager be recruited? 8. What are the business support requirements and roles and how will they be delivered? 9. What liabilities will transfer? (pension, redundancy, insurance and other responsibilities) 10. How will the RAA (and staff) transition to the new arrangements? 	<p>Established through a series of three 'people' workshops with HR leads from all three LAs.</p> <p>Tested and further developed with Implementation Group and RAA Board.</p>

Required for FBC	Key questions identified	Method
	11. Who will manage HR and payroll functions?	
Identify finance and performance arrangements and requirements	<ol style="list-style-type: none"> 1. What are the baseline performance and costs for each LA? 2. How will performance be measured? 3. What performance is expected? 4. What cost is expected? 5. How will the new service be paid for in different performance circumstances? (funding formula) 6. Who will provide financial support services and at what cost? 	<p>Established through a series of meetings with finance leads from all three LAs.</p> <p>Collection of financial and performance information from LAs.</p> <p>Modelling of potential cost and performance.</p> <p>Development of a performance framework for Central East</p>
Identify ICT and location requirements	<ol style="list-style-type: none"> 1. Where will each role be located? 2. Which roles will be located locally vs. centrally and at what cost? 3. How will infrastructure overheads be sized and recharged? 4. How will equipment be provided and at what cost? 5. What case management and other systems will be used? 6. What are the data / ICT migration and training requirements? 7. How will we ensure the IT systems are integrated with all partner authorities? 	<p>Established through individual meetings with service leads and ICT/data leads at CBC.</p> <p>Shared and tested and with Implementation Group.</p>
Strategic case	<ol style="list-style-type: none"> 1. What is the strategic case for establishing the Central East RAA. 	<p>Through identification of the benefits of establishing the RAA, and the 'minimum expectations' of the Department for Education to be met for local authorities to be in compliance with</p>

Required for FBC	Key questions identified	Method
		government policy and legislation.
Management case	2. To appraise the management case for the implementation and delivery of the Central East RAA (including cost and timescales)	Through appraisal of proposed management of implementation and operational delivery of the RAA.

Service design workshops

Five workshops were held in from February – May 2018 with a focus on establishing the ideal child and adopter experience, RAA pathways and processes and RAA functions and roles. This workstream was comprised of representatives from the two VAAs and nominated staff from within the adoption services in each local authority. This included social workers and management. The working groups developed recommendations to the questions set for the design workstream in the table above.

Table 4.1.2: Service design workshops

Workshop	Workshop 1	Workshop 2	Workshop 3	Workshop 4	Workshop 5
Title	Developing our ideal adopter journey	Developing our ideal child's journey	Developing RAA/ council pathways and processes	Developing adoption Support baseline and options	Developing functions and roles
Purpose	To develop our ideal adopter (and birth parent) journey and identify what this 'looks and feels' like at each stage – to provide a set of principles to guide the design of service.	To develop our ideal child journey and identify what this 'looks and feels' like at each stage – to provide a set of principles to guide the design of the service.	To establish ideal pathways and processes in and out of RAA, and between councils and VAAs across the adoption process.	To establish a baseline for adoption support in terms of volumes, activity and interventions, and options for future delivery.	To develop and agree outline job descriptions for all roles in service and preferred option for configurations of roles and structure.

Workshop	Workshop 1	Workshop 2	Workshop 3	Workshop 4	Workshop 5
Outputs	Agreed 'Ideal' adopter experience – as first person 'pen picture', and accompanying set of principles; Activities, events, timescales and roles required to deliver our ideal experience (as a process map)	Agreed 'Ideal' child experience – as first person 'pen picture', and accompanying set of principles; Activities, events, timescales and roles required to deliver our ideal experience (as a process map)	Proposed approach to managing links and dependencies across child and adopter journeys and between RAA and LAs Agreed RAA roles and functions;	Baseline for adoption support in terms of volumes and activity (collected subsequently from teams). Options for future delivery of adoption support.	Outline job descriptions for all roles in RAA; Preferred option for configurations of roles and teams within service.

Key project meetings

Over this period a range of meetings were held with representatives from all three LAs and VAAs to support the development of the Full Business Case. The detail of these is set out in the table below.

Table 4.1.3: Schedule of meetings, February – May 2018

Meeting	Dates met	Attendees	Role
DCS Group	19.03.18 06.06.18	DCS reps from all 3 LAs	To make key decisions required to produce FBC
Implementation Group	08.02.18 08.03.18 05.04.18 08.05.18	Operational leads for adoption from all 3 LAs	To develop, test and recommend proposals in support of FBC, and provide information required

Meeting	Dates met	Attendees	Role
Design workshops	07.03.18 21.03.18 04.04.18 18.04.18 01.05.18	Adoption Leads, Team Managers and Practitioners from three LAs and VAAs	To design and co-produce operating model, process and principles.
Finance lead meetings	14.03.18 26.04.18 17.05.18	Finance leads from all 3 LAs	To develop a financial baseline and agree recommendation on RAA financial arrangements
HR lead meetings	01.03.18 15.03.18 12.04.18	HR leads from all 3 LAs	To compare terms & conditions and HR approach.

4.2 Adopter and child engagement

Adopter survey and focus groups, January 2017

During this phase of work the views and experiences of adopters were used to shape the vision and design principles and inform the design recommendations.

This drew on engagement with adopters and adopted people to support the development of the Central East RAA completed by Coram in the previous phase. An adopter survey carried out in January 2017 had 77 respondents, and this was accompanied by a number of focus groups, producing some common themes and findings:

- Most had a good experience and agreed that the adoption services they accessed had been helpful, and that adoption staff had been supportive, informative and understanding.
- Adopters noted that adoption staff played an important part in keeping them motivated during their adoption journey, and adopted adults highlighted that they benefitted from the emotional support provided by staff.
- In addition, both sets of respondents highlighted that they could benefit from the services operating more regionally; adopters were generally happy to travel to make the adoption

process timelier, and adopted adults believed that a larger agency could make things more efficient.

Adopter engagement, November to December 2017 (Adopter Voice)

Engagement with adopters was completed in November and December 2017, in partnership with Adopter Voice, who were funded by DfE to support LAs to engage with adopters and to support the development of Regional Adoption Agencies.

These adopter engagement events captured views and experiences building on the adopter engagement previously undertaken and were held on the following dates at the locations set out below:

- Cambridgeshire (03.11.18) 6 Adopters, 3 engaged electronically
- Bedfordshire (15.11.18) 5 Adopters, 2 electronically
- Buckinghamshire (28.11.18) 2 Adopters (1 approved/matching), 1 electronically
- Norfolk (05.12.18) 5 Adopters, 2 electronically

There were some common themes from this engagement which have informed the approach taken to design:

- Geographical area covered by the RAA – Adopters don't want to have travel further to access support/ therapeutic support.
- Lack of understanding around how to access adoption support - encountering issues with having to access adoption support via social workers – no ability to self-refer
- Concerns about potential dilution of support when transferred to RAA.
- Difficulties in education and lack of support/understanding of difficulties faced by adoptees in school and on use of pupil premium in schools.
- Would like more information on the role of the virtual school with adopted children in school.

Adopter engagement, February to March 2018 (Adopter Voice)

Further engagement with adopters in February and March in partnership with Adopter Voice with a specific focus on adoption support. These adopter engagement events captured views and experiences building on the adopter engagement previously undertaken and were held on the following dates at the locations set out below:

- Cambridgeshire (08.02.18), 2 adopters, 2 engaged electronically
- Central Bedfordshire/ Bedford ,6 adopters, 3 electronically

Adopter Voice sessions from the end of January to the beginning of March 2018 highlighted a disparity between the experiences of adopters in different local authorities in the region. In some areas, the negative experiences of some adoptive families have coloured their view on post-adoption services and impacted upon their willingness to get involved in supporting other families.

In other areas, access to post-adoption support has been more positive and joined up. In general, access to information on what services are available and how to access support is inconsistent and those services themselves are disjointed.

Adopter engagement, June 2018

iMPower facilitated two adopter workshops, hosted by Adoptionplus and St Francis' Children's Society. There were adopters present from each participating local authority and the two VAAs. These workshops captured feedback on the RAA design principles and vision, their priorities for an RAA and their views on the proposed operating model. Details of the two events are set out below:

- St Francis' Children's Society (04.06.2018), 7-9pm 11 attendees.
- Adoptionplus (05.06.2018), 10am -12pm, 3 attendees

When asked what their priorities for an adoption service would be both groups were in general agreement that the following aspects were important to them:

- Locally delivered support services, with a personal approach from social workers.
- Consistency of social worker practice, the service and the process across the RAA
- Trust between social workers and adopters throughout the process and post-adoption
- Support that promotes long term stability for families in the region
- Communication and good relationships
- Good working relationships with outside agencies (e.g. NHS, CAMHS, education)
- Opportunities to meet other adopters who were going through similar experiences as them, both formally and informally.

Feedback on the proposed RAA operating model, with specialist teams for each function was overall positive in both sessions. Adopters acknowledged that the arrangement would allow staff to share support and expertise across the RAA, but were concerned about potential disruption to the support they currently receive from each LA, and whether the RAA would be used as a reason to reduce service provision. Both groups were supportive of the RAA having a core offer for post-adoption support and the support being offered as part of an early intervention and prevention model.

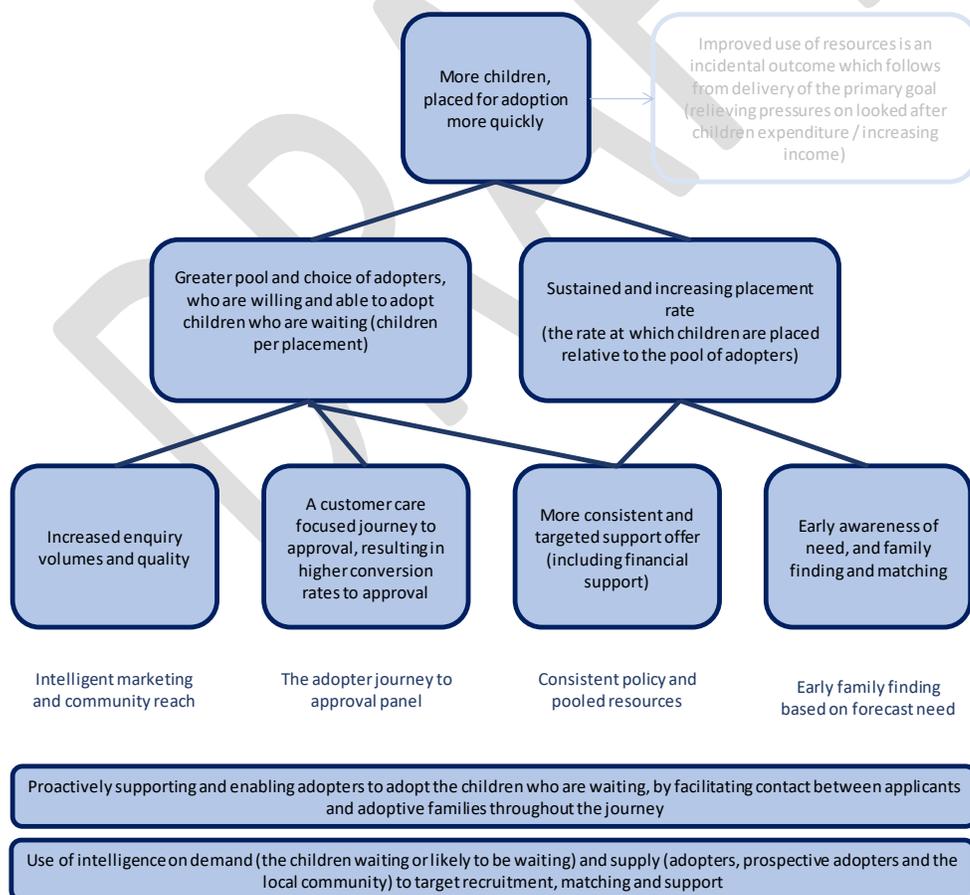
Both groups also gave feedback on the design vision and principles which have been incorporated in this document.

5. STRATEGIC CASE

5.1 Benefits targeted

The proposed RAA operational model has been developed with the aim of delivering a set of identified benefits for adopters, children and local areas. Central to these is the aim of improving the outcomes and experience of children and adopters and enabling a better use of resources. The performance of all three local authorities is strong as demonstrated by Ofsted inspection outcomes (all received 'good' for adoption) and DfE Adoption Scorecard statistics.

At the recommendation of the Implementation Group the proposed model provides the best opportunity to further improve adoption performance and outcomes achieved for children and adopters these benefits, which will be tracked through the application of an outcomes and performance framework (**Appendix B**). The diagram below sets out how the proposed RAA will maximise the opportunity to realise benefits for children, adoptive families and local authorities. *Figure 5.1.1: Benefits targeted from proposed RAA model*



By improving adopter recruitment (choice), improving linking and matching by operating at greater scale and making use of best practice across the three LA areas, the new RAA will aim to deliver the following benefits:

- More children finding a permanent home;
- Reduction in the time children have to wait to find a permanent home;
- Fewer disruptions and breakdowns due to more effective and pre and post adoption support;
- Delivery of cost savings/avoidance as a result of fewer children in care and/or children spending less time in care;
- Delivery of financial economies and efficiencies from improved practice and performance (reduced delivery costs per placement) – management, operational and infrastructure;
- Additional income from ‘exporting’ more adopters;
- Improved outcomes for children and wider society as a result of adoption and more timely adoption, and;
- Improved quality and consistency of experience across the adoption journey for children and adoptive families.

5.2 Department for Education (DfE) strategic direction

Government policy requires LAs to establish Regional Adoption Agencies and DfE is supporting LAs to establish these through financial grants, guidance, and coaching. There are also statutory levers through which local authorities may be compelled to establish RAAs. As of May 2018 there were 10 operational RAAs including 49 LAs. The projects under development cover a total of 90 LAs leaving only 13 LAs which are not part of an RAA.

In October 2017, DfE set out a number of minimum expectations for how RAAs must be configured (shared by Robert DeMont on 12th October 2017), which have informed the development of the proposed operating model. The requirements are as follows:

- **Single line of accountability:** The new body must be in a position to act as a single entity on behalf of the individual authorities.
- **Core functions are transferred to the RAA:** As set out in the policy paper ‘Regionalising Adoption’, RAAs need to be responsible for recruitment, matching and support.
- **Pan-regional approach:** The new body should have a regional reach as far as its key functions are concerned, particularly on family finding and matching.
- **Recruitment, support and matching:** It is essential that RAAs drive forward the recruitment of new adopters utilising a wider geographical base audience to increase the

scope for more matching and ultimately increasing placement opportunities. It is believed that this will be particularly helpful in assessing adopters for harder to place children.

- **Management:** Each RAA should appoint a Head of Service with line management responsibility for staff within the RAA.
- **Pooled funding:** LAs need to pool their adoption funding into one funding pot that is managed by the RAA.
- **Partnership with the voluntary sector:** VAAs have an important role to play in the provision of adoption services. RAA plans need to involve them in the design and implementation work, and to consider their role in the delivery of services.

The table below considers the proposed RAA model against each of these criteria:

Table 5.2.1: RAA compliance with DfE requirements

DfE criteria	CE RAA compliance
Single line of accountability	There will be a Head of Service with a direct line of accountability to the host authority Director of Children’s Services and the RAA Board.
Core functions are transferred to the RAA	Adopter recruitment and assessment, Family Finding, and Adoption Support are managed and delivered by the RAA.
Pan-regional approach	The RAA covers Bedford, Central Bedfordshire and Milton Keynes.
Recruitment, support and matching	The RAA will be recruiting adopters on behalf of the three local authorities and will manage assessment, recruitment, matching and adoption support.
Management	There will be a single Head of Service for the RAA and an Operational Board.
Pooled funding	There will be a single RAA budget with an agreed funding formula and mechanism to share risks and rewards. There will be no inter agency fees between the RAA members.
Partnership with the voluntary sector	The two VAAs have been included in the design process and will have representation on the RAA board.

6. FINANCIAL CASE

6.1 Introduction

The financial case sets out the costs of the proposed new RAA operating model compared with the baseline budgets of the three existing adoption services, to demonstrate affordability. This section also summarises the potential financial benefits and risks identified.

6.2 Establishing the Budget Baseline

A financial baselining exercise was undertaken to cost the three existing LA adoption services. This work was part of the Finance Workstream which was led by the Project Manager who worked with a finance lead from each LA. The following approach was used:

- The cost base used was 2018/19 base budgets
- In addition to staff and non-pay items in the adoption budgets (direct costs) – material staff and non-pay costs from other budgets in the relevant department were included – for example staff shared with fostering services or advertising budgets (indirect costs)
- Central overheads were excluded as were management costs for any roles senior to the Service Lead
- To give consistency - where some direct budgets included items (such as property related expenses) that others did not include these were excluded from baselines.

For completeness and transparency, a standardised cost collection template spreadsheet was used with accompanying guidance notes. 2017/18 projected actuals were also collected for comparisons and reconciliations were provided to explain variations between outturn 2017/18 and 2018/19 budget. The non-pay budgets were summarised by the Project Manager and compared for completeness and consistency by the finance leads.

Appendix D provides more details of the financial information returned of each LA and a detailed combined baseline statement is provided at Appendix E. A summary of the combined baseline is provided in the table below:

Table 6.2.1: Summary Baseline

	CBC	BB	MK	Total
	£000s	£000s	£000s	£000s
Direct Adoption net Budgets 2018/19	955	811	974	2,740
Less: Adoption Allowances	-388	-330	-499	-1,217
Relevant direct budget	567	481	475	1,523
Less: Items removed from baselines	-39	-6	-5	-51
Direct Budgets in LA returns	528	475	469	1,472
Add: Relevant/Material Indirect costs	21	44	4	69
2018/19 Baseline/LA returns	549	519	473	1,541
	36%	34%	31%	

This agreed baseline sets the affordability envelope for the RAA based on 2018/19 costs.

6.3 Costing the New Operating Model

The RAA design process and resulting new operating model is described in Section 8. This process included identifying a new staffing structure (Section 8.6). The staffing levels required were determined by the Implementation Group (Adoption Service Leads from Central Bedfordshire, Bedford and Milton Keynes). Regard was given to the tasks defined for each position as well as the anticipated level of activity. This was then compared with the existing overall level of staff and staff budget to sense check it and to assess affordability.

The staffing structure was costed using weighted gross salaries (including on costs) for each role derived from the 2018/19 budget information collected. This was multiplied by the number of FTEs required for each role in each of the specialist teams identified. The full costing staffing structure agreed with the Implementation Group is provided in **Appendix C** and this is summarised and compared with the baseline staff budget as follows:

Table 6.3.1: Staffing Budget

Staff Summary	Budget Baseline		RAA Budget	
	FTE	£	FTE	£
Head/Team Leaders	2.80	186,446	4.00	278,009
Qualified	17.60	878,679	16.00	795,116
Unqualified/Other Professionals	4.38	147,370	5.00	162,520
Support	3.86	89,199	3.50	85,233
	28.64	1,301,694	28.50	1,320,879
Shortfall				- 19,185

The non-pay expenditure (after netting off Adoption Support Fund income) is only 14% of the total net baseline budget. The non-pay budget for the RAA was built-up by aggregating the three existing non-pay budgets. There has been no attempt at this stage to “re-zero” the non-pay budget and, although there may be opportunities to rationalise the use of budgets, there was no immediate identifiable savings.

The most significant non-pay budget relates to expenditure on contracted professional services including those supplied by VAAs (therapy/counselling etc) to provide adoption support. This is £412k but is largely funded by individual claims and receipt of Adoption Support Grant (£359k)

The overall RAA budget, including pay and non-pay, is £1.92m with £0.34m budgeted for ASF leaving a net budget of £1.54m. This is £19k more than the financial baseline. The summary RAA budget is provided below, with staffing numbers arranged by function.

Table 6.3.2: Summary RAA Budget

Expenditure	FTE	Full Year £000s
Employees		
Head of Service	1.00	77
Recruitment of Adopters	11.50	500
Family Finding	6.00	296
Adoption Support Service	8.00	368
Panel Management/other support	2.00	79
	28.50	1,321
Inter Agency Fees		0
Other Expenditure		
Staff Related		47
Panel Member Fees/Expenses		45
Contracted services		412
Subscriptions/Licenses		25
Other Expenditure		36
Other support to Clients		33
		598
Total Expenditure		1,919
Income		
ASF		-359
LA Baseline Contributions		-1,542
Shortfall		19

The £19k shortfall is related to the staff budget. This will be reviewed as the staffing arrangements are considered in more detail during implementation, however, at this stage the Implementation Group were not able to identify savings to cover this shortfall.

6.4 Financial Benefits and Risks

Financial Benefits

Achieving better value for money is a key component of the performance framework and as the RAA is established and operational, this will be tracked through the Key Performance indicators. Improved value for money is planned to be achieved by:

- Increased numbers of adopters recruited by better and more targeted recruitment, more timely and supportive assessment, training and approval processes
- Recruiting and supporting adopters capable of caring for children with more complex needs – reducing the need to place these children elsewhere or remaining in Fostering
- Improving assessment/training processes, matching and support to reduce breakdowns
- Promoting adoption as a permanence solution and early interventions/tracking to reduce children's time in care

- Improved matching and placement processes to reduce the time for Child to be adopted

Predicting the workload of the RAA and the number of LACs suitable for adoption is challenging. There are factors, particularly the decisions made by the Courts, that can cause numbers to vary greatly which are outside the full control of the LAs and adoption services. It is apparent from the work undertaken to establish the RAA activity baseline for each LA's activity is very variable year on year for both adopters recruited and child placements made. It is also evident that performance data is not readily available and consistent.

In view of the above, it is not proposed to quantify the operational or wider financial benefits of establishing the RAA. However, it is logical that the benefits of scale and the planned improvements to processes will lead to better use of resources and potential wider cost avoidance by more children being adopted from care whatever the underlying social or legal environment. Bearing in mind that average care costs for looked after children are in the order of £35k per year, the generation of even a few extra adoptions per year can cumulate to a significant cost avoidance.

Table 6.4.1: Illustration of potential cost avoidance as a result of placement growth

	Y1	Y2	Y3	Y4	Y5
	2019/20	2020/21	2021/22	2022/23	2023/24
Child Placement Growth	0.0%	4.0%	4.0%	4.0%	4.0%
Activity Base - Child Placements	60	62	65	67	70
Change between Years		2	2	3	3
Change from Base year		2	5	7	10
Impact on LA Costs	£000s	£000s	£000s	£000s	£000s
- LAC Care Cost Savings		-84	-171	-262	-357
- Adoption Allowances		12	24	37	51
Net Cost Avoidance		-72	-147	-225	-306
Key Assumptions	£000s				
Average LAC care costs	-35				
Saverage Adoption Allowances	5				

The scenario above assumes a 4% increase from Year 2 in LAC placements from the base level of 60 placements. This assumes that this growth is met by RAA generated Adopter Households and that the additional activity can be provided by improving productivity of the planned workforce. By year 5 this growth represents 10 additional adoptions. After allowing for average costs of adoption allowances this represents net cost avoidance on care costs of an estimated £306k per year.

Improving performance management by closely monitoring and reporting on performance against key performance indicators is an important benefit of the RAA compared with the current situation. The RAA Board will need to exercise judgement in the future balancing

pressures to achieve operational savings with the impact upon the quality of support provided to adopters and children and the likely impact on LAC numbers.

Another key financial benefit of the RAA is reducing the risk of variations in activity year on year resulting in large “swings” in net Inter Agency fees – the difference between fees incurred by placing children outside the LA and fees received for placing children from other LAs with the LA’s adopters. The table below summarised net IAF over the last three years:

Table 6.4.2: Net Inter Agency Fees

	2015/16 Actual	2016/17 Actual	2017/18 Projected	2018/19 Budget
	£	£	£	£
Central Bedfordshire	214,858	28,468	-151,527	0
Bedford Borough	57,500	118,421	29,700	0
Milton Keynes	-87,388	-127,079	-10,319	0
	184,970	19,810	-132,146	0

Note : This excludes Inter Agency Fees Grant

Central Bedfordshire in particular has experienced a large swing from year to year. Under the RAA Agreement, there would be no inter-agency fees between the three LAs and a single net budget for IAF which is set at zero in the 2018/19 baseline and RAA initial budget. Therefore the risk of an overspend on this significant and variable budget line is effectively shared between the LAs.

Key Financial Risks

Inter Agency Fees

The running costs of the RAA are predominantly staff and are largely fixed within the expected range of activity. The key financial risk when the RAA is operational is a variation in activity leading to an overspend on inter agency fees. As IAF fees are individually material (£27k for a single child) small variations in numbers can lead to a relatively large surplus or deficit against the net IAF budget. Numbers could vary due to shifts in:

- Performance - recruiting and placing more or less local adopters, or
- Demand – a change in the numbers of looked after children where adoption is identified as the best permanency solution.

The RAA net inter agency fee budget has been set to zero (as shown in Table 6.4.2) in line with the three LA adoption budgets. Overall it is quite a prudent position as it does not anticipate achieving all or part of an overall net income of £132k as was outturn in 2017/18. Clearly RAA performance and demand, and the inter agency fee budget, will need to be monitored closely as the RAA beds-in. However, as stated above the pooling of the inter agency fee risk in the RAA with the larger numbers of children placed in a year will help to eliminate some of the swings that individual LAs have had in the last few years (see table 6.4.2 above).

Indirect Budgets

The finance workstream were concerned to highlight that there is a component of the financial baseline which is not directly in the adoption budget and can therefore not automatically be “released” for the RAA. These are relatively small in the overall baseline and are analyses in the table below:

Table 6.4.3: Indirect Adoption Costs

Indirect	FTE	£			
Marketing/Training staff	1.38	56,227	Staff shared with Fostering		
Indirect support staff	0.36	3,966	Business support staff		
Indirect non-staff		9,000	Advertising budget shared with Fostering		
Total Indirect	1.74	69,193			

The advertising budget at CBC is shared with Fostering and can therefore be made available for the RAA. The other indirect costs are staff in shared posts or providing business support. These posts support adoption but practically as shared posts may not be able to move to the RAA. Resources may however be able to be freed by internal reorganisation or redeployment this staff time.

Host Support Costs

The RAA host, CBC, will require additional finance, IT, data support and HR to operate the RAA and provide the performance information to the RAA Board, Operational Board and Head of Service. This will be key to achieving the benefits and transparent partnership working. This

will need to be worked through with service agreements to define the services provided and the cost. However, a provision of £60k seems a reasonable estimate. There appears little scope in the relatively small RAA non-pay budget to absorb these costs and therefore this is added to the RAA budget either to be met by an additional charge or by identifying staff savings to keep overall costs within the affordability envelope.

Other key financial risks concern the accuracy and completeness of budgets and the potential for an overspend on the Implementation Budget. The risk log in Section 7.4 outlines the financial risks to the RAA and participating LAs.

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7. MANAGEMENT CASE

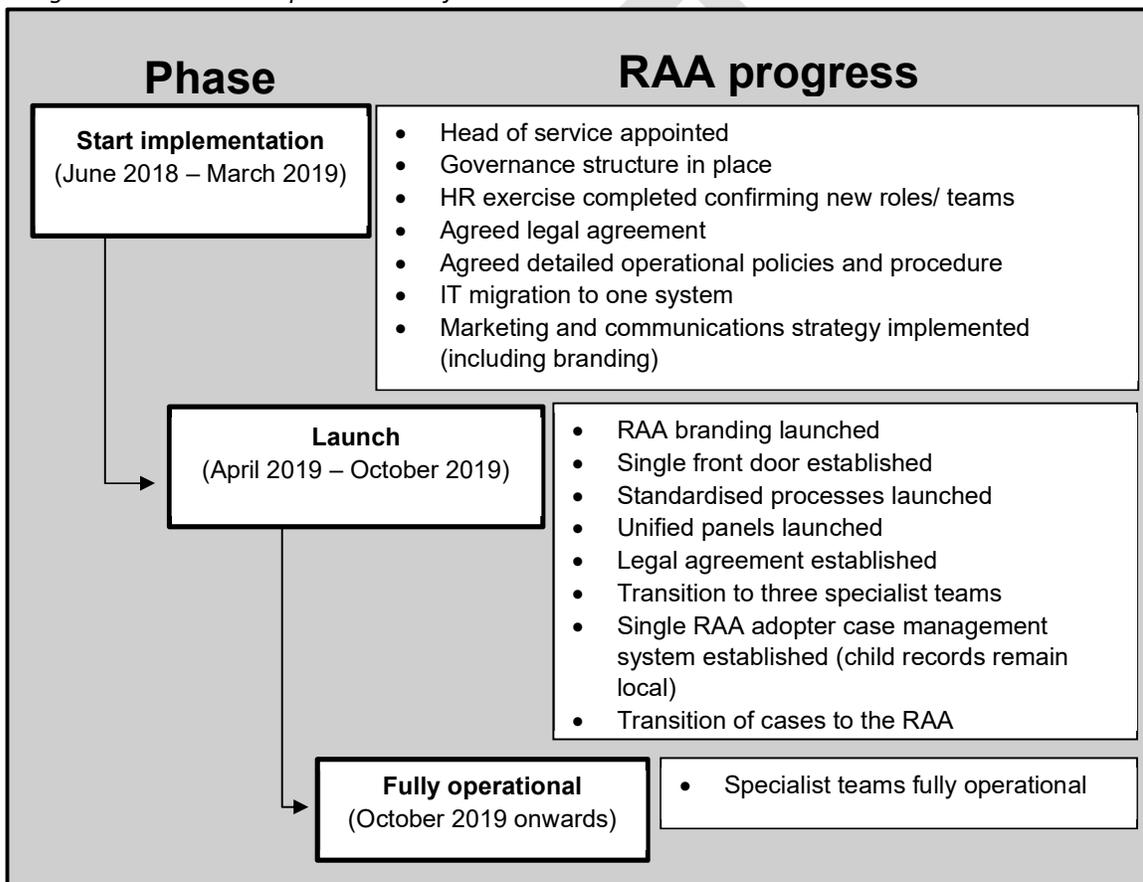
7.1 Introduction

This section sets out a management case to demonstrate how the RAA operating model will be implemented. It also sets out the key risks associated with the RAA and detail on how these will be managed. The proposed RAA operating model is detailed in the following section (Section 8 – Proposed operating model).

7.2 Implementation plan

The RAA will be implemented in three phases which are illustrated in the diagram below:

Figure 7.2.1: Phased implementation from June 2018



The aim is that the RAA will go live on 1 April 2019. This will involve:

- Launch of a single front door and managers and RAA branding
- Completion of HR exercise for all staff in scope, with all informed on role and team in proposed structure

- Commencement of a six month transition period for staff to transfer from their existing roles and team to the proposed model and structure (including case transition).

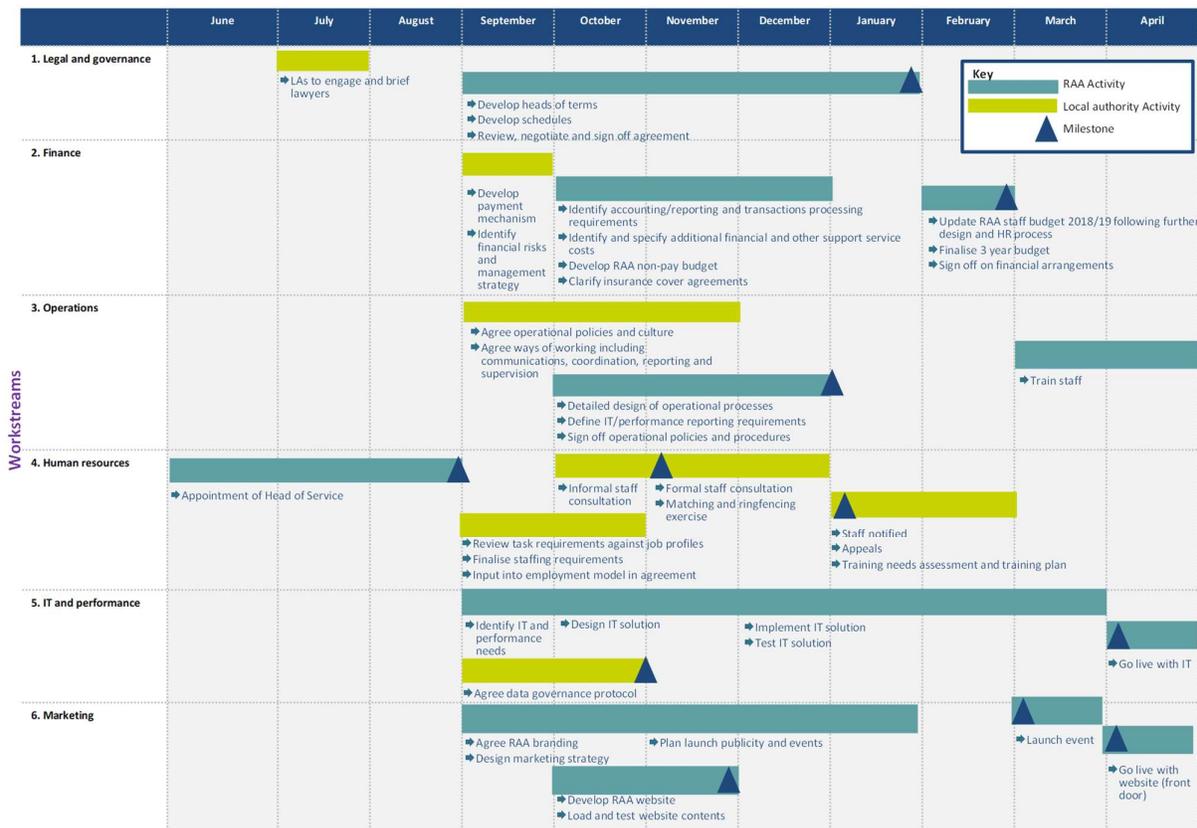
June 2018 to March 2019 – First phase of implementation

In June 2018 a phase of activity will commence to manage the implementation of the RAA. To achieve this six workstreams have been identified:

1. Legal and governance
2. Finance
3. Operations
4. Human resources
5. IT and performance
6. Marketing

Implementation of the RAA begins in June 2018, with a launch date of April 2019. During this time, the Implementation Group, made up of adoption leads from each local authority and the two VAAs will continue to oversee and advise on the implementation phase. Additionally, the RAA Board will meet monthly to make key decisions on implementation activity.

Image 7.2.2: Storyboard of the implementation plan



Implementation workstreams

A summary of the activity required to deliver each of the six identified workstreams is set out below:

Workstream 1: Legal and governance

The legal and governance workstream will need specialist legal advice to facilitate the drafting of the terms of the agreement. This workstream is primarily responsible for developing a terms of reference and governance agreement for the RAA. It will require resource from each local authority. The tasks of this workstream are:

- To engage and brief lawyers
- To develop a heads of terms
- To draft an agreement
- To develop schedules
- For local authorities to review and negotiate the terms
- To finalise an agreement, with sign off from each local authority.

Workstream 2: Finance

The finance workstream will build upon the work started in the FBC phase. As well as finalising the RAA budget there will be further discussion on the potential future payment mechanism and risk sharing processes for inclusion in the RAA Agreement. Another key strand of the work will be understanding what additional finance and other support the host will require to operate the RAA and costing this into the RAA budget. The tasks of this workstream are:

- To develop a detailed RAA non-pay budget
- To identify accounting/reporting and transactions processing requirements
- To identify and specify additional financial and other support service costs
- To update the RAA staff budget 2018/19 following the design and HR process
- To finalise the RAA three year budget
- To develop a payment mechanism
- To clarify insurance cover arrangements
- To identify financial risks and devise a risk management strategy
- To finalise and agree a funding formula for the RAA

Workstream 3: Operations

The operations workstream is focused on how the RAA will work in practice, agreeing working culture and processes. The main tasks are:

- To agree operational policies and culture
- To agree ways of working including communications, coordination, reporting and supervision
- To define the IT system and performance reporting requirements
- To confirm the detailed design of operational processes, agreed by each local authority
- To train staff after roles have been allocated.

To maintain quality across the service, it is crucial that there is an RAA-wide culture and way of working, that the Head of Service will be responsible for maintaining.

Workstream 4: Human resources

The human resources workstream includes recruitment of a head of service, staff consultation, a formal matching and ring fencing exercise and identifying the development needs of the workforce to ensure the adoption service meets its vision and design principles. This will require the input and resource of the HR departments in each of the local authorities. The tasks of this workstream includes:

- To recruit a head of service
- To review and amend the task requirements against current job profiles
- To finalise the staffing requirements of the RAA
- To provide specialist advice to the governance workstream in regard to the employment model
- To conduct an informal staff consultation
- To conduct a formal staff consultation
- To undertake a matching and ringfencing exercise
- To notify staff of job roles in the new RAA
- To conduct an appeals process
- To produce a training needs assessment and training plan for staff

It will build on the work already undertaken by HR staff at each of the local authorities during the formulation of this FBC.

Workstream 5: IT and performance

The IT and performance workstream will require specialist IT advice. It will also be essential that the IT departments and the chief information officers for each local authorities participate in the process. The tasks of this workstream are:

- To identify IT and performance needs of the RAA
- To design the IT solution
- To implement and test the IT
- To go live with IT
- To agree information governance protocols

The RAA requires a single IT solution to manage the recruitment of adopters and track the status of their application. Therefore, it is suggested that the host authority, Central Bedfordshire, will manage data about the RAA adopters on their current case management system and also that open adopter cases are migrated across.

Workstream 6: Marketing

The final workstream is marketing, which will be responsible for developing the RAA brand and the curation of the RAA website which will act as a single front door for the RAA. The tasks of this workstream are:

- To agree the RAA branding (including name)
- To design the marketing strategy
- To develop the RAA website
- To load and test the website content
- To go live with the website
- To plan the RAA launch publicity campaign and events
- To launch and communicate the new brand with all relevant stakeholders

Marketing and communications will be important for the RAA to remain competitive and drive recruitment of adopters. Therefore, the creation of a single front door via the website, agreed branding and launching the RAA are important tasks to complete in the intervening period before the launch in April 2019.

7.3 Proposed implementation Budget

DfE are providing a grant to meet the costs of developing the RAA to go-live. Confirmation of the amount of grant available is still awaited but it is expected to be £120k. A key component of the budget will be paying for the Head of Service to be in-post from September 2018 to lead the project and have a key role in the detailed design.

Table 7.3.1: Implementation budget

	£000s	£000s	Notes
Estimated DfE Grant		-120	
Head of Service	45		Assumes in post 1 Sept - 31 March
PM	20		Assumes time to handover
IT	20		Estimate for IT support
Legal	10		LGSS Legal to provide additional support
Branding/Web/Launch	25		Estimate
		120	

The amounts provided for IT, legal and developing the brand and website are estimates based on the experience of other projects.

There is a risk that the DfE grant will be reduced and that cost estimates are insufficient when the work is fully scoped. There is also a risk that if the project is delayed the implementation costs will rise mainly due to the salary component.

7.4 Key risks and proposed management

A range of risks have been identified in relation to the development and implementation of the Central East RAA. These are set out in the table below. For each risk the following is provided:

- Rating based on impact and likelihood (RAG rated, Green = low, Red = high, Amber = medium)
- Mitigating actions.

Risk matrix

Table 7.4.1: RAG rated risk matrix

Risk	Impact	Like- lihood	Mitigation
Performance			
Courts increase evidence threshold for placement orders and / or lose confidence in ability of the RAA’s LAs to find and support appropriate and stable placements			Develop and strengthen relationships with the courts; build a good track record with of achieving good outcomes for children and monitor trends carefully
Rise in adoption breakdowns under RAA			Proposed model incorporates a specialist adoption support team drawing on national best practice, experience and expertise – with a central focus on monitoring and reducing adoption breakdowns.
Information sharing between LAs is restricted due to information governance protocol			Once implementation commences a governance protocol will be developed with input of Adoption Leads to meet requirements of RAA. This will include a GDPR risk assessment.
Under the RAA model the LA (who has first contact with children) and the RAA (who will recruit adopters) will be split which could impact on process and relationships required for successful matching and timescales			Processes for managing the child and adopter journey, and the delineation of responsibilities has been carefully designed with the input of managers and staff to manage this risk.
Decline in performance			Performance monitoring against KPIs to inform management action and careful planning of the

Risk	Impact	Like-likelihood	Mitigation
			implementation period post go-live to ensure 'business as usual' is preserved.
Delay to commencement of go-live date			Project governance structure and project management to ensure the project is on track.
Finance			
Implementation costs exceed the DfE grant available			Review project budget when Implementation grant is confirmed and review spending priorities if additional costs are identified.
Savings cannot be identified within the RAA budget to cover the identified additional staff costs			Savings may be found when a more granular budget is prepared including part time posts, the current proposed staffing budget is only £19k more than current budget levels and any residual overspend will need to be contained within the overall budget.
Indirect costs cannot be released from the LA budgets			Identify opportunities to utilise or redeploy relative small numbers of staff as design and HR processes are progressed.
Host additional costs of providing finance, IT and HR support			Costs are not expected to be more than £60,000. Consideration will need to be given to additional contributions if these costs cannot be met within the overall budget.
Hidden and unexpected costs affect the RAA budget			In depth scrutiny of existing non-pay costs prior to setting a budget and contractual provisions to review LA baseline

Risk	Impact	Like- lihood	Mitigation
			funding if and when additional costs are identified.
Variations in inter agency fees			The current budget is set at £Nil in line with the 3 LA budgets, activity will be closely monitored under the performance framework and early identification of possible IAF will be investigated to inform management decision.
Cost of reorganisation of the workforce			Change in overall FCEs is low and natural wastage or redeployment can be used to avoid additional costs falling on LAs budgets.
Workforce			
Workforce model results in disputes.			Secondments will be for a limited period of time.
Unable to attract and retain the best adoption staff			Ensure RAA provides an attractive and supportive offer to existing and prospective staff
Fail to achieve buy in from RAA staff			The model has been designed by staff, additionally iMPower led staff engagement at the three sites at the end of the design process. A communication plan will be developed and put in place in the implementation period as well as informal and formal staff consultation.
Wider stakeholders			
Fail to achieve buy in of LA / VAA operational staff (e.g. Children's Social Workers)			The VAAs are represented on the RAA board and have been included in the design process. The Head of Service and Team Managers will work closely with

Risk	Impact	Like- lihood	Mitigation
	Red	Green	LAs to ensure views and perspectives are captured. These will also be supported through the RAA Board and Operational Board.
VAA presence in region is threatened or destabilised	Red	Orange	Ensure VAAs continue to participate in the implementation phase in addition to the design

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8. PROPOSED OPERATING MODEL

8.1 Vision and design principles

A vision and set of design principles have been developed for the RAA. These have been informed by adopter engagement and aim to be child and adopter centred. These are intended to underpin all design work on the RAA and its future delivery:

Figure 8.1.1: Vision and design principles



8.2 RAA delivery scope

Design work from February to May 2018 has established a proposed scope of delivery and design for the RAA, including allocation of roles and responsibilities between RAAs, LAs, and RAA functions to be delivered locally and centrally. These proposals are summarised in the tables below.

Key for the tables below:

L = Lead role	S = Supporting role	N/C = Not covered	X = Delivered centrally
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A. Recruitment, assessment and permanency planning

This table sets out the proposed roles and responsibilities for LAs and the RAA across recruitment, assessment and permanency planning. Detailed breakdown of the RAA's role in permanency planning, and the of the process, system and other interfaces between the RAA and LAs, will be further developed in the next phase.

Table 8.2.1: Scope – recruitment, assessment and permanency planning

Function	RAA	LA	Local	Central
Recruitment and Assessment				
Targeting guidance based on children waiting or with a possible plan	S	L		X
Marketing and recruitment strategy	L			X
Adopter recruitment and enquiries	L			X
Assessment of prospective adopters	L		X	
Completion of prospective adopter report	L		X	
Agency decision maker for approval of adopters	L		X	
Post approval training	L		X	
Early linking of prospective adopters with children waiting or with a possible plan	L		X	
Post placement training for prospective adopters	L		X	
Permanence Planning				
Early identification of children	S	L	X	
Tracking and monitoring of children possibly requiring adoption	L	S	X	
Support and advice to social workers on the adoption process	L	S	X	
Sibling or other specialist child assessments	S	L	X	
Direct work to prepare child for placement	S	L	X	
Preparation of the child permanence report	S	L	X	
Agency decision maker for “should be placed for adoption” decisions	S	L	X	
Case management prior to the point agreed by the LA ADM	S	L	X	
Case management from point agreed by the LA ADM	S	L	X	

B. Matching, placements and agency adviser role

The table below sets out proposed roles and responsibilities for LAs and the RAA across matching and placements, including RAA functions which will be delivered centrally and locally:

Table 8.2.2 Scope – matching, placements and agency adviser role

Function	RAA	LA	Central	Local
Matching and Placements				
Family finding	L			X
Looked after child reviews		L	N/C	
Shortlisting	L	S		X
Visiting potential adoptive families	S	L		X
Organising child appreciation days	L		Standard Approach	X
Adoption panel administration and management	L		X	
Agency adviser role	L	L	X	Advice
Agency decision maker for matching prospective adopters and child		L	N/C	
Placement planning meeting administration and management of introductions	L	S		X
Statutory support to family post placement	S	L		X
Ongoing support to family post placement and planning	L	S		X
Delivery of adoption support	L		X	
Preparation of life story (book and letter)	S	L	N/C	
Life story work	S	L		
Independent review officer monitoring the quality of child's care and care plan		L		
Support for prospective adopters in preparation and submission of adoption order application – including attending at court	L			
Preparation of later life letter	S	L		
Work with birth parents	S	L		
Medical advice	L	L		
Legal advice	L	L		

C. Adoption support

The table below sets out proposed roles and responsibilities for LAs and the RAA across adoption support and non-agency adoptions including which RAA functions will be delivered centrally and locally.

Table 8.2.3: Scope – Adoption support

Function	RAA	LA	Central	Local
Adoption Support				
Assessment of need including reassessment	L	Sign off / QA	X	Local approach
Developing and delivering adoption support plans	L	Sign off / Endorsement		X
Agree and administer financial support to adoptive families pre and post adoption order		L		N/A
Adoption support delivery including:				
1. Support groups	1. L			1. X
2. Social events	2. L			2. X
3. Post adoption training	3. L			3. X
4. Independent birth relative services	4. L			4. X
5. Support with ongoing birth relative contact	5. L			5. X
6. Adoption counselling and training	6. L			6. X
7. Adults' access to records	7. L			7. X
8. Intermediary services	8. L			8. X
Financial support to adopters including adoption allowances and annual means test		L		N/C
Non-Agency Adoptions				
Step parent/partner adoption assessments	L		X	Delivered locally
Inter-county adoption assessments and post approval and post order support	L		X	Delivered locally

8.3 Ideal child and adopter journey and principles

The design work started with, and has remained anchored in, the experiences of children and adopters.

A range of LA / VAA staff were engaged through workshops from February to May 2018 to identify the ideal experience and journey through the service from the perspective of children and adopters. This aimed to ensure that the principles and practice underpinning the RAA are based on collaboration between professionals, and harnessed the collective knowledge and expertise of those delivering adoption services.

At the service design workshops a range of professionals (including VAAs, adoption service and children’s social worker representatives) developed the ideal experience for each key stage of the journey to adoption, from the perspective of children and adopters. To do this the group drew on feedback from adopters and the collective understanding of best practice in adoption.

This has provided the basis for the design of RAA processes, pathways, roles and functions set out in this document and appendices.

To capture and communicate the ideal experience ‘pen pictures’ were developed for children and adopters, written in the first person. These are set out in full in **Appendix A**. In the sections below the ideal experience of each stage in the journey for children and adopters is distilled into a number of key principles which have guided and informed the development of processes, roles and functions.

Table 8.3.1: Key principles for delivering the ideal child journey (based on child ‘pen pictures’)

Stage	Key principle
1. Child becomes known to social care	<ul style="list-style-type: none"> • Talk to and listen to me about what I want/ don’t want • Understand my fears and anxieties • Write down what I have told you about my thoughts and feelings in my own words • Check back what you have written about me with me • Do all possible to make me feel supported and safe • Give me the right information about how you are helping me and what this might mean in the future • Help me to understand what decisions have been made about me and why
2. Pre-care proceedings and planning initiated	<ul style="list-style-type: none"> • Make sure I have a say in my future • Keep explaining to me what is going on with me and my family and what my options are • Make me feel safe and reassured • Keep me with my sibling • If you are representing me explain your role to me clearly and help me to understand what is happening at each stage • Help me to start writing my life story to help me understand what I have been through when I’m older • Help me to understand what will happen next

Stage	Key principle
3. Care proceedings and planning	<ul style="list-style-type: none"> • Make sure my foster parents can support me and listen to me • Make sure I can still see my birth family • Let me know what is happening to my family/ parents • Reassure me that what is happening to me is not my fault • If I'm confused, angry or frustrated understand why and help me to deal with this
4. Family finding	<ul style="list-style-type: none"> • Make sure my thoughts and feelings are considered • Try to find me a forever home where this is possible and appropriate • Keep me together with my brother or sister if this is what I want • Help me to carry on writing my life story • Support me to keep in touch with my foster carers if this is important to me • Explain what adoption is and what it could mean for me and manage my expectations • Help me to say goodbye to my birth parents
5. Matching	<ul style="list-style-type: none"> • Help me to find a forever family • Be honest with me about families that I could be matched with • Make sure I'm well prepared for events and activities where I could meet a forever family • Make any events and activities I participate in as fun as possible • Make sure that you manage my expectations
6. Placement	<ul style="list-style-type: none"> • Give me the chance to meet and get to know my adoptive family before I move in • Ask me whether I'm happy with my new adoptive family • Be there for me to talk to if I have any worries or concerns or want to talk to someone outside of my family • Explain the court process to me • Make the court hearing when I become adopted a celebration
7. Adoption support	<ul style="list-style-type: none"> • Make sure you listen to my wishes and feelings • Make sure there is someone I trust that I can talk to at any point I need to in the future • Let me know how my birth parents, siblings and foster parents will be told about how I'm doing • Keep me in touch with my foster carer if this is what I want • Keep me in touch with my birth family if this is what I want • Let me speak to the worker who took me through the process when I want to and don't forget about me • Help me to deal with my feelings, issues and emotions now and in the future.

Table 8.3.2: Key principles for delivering the ideal adopter journey (based on adopter pen pictures)

Stage	Key principle
1. Pre enquiry	<ul style="list-style-type: none"> • Provide information on adoption in different ways and through different media • Make sure information available online directly addresses my concerns and queries • The CE RAA stands out as the best option for me • There is one central point for me to access information, enquiry and the adoption process
2. Enquiry	<ul style="list-style-type: none"> • Make RAA website and webpages easy to find and navigate • Make sure information about next steps and contact details is clear • When I call through make sure I don't have to wait for long and that my call isn't passed around • Be friendly and warm when you take my call • Have answers ready for the sort of questions I'm likely to ask • Reassure me if I have any concerns • I can access information at a range of times, including outside of office hours (i.e.9am – 5pm). • I have the opportunity to talk to other adopters who have been through the process • I have the opportunity to talk to staff from the adopter service, face to face
3. Preparation for training and assessment (Stage 1)	<ul style="list-style-type: none"> • Give me and my family a clear overview of timescales, processes etc from the outset • Help me to prepare for adoption process e.g. with reading • Be sensitive, honest, open and transparent about the process with me • Challenge my assumptions and preconceptions about the sort of child/ children I'm looking for. • There is one point of contact for us across the whole process • I receive honest feedback around my progression
4. Training and assessment (Stage 2)	<ul style="list-style-type: none"> • Make me involved and part of the process throughout and update me regularly • Make sure training is useful and relevant, involves adopters and is delivered by experienced, insightful trainers • Help me to challenge my assumptions (or thinking?) about adoption and consider all of the options open to me • Ensure assessment is managed sensitively and that my worker can support me through it

Stage	Key principle
	<ul style="list-style-type: none"> • Make me fully aware of the type of questions I'll be asked at panel • Make me feel comfortable and welcome at panel meeting. • I receive training and support which answers my questions and concerns • There is an opportunity for me to meet older adopted children. (e.g. teenage interview panels) • Make me feel comfortable to take a break before continuing the adoption process
5. Matching	<ul style="list-style-type: none"> • Give me clear and detailed information about the matching process and what I can expect • Give me the opportunity to speak to people who have been through a similar experience • Give me the opportunity to meet with potential matches face to face where possible/ appropriate • Give me further opportunities to get to know prospective matches, find out about them and their story and meet their foster carers and social workers. • Give me opportunities to see children in different environments (e.g. doing something they enjoy) so that I can get to know them • Give me clear and honest feedback if I am unsuccessful at being matched with a child.
6. Placement	<ul style="list-style-type: none"> • Be clear and upfront with me about the sort of challenges I could face now and in the future and how to pre-empt these • Give me support and advice on what the needs of my child may be and how to meet these particularly in relation to attachment and emotional health • Give me a support package which is tailored to the needs of me and my family • Support is available to me when I need it • It is clear who the various people are in the process and what their role is. • As few people as possible are involved in the overall process • I have support from a peer mentoring scheme
7. Post adoption support	<ul style="list-style-type: none"> • Be there to support me if I have problems or concerns in the future • Give me the chance to access support and advice from other adopters who have been through similar experiences.

Stage	Key principle
	<ul style="list-style-type: none"> • Help me to identify my needs as early as possible so I get the support I need as early as possible • It's easy to access information on post adoption support, even if I have recently moved into the area • Support will be tailored and relevant to me and my family • I know what support is available to me

8.4 Key processes and pathways

In the service design workshops attendees used the agreed 'ideal' child and adopter experience to map the activities, processes, pathways and processes which the RAA which would best deliver this experience.

This involved practitioners working through the 'pen picture' for each stage and identifying the ideal pathway and best practice needed to deliver that pathway across the child, adult and birth parent journey.

The detailed map in **Appendix G** sets out the detail activities and processes proposed to support the child and adopter journey and the links/ dependencies across both.

The map in **Appendix G** provides a procedural 'blueprint' for the RAA and a basis for the development of the detailed RAA model (from process / policy documents to ICT requirements) which is directly informed by and built around the needs of children and adopters.

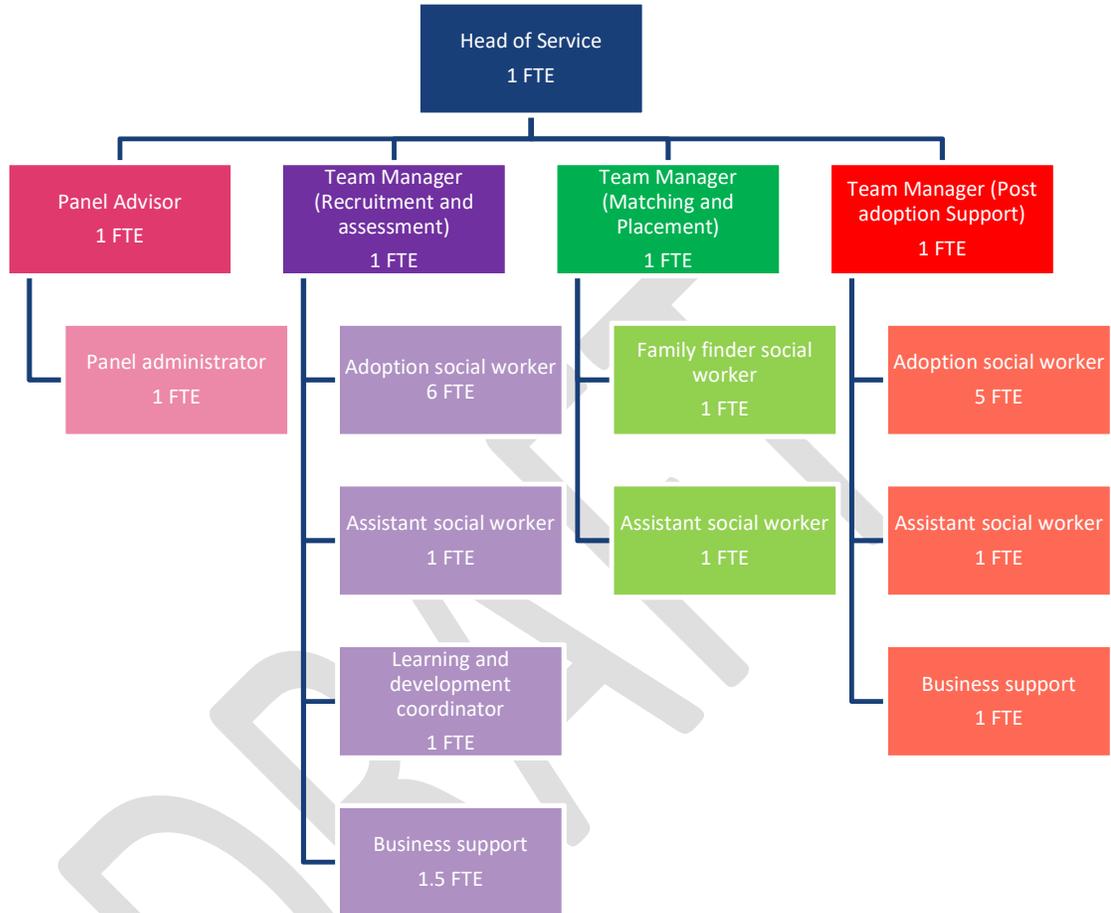
8.5 RAA operating model

Proposed RAA staff structure

In the proposed model the roles detailed in the previous section are organised into three teams

- **Recruitment and assessment team:** Team Manager, Learning and Development Officer, Marketing Officer, Adoption Social Workers, Assistant Social Workers, Business Support
- **Matching and family finding team:** Team Manager, Family Finder Social Workers, Assistant Social Workers and Business Support
- **Adoption Support Team:** Team Manager, Adoption Support Social Workers, Business Support
- Other roles reporting directly into Head of Service including Panel Adviser and Panel Support.

Figure 8.5.1: RAA proposed staff structure



8.6 Organisational roles and capacity

In the design workshops representatives from across all three local authorities identified the functions and roles required to deliver the activity and processes detailed in the ideal child and adopter journeys. Using baseline performance information and assumptions on capacity from Team Manager insight and other Regional Adoption Agencies capacity required for all roles was quantified.

Table 8.6.1: Organisational roles and capacity

Head of Service		
	FTE	Assumptions

<ul style="list-style-type: none"> • Provide strategic and operational leadership and management to the regional adoption agency, its managers and operational teams • Provide clear and visible leadership for the service in the delivery of regional adoption and permanence services • Act as the principle advisor to the CE RAA board on key issues relating to the adoption service so it can be flexible to local, regional and national trends, regulation and legislation. • Liaise and collaborate with stakeholders in each of the partner LAs. • Identify improvement needs and lead transformation programmes to secure high quality, robust, effective and efficiently delivered services. • Manage relationships with children’s services in the three participating authorities. • Decide evaluation measures for commissioning • Responsibility for financial reporting • Responsibility for managing key performance indicators of the CE RAA • Responsibility for shaping and embedding a regional culture and vision within the CE RAA • Participate in regional commissioning meetings • Responsibility for Ofsted data requirements and reporting • Attend and chair operation board meetings 	1.0	N/A
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Recruitment and assessment team			
	Roles	FTE	Assumption
<ul style="list-style-type: none"> • The recruitment and assessment team has responsibility for the adopter journey until the adoption order is granted. • The remit of this service is to undertake all tasks in relation to marketing, recruitment, preparation and assessment of adopters. • Workers will maintain case responsibility for the adopters until the adoption order is granted, after which any further support will be transferred to the adoption support team. 	Team manager	1.0	Expectation that there will be 60 adopter assessments across the RAA per year. Therefore the caseload for recruitment and assessment social workers is 10 per worker, per year.
	Recruitment and assessment social workers	6.0	
	Assistant social workers	1.0	
	Marketing and communications officer	1.0	
	Learning and development coordinator	1.0	

<ul style="list-style-type: none"> The marketing officer has responsibility for promoting the RAA and keeping the website and social media up to date. The learning and development coordinator has responsibility for ensuring that adopters can access relevant training throughout their adopter journey. 			
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Matching and Placement team			
	Roles	FTE	Assumption
<ul style="list-style-type: none"> The remit of this service is to support the local authority care planning process for children where a plan of adoption is being considered, and to offer advice as appropriate in relation to sibling assessments, potential placement options, early permanence and preparation work with children. The service will be responsible for undertaking all family finding activity for children within the RAA. This will include ensuring that there are protocols within the RAA to identify 'in house matches' for children. The matching process and practice will be the same for families being considered from within the RAA pool and those outside of it. Decisions of matches will be based on the suitability of adopters to meet the assessed needs of the child. 	Team manager	1.0	Expectation that there will be 75 placements across the RAA per year. Therefore family finder social workers are expected to carry a caseload of 20 per year.
	Family finder social worker	4.0	
	Assistant social worker	1.0	

Adoption support team			
	Roles	FTE	Assumption
<ul style="list-style-type: none"> The remit of this service is to provide adoption support services pre- and post-order to 	Team manager	1.0	Expectation that there will be 68 post adoption assessments across the RAA per year. Therefore,
	Adoption support social worker	5.0	

<p>all those affected by adoption including children, adopters, birth family members and adopted adults. The service will provide advice and undertake assessments of adoption support needs as required.</p> <ul style="list-style-type: none"> • This service has responsibility for identifying adoption support needs during the adoption process, providing support to families who have adopted through the RAA in the first three years and for non-RAA families after the three year period. It will also have responsibility for supporting birth families through the letterbox service. Additionally, adopted adults can be supported to access their birth records. • The service will develop a model of adoption support delivery to promote a positive, preventative and collaborative approach to adoption support. (See 7.7) 	Assistant social worker	1.0	adoption support social workers will carry a caseload of 11 per year.
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Other RAA roles			
	Roles	FTE	Assumption
<ul style="list-style-type: none"> • To provide support to the three specialist teams as directed. 	Business support	2.5	
<ul style="list-style-type: none"> • The remit for this team is to coordinate panel activity including the quality assurance of reports presented to panel and participating in the panel process (as appropriate). 	Panel advisor	1.0	
	Panel administrator	1.0	
	Panel member	Paid by the session	

Table 8.6.2: Total capacity required in service (FTE)

Proposed staffing	Recruitment and assessment team	Family finding team	Adoption support service	Panel service	Total staff
Head of service					1.0
Team manager	1.0	1.0	1.0		3.0

Social workers	6.0	4.0	5.0		15.0
Assistant social workers	1.0	1.0	1.0		3.0
Marketing officer	1.0				1.0
Learning and development coordinator	1.0				1.0
Business support	1.5		1.0		2.5
Panel advisor				1.0	1.0
Panel administrator				1.0	1.0
Total	11.5	6	8.0	2.0	28.5

The total staff (2018/19 budget) in the individual local authorities is 28.6 FTE. With the proposed RAA design this reduces marginally to 28.5 FTE staff members in the RAA. This is a small change, the RAA provides an opportunity for the adoption service in the three LAs to innovate, transform and drive improvements without increasing the cost base.

Table 8.6.3: Comparison of FTE in the LAs 2017/18 vs proposed RAA structure

Staff Summary	LA Totals (FTE)	RAA proposal (FTE)
Head/Team Leaders	2.80	4.00
Qualified	17.60	16.00
Unqualified/Other Professionals	4.38	5.00
Support	3.86	3.50
Total	28.64	28.50

8.7 RAA adoption support baselining and proposed delivery

As part of this design exercise Local Authorities and Voluntary Adoption Agencies helped to baseline existing adoption support services across all three LAs and to develop outline specification for the delivery of adoption support in the proposed RAA.

Support currently provided

Central Bedfordshire, Bedford and Milton Keynes all offer similar levels of support to their adopters and families, throughout the adoption process as set out below. The key variation is the level of support that is offered in house, versus support that is commissioned to external organisations.

Table 8.7.1: Universal adoption support services, by local authority area (with some notes).

LA = delivered internally, C = commissioned externally

Service type	Service	Central Bedfordshire Council	Bedford Borough	Milton Keynes Council
	Adoption consultation	✓ - LA (all)		

Universal Support	Coffee mornings	✓ - LA (all)		
	Age focused youth groups/socials	✓ - LA hosts events for children during school holiday	✓ - LA	✓ - LA provides groupwork for children
	Referral to ASF for funding	✓ - LA (all)		
	Quarterly newsletter	✓ - LA (all)		
	Access to training	✓ - LA (all)		
	Annual conference for adopters	✗ (CBC and BB)		✓ - LA & C
	Psychotherapist services	✗ (CBC and BB only post assessment)		✓ - C
	Adult record tracing	✓ - LA (all)		
	Assessment of need	✓ - LA (all)		
	Annual party for families	✓ - LA (shared Summer and Christmas events between CBC and BB)		✓ - LA
	Evening social events for adoptive parents	✓ - LA attendance, some funding provided	✗	✓ - LA attendance, no funding provided
	Facebook groups for local adopters	✓ - LA (locally organised)	✗	✓ - LA (locally organised)
	Early help services	✓ - LA (all)		
Adopter support groups	✓ - LA (all)			

Table 8.7.2 Targeted adoption support services, by local authority area (with some notes).
LA = delivered internally, C = commissioned externally

Service type	Service	Central Bedfordshire Council	Bedford Borough	Milton Keynes Council
Targeted support (after assessment)	Allocated social worker	✓ - LA (all)		
	Post-adoption contact for LA child	✓ - LA (all)		
	Adoption allowances, review of financial agreements and enhancements	✓ - LA (all)		
	Theraplay practitioners with bespoke support to family and child	✓ - LA & C (CBC and BB)		✓ - LA

	Play therapy sessions for children	✓ - LA (all, MK only due to capacity)		
	Groupwork for children	✓ - C		✓ - LA Blue group for children to manage emotions
	Therapeutic life story work	✓ - LA	✓ - C	✓ - LA & C
	DDP	✓ - C (CBC and BB)		✓ - LA & C
	Support and advocacy for accessing services	✓ - LA (all)		

Table 8.7.3 Specialist adoption support services, by local authority area (with some notes).
LA = delivered internally, C = commissioned externally

Service type	Service	Central Bedfordshire Council	Bedford Borough	Milton Keynes Council
Specialist	Therapeutic assessments	✓ - C (all)		

Number of assessments and plans produced in 2017/2018

Table 8.7.4: Number of post adoption assessments, by local authority 2017/18

	Central Bedfordshire Council	Bedford Borough	Milton Keynes Council	Total number of assessments in RAA area 2017/18
Post adoption support assessments 2017/18 (approved)	18	14	35	67

Current process for adoption support in each LA:

Central Bedfordshire Council

In Central Bedfordshire, they have duty social workers 9am – 5pm on Monday, Wednesday and Friday. The on duty social worker will receive calls or emails and put a case note on MOSAIC.

There will be a discussion with the manager to decide whether the family needs adoption support, if they do they will be allocated a social worker. The social worker will complete the assessment and follow through until completion.

Bedford Borough Council

In Bedford, they have duty social workers 9.30am – 12.30pm, Monday to Friday. The on duty social worker will receive a call from an adopter requesting support and log the information onto their AZEUS data management system.

The duty social worker will discuss the case with a manager and consider whether an assessment for support is needed, after this they are allocated to a social worker.

Milton Keynes Council

In Milton Keynes, they have a duty social worker 1-5pm, Monday to Friday. They take the call from an adopter requesting support, they log adopter information onto the LCS system and refer them to the adoption consultation surgery.

The adopter consultation surgery takes place fortnightly at St Francis Children's Society, senior social workers and a psychotherapist attends, the assessment of need takes place during their slot.

A social worker is not allocated until after a final assessment has taken place, the senior social worker who does the initial assessment holds the case until a recommendation is made.

Current staffing for adoption support

Table 8.7.5: FTE staff delivering adoption support, 2017/18 by LA

	Central Bedfordshire Council	Bedford Borough Council	Milton Keynes Council	Total
FTE 2017/18	2.4	2	3.5	7.9

Proposed RAA delivery of adoption support

Local authorities have a statutory duty to provide post adoption support services for children adopted in their area within the first three years of the adoption order being granted. After that time, families can access support in the local authority area in which they live. It is important that adopters in the RAA have access to the same quality and variety of support, regardless of which local authority area they live in. In the proposed RAA there is an opportunity to utilise trained specialist staff and providers to deliver support.

During the design process, the three local authorities, St Francis' Children's Society and AdoptionPlus designed an ideal adoption support offer for adoptive families, adopted children and birth parents. The ideal design is outlined below (Tables 6 and 7).

Table 8.7.6: The ideal adoption support offer in the RAA for adoptive families

Adoptive family (child and parents)	
Universal service	<p>Evidenced therapeutic parenting programme Strengthening families training Children and family group Parenting for attachment programme Social events (Easter, Christmas, Summer and school holidays) Letterbox service Contact support Mindfulness group Support on how to talk to children about their lifestory Schools that are aware of adopted children's needs Events targeted at teenagers Groupwork for adopted children Adopted child records (when the child requests as an adult) Adopted adult coffee morning</p>
Targeted service (after an assessment has been made)	<p>Educational psychologist Specialised therapy Clinical assessment Therapeutic life story work Counsellors for adoptive parents for unresolved trauma Financial support (eligibility may vary between boroughs, needs to be uniform) Multidisciplinary assessment Multidisciplinary treatment CAMHs surgery and psychological consultation Counselling for adopted adults</p>
Informal network	<p>Facebook groups for adopted adults Facebook groups for adoptive parents Coffee mornings and peer group meetings for adopted adults Coffee mornings and peer group meetings for adopted adults</p>

Table 8.7.7: The ideal adoption support offer in the RAA for birth families

Birth relatives	
Universal service	<p>Support to write letterbox Birth mother support group Birth father support group Birth relative support group Contact</p>
Targeted service (after an assessment has been made)	<p>Therapy/Counselling for siblings of adopted children 1-2-1 therapeutic counselling</p>
Informal network	<p>Facebook support groups</p>

8.8 RAA performance framework

This section sets out an Outcome and Performance framework which is recommended by the Implementation Group to evidence that the aims, outcomes and objectives of the RAA are being met and achieved, or to identify where there is variation and inform early management action. This is based on the Vision, anticipated benefits and design principles of the RAA set out in this document.

This section outlines the key performance indicators and other measures which will be used to monitor the activity of the RAA. The collection of this data will enable monitoring to be undertaken at several different levels:

- Performance in relation to key indicators
- Flow and demand
- Differences in demand across the RAA area
- Needs analysis of children with a plan of adoption
- Needs analysis of adopters
- Benefits realisation – is the RAA making a difference?

Table 8.8.1: Proposed performance and outcomes framework

Outcome (taken from design principles)	Key performance indicator
Better life long outcomes for children and adopters	<ul style="list-style-type: none"> • Timely decision making in LAs around child's permanency plan • Adoptive placement disruption rate • Number of children who were placed in an early permanency placement • No. of children identified for adoption as a % of LAC and by characteristics. • Average time between a child entering care and moving in with their adoptive parents for children who have been adopted • Average time between a local authority receiving court authority to place a child and authority deciding on a match to an adoptive family (in days) • Children who with less than 18 months between entering care and moving in with their adoptive family (%)
The RAA will recruit adopters in line with children's needs	<ul style="list-style-type: none"> • The percentage of BME children leaving care who are adopted • The percentage of children aged 5 or over leaving care who are adopted • The percentage of children with a known disability/complex needs who are adopted • Number of families on the adopter list
Better value for money	<ul style="list-style-type: none"> • Reduction in LA expenditure on fostering placements for children with an adoption plan • Use of inter-agency placements as a proportion of all placements
A better environment and opportunities for the adoption workforce	<ul style="list-style-type: none"> • Vacancy rate • Turnover rate • Percentage of staff that feel supported • Percentage of staff who feel they receive suitable training opportunities

Outcome (taken from design principles)	Key performance indicator
Adoption services will be transparent and collaborative	<ul style="list-style-type: none"> • Number and percentage of birth families accessing pre-adoption support • Percentage of birth parents who feel they have been supported to understand why their child has been adopted • Percentage of adopters accessing post adoption support • Satisfaction of adopters with pre-adoption support • Satisfaction of adopters with post-adoption support

Appendix B sets out a full performance framework breaking down the performance indicators above in more detail.

8.9 Governance and legal framework

At the OBC stage the Directors of Children’s Services agreed – in principle and subject to further information - that the preferred model is one based around an LA hosted or facilitated model, after an appraisal of the advantages and disadvantages. This decision has not been revised in the FBC. This section describes the legal framework and governance structure.

Legal Framework

The hosted arrangement proposed would have the following key features:

- No new legal entity or member joint committee
- A legally binding agreement between the three LAs to operate the service jointly
- One LA will act as the Host:
 - Employing and line managing the Head of Service
 - Providing some support services to the RAA - such as financial management and HR
 - Acting as the commissioner/procuring authority for new service contracts
- Staff will remain employed by their current employer with duties and obligations to manage and be managed by staff in other LAs being set-out in the Agreement

The Agreement

The legal agreement between the three LAs will set out how the service will operate (service specification), governance arrangements, the payment mechanism and clearly set out the duties, obligations and responsibilities of each party. The expected list of contents based on outlines other RAA legal agreements is attached at **Appendix F**. Some of the important terms are set-out below:

Term/withdrawal/Termination

Parties would enter the agreement for a minimum term – this is usually two or three years. For withdrawal or termination an LA would usually have to give one year’s notice.

Payment Mechanism

It is proposed that the contributions from each LA towards the RAA costs are fixed for at least a two-year period. The contributions shares would be based on the 2018/19 agreed baseline. This gives the RAA a stable period financially and allows RAA activity and performance to “settle down”.

There would be no Inter Agency Fees between the RAA bodies and there would be a single IAF budget for the RAA.

After the two years fixed period the RAA payment mechanism could move to an activity led model – for example with the RAA contributions determined by the number of placements (possibly using a three year rolling average) or introduce an additional charge if an LAs activity exceeds an agreed threshold. It is preferable to agree this approach and build it into the Agreement.

Risk Sharing

The single RAA budget with no inter agency fees between the RAA members is essentially a risk pooling arrangement. With more activity compared with the individual LAs there is less likely to be large variations in activity year on year. The larger pooled budget provides better opportunities to manage cost pressures.

Where the RAA makes in-year surplus or loss the Agreement will state that this is shared between the parties in proportion to agreed contribution shares. If the RAA makes a surplus it could be distributed in proportion to budget shares but it would be prudent to commit in the Agreement to place any surplus in an earmarked reserve to offset any future year losses or to meet investment requirements.

Governance Structure

Strong governance, clear lines of accountability and rapid upward and downward communication will be key to the success of the RAA with three LAs working closely together.

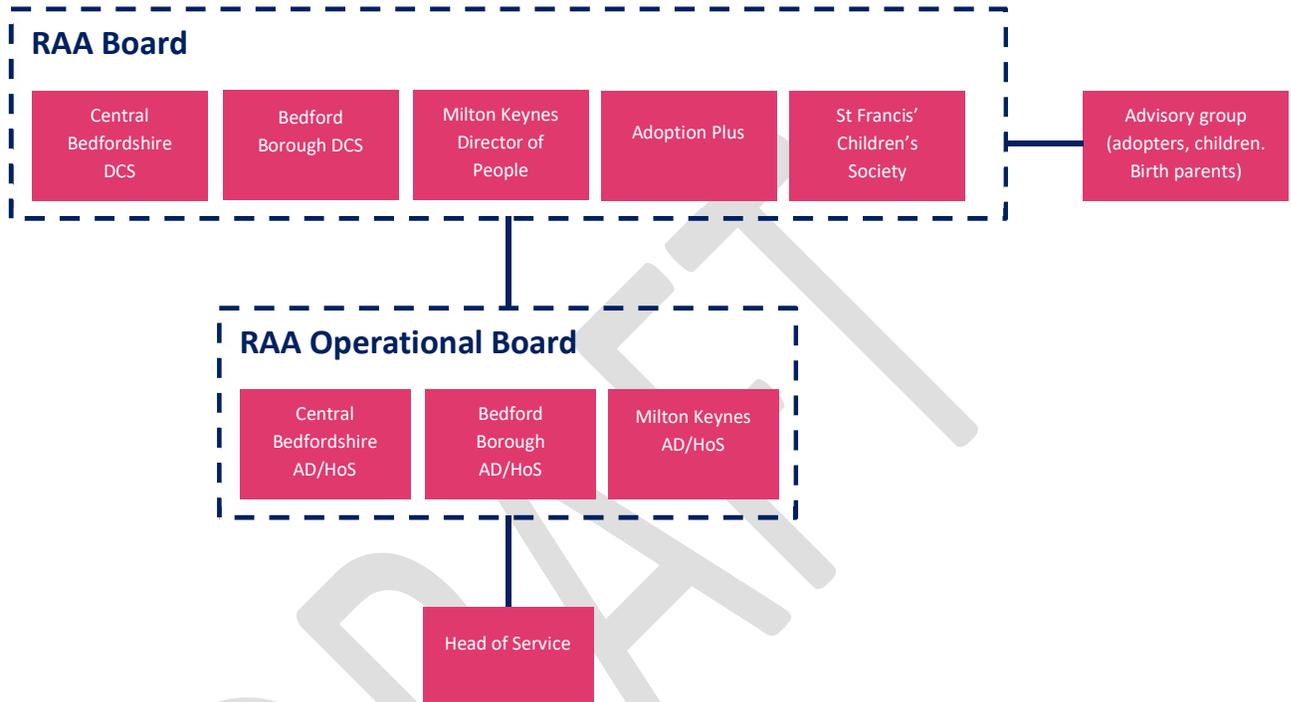
The Agreement sets out the governance structure for the RAA. It is proposed that there are three key components:

- The RAA Board

- RAA Operational Board
- Head of Service

The diagram below sets out the proposed RAA governance structure.

Table 8.9.1 : RAA Governance Structure



RAA Board

The RAA Board would consist of the three responsible Chief Officers, representatives of the partner VAAs and an adopter representative. The Board would meet quarterly and would guide the RAA at a strategic, approving development plans, policies and level and setting the budget.

Operational Board

The Operational Board would link the RAA into senior managers within each LA with responsibility for adoption. It would therefore consist of officers at AD or Head of Service level. This Operational Board would meet at least bi-monthly and would be the principle body for monitoring performance and resolving problems. The RAA Head of Service would be part of this Operational Board.

RAA Head of Service

The RAA Head of Service would be responsible for the day to day operation and performance of the RAA and developing it in line with an agreed development plan. The Head of Service would be line managed by an Assistant Director or Head of Service at CBC.

Adopter reference group

The adopter reference group will bring together adopters engaged in the design process to inform and guide continuous service development and improvement. A representative of this group will be present on the Board.

8.10 Employment Model

The proposed organisational model requires the appointment of a Head of Service and the creation of three specialist teams working across the three LA sites. The creation of the RAA will involve considerable change for staff and therefore a rigorous HR process will be undertaken. This will include extensive staff consultation and a formal matching and ringfencing process to identify staff to posts in the new structure.

As the RAA is proposing a hosted model there are three possible employment models which could be used to operate the service. These are:

- Transfer – All staff engaged in work in-scope to the RAA working at Bedford Borough and Milton Keynes are transferred (under TUPE) to CBC as the host authority to operate the new RAA shared service
- Secondment – Adoption staff in Bedford Borough and Milton Keynes are seconded to CBC to operate the RAA for a fixed period (say 2 years)
- Management/Collaborative arrangement – All staff remain in their current employment and the legal agreement between the parties in the RAA sets out the arrangements for staff to be directed and managed by the RAA management.

The table below summarised the advantages and disadvantages of each approach:

Table 8.10.1: Advantages and Disadvantages of Different Employment Models

Employment Model	Advantages	Disadvantages
Transfer	<ul style="list-style-type: none">• Employees under single employer – Single line of accountability on management and employment matters	<ul style="list-style-type: none">• Would trigger TUPE regulation• Most demanding to implement – For example pension transfer• Employment risks transfer to the host and there are risks in the TUPE process

	<ul style="list-style-type: none"> • Single system for recording leave, sickness and performance • Change permanently to new structure without the need for future disruption • Potential route for future assimilation of staff to host terms • Process is known, legal drafting available and HR have experience of this process 	<p>itself – Measures would need to be consulted upon</p> <ul style="list-style-type: none"> • Potentially most “threatening” to staff • Cannot be easily reversed or amended • Employment risks – equal pay/assimilation fall on host • Would require specialist legal advice (costly)
Secondment	<p>Less demanding to implement than ‘transfer’</p> <ul style="list-style-type: none"> • Precedent in other RAAs and their legal Agreements • It is reversible if needed and will allow the structure to be tested before making changes permanent 	<ul style="list-style-type: none"> • Secondment must be for a set period (although can be extended) • Only a temporary arrangement – further disruption will occur when there is a move to a permanent solution • Management of staff with different employer <ul style="list-style-type: none"> ○ Risks when employment issues or disputes arise ○ Need to operate three systems for leave, sickness and performance
Collaborative Management agreement	<ul style="list-style-type: none"> • No changes to employment status proposed • It is reversible/enables the structure to be tested before making changes permanent 	<ul style="list-style-type: none"> • Proposed design is highly integrated, and managers will have staff with different employers <ul style="list-style-type: none"> ○ Risks when employment issues or disputes arise ○ Need to operate three systems for leave, sickness and performance • No precedent in live RAAs and therefore “legals” are not worked up • DfE are concerned whether it is compatible with single line of accountability and ability to effectively direct resources

It has been a working assumption in the project that disruption to staff and their employment should be minimised and therefore the preference has been to develop a collaborative model that does not require either transfer or secondment. However, the design process has led to a model which may make this difficult to set-out in a legal agreement and to operate in practice.

- The specialist teams, headed by a Team Manager, will include staff from all three LAs. Under the collaborative model, the legal Agreement would need to set out the obligations on the Head of Service and Team Managers to manage staff who report to them to enable the efficient and effective running and development of the RAA.
- The Agreement would also need to make it clear that when potential employment issues arise, such as absence, sickness or capability, there will be an obligation on the

manager (and their employing LA) to engage with the relevant employer and HR to work with the Manager to resolve the issues within the relevant employment processes.

Only one other RAA scheme (Adopt South) is proposing this employment approach and is understood to be accepted by DfE. However, their proposed operating model is dominated by a hub in a large host LA (Hampshire) and also has a much clearer and discretely managed role for other local LA based teams. This is much easier to define in a legal agreement than the integrated model proposed at Central East.

One key issue with the collaborative employment model and secondment model is what happens when a staff member leaves – who employs the replacement? Likewise, if new posts are required – who employs these? One solution is that the host should employ the Head of Service and all new RAA employees on CBC terms and conditions. This is the approach taken at operational RAAs (Such as ACE and Adoption Counts) where the secondment model is in place.

Based on the analysis of advantages and disadvantages of different employment models above, there is a strong case for 'Transfer' being the most appropriate with the operating model proposed. This would definitely be more demanding to implement and likely to cause staff most concern. However, once implemented it would be an easier model under which to manage staff and operate the RAA on a day to day basis. Secondment is the next best model as secondments are an established legal route for staff to work under the direction of another organisation whilst retaining their local employment status. Secondment would have the complication of managers directing staff who have different employers and this does add complexity and risk. Secondments are also not a long term solution and would need to be revisited.

Of the 10 open RAAs (as at May 2018), five are believed to have undertaken full transfer of staff and five operate with staff secondments. The DfE have some reservations about the proposed collaborative model and have expressed some concern that the arrangement with RAA's managing staff employed in another LA may not provide the single line of accountability and ability to redirect resources which they expect in an RAA. In view of this and the analysis in the table above, it is proposed that either transfer or a secondment model be adopted.

The operational model relies on agile working and plans to use the three existing work bases at the LAs rather than centralising all staff. It is envisaged that most staff will have an opportunity to work from their existing base to minimise disruption.

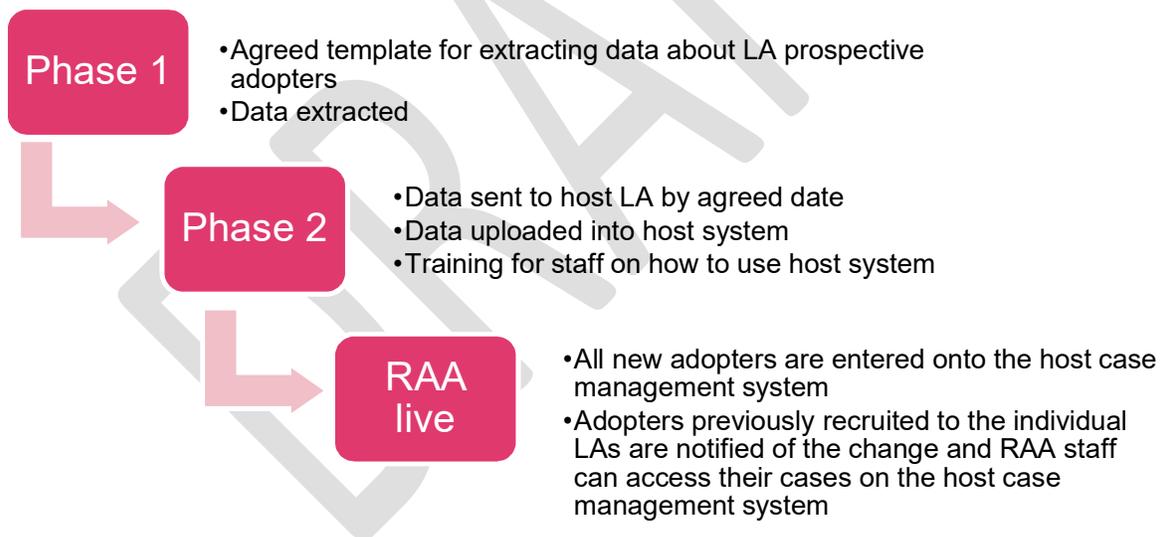
8.11 ICT requirements and implications

Case Management

Currently, the three local authorities manage adoption on different case management systems. While it would be a long term aim to have all local authorities working on the same case management system in support of the child and adopter journey, this is unlikely to be achievable in the short term.

In the proposed RAA design, family finding function and roles will remain based in each local authority, therefore the child LAC record and the adopted child record for that individual will remain on the respective case management systems. However, adopter information is owned by the RAA centrally, therefore it is important that these records are held on one case management system. During the implementation phase, each local authority will need to extract adopter information to migrate onto one system for the 'go live'. A data governance agreement must be in place before any changes take place.

Figure 8.11.1: Adopter information migration plan



The migration process will require resource, dependant on the number of adopters on file in each local authority.

Access to data

Each role within the RAA will need different levels of access to information relating to the child and adopter (Table X).

Table 8.11.2: Access needs, per RAA job role.

RAA Job role	Child LAC record and new adopted child record		RAA adopter record		Historic adopter record (pre-RAA)	
	Amend and View	Submit information request	Amend and View	Submit information request	Amend and View	Submit information request
Head of service	✓	✗	✓	✗	✓	✗
Team Manager (Recruitment and Assessment)	✗	✗	✓	✗	✓	✗
Team Manager (Matching and placement)	✓	✗	✗	✓	✗	✓
Team Manager (Adoption support)	✗	✓	✓	✗	✓	✗
Adopter Social Worker	✗	✗	✓	✗	✓	✗
Family Finder Social Worker	✓	✗	✗	✗	✗	✗
Adoption Support Social Worker	✗	✓	✓	✗	✓	✗
Assistant Social workers*	✓	✗	✓	✗	✓	✗
Business support	✗	✗	✓	✗	✗	✗
Learning and development coordinator	✗	✗	✓	✗	✗	✗
Marketing and recruitment officer	✗	✗	✗	✗	✗	✗

Panel Member**	✗	✗	✗	✗	✗	✗
Panel Advisor	✗	✓	✗	✓	✗	✓

* Assistant social workers will have the same access as their qualified social worker counterparts.

** The panel member will have access to the files prepared by the panel advisor, stored in a shared drive.

For those members of staff who only need to access adopter information, logins for the host system are required. Central Bedfordshire Council is the proposed host and have capacity within their current contract to add up to 50 new registrations to their case management system. Therefore, these staff can be added with no cost implication for the RAA.

However, for staff who need access to child records, they will need to be given permission to view and amend records in all three local authority case management systems. This is except for Family Finder social workers, who already have access to their LA systems.

The Chief Information Officers in each local authority will have to agree to allow access to the chosen file sharing application, from local authority devices (some have firewalls). For staff who submit information requests, an area in a file sharing website such as Box, will need to be set up for these documents to go to. Staff within the RAA will need access to a shared drive as a basic requirement for the functioning of the adoption service.

IT equipment

There is a disparity in IT equipment and provision among the three local authorities. In the proposed plan, staff are required to work remotely and use hot desking facilities in the three local authorities. A minimum requirement will be for staff to have a laptop and internet access. Though there is a disparity between the local authorities, both Bedford and Milton Keynes have IT equipment upgrades planned, therefore spend on IT equipment is already expected so there is no additional investment required.

Table 8.11.3: IT equipment in each local authority

IT equipment	Central Bedfordshire	Bedford Borough	Milton Keynes
Smartphone	✓ - all staff	✗ - No social workers have smartphones	✗ - No staff have smartphones
Laptop	✓ - all staff	✓ - all staff	✗ - one member of the adoption team has a laptop, four members have a work iPad which is

			used by all staff when necessary.
Ability to access internet outside of council property on work devices	✓ - staff can hotspot from smartphone	✓ - staff provided with dongle	✓ - staff with the iPad can and staff can work remotely using their own personal laptops or computers.
IT upgrade expected	✗	✓ - Bedford 2020	✓ - All staff will be given a laptop, unknown timeline.

DRAFT

9. APPENDIX A – ADOPTER AND CHILD PEN PICTURES

9.1 Ideal child experience: pen pictures

1. Child becomes known to social care

Pen picture:

I was frightened and I needed someone I could trust. Me and my brother John met Jane who was a kind, easy to talk to person who made me feel safe. She talked to us and asked us how we felt and what was making us happy and sad.

She wrote down some of the things that we said and checked with us that she had written down the right things.

She explained to us that our family needed some help and we talked about some of the problems we had with mum. She said that she would make sure that we had everything we needed to be safe and protected.

We were given information about the future and what might happen to us and our family. We were given a booklet which explained how our family were being helped and what this meant for me.

2. Pre- care proceedings and planning initiated

Pen picture:

Jane, the same worker I had spoken to before, was honest with me and explained the different people who wanted to talk to me, who they were and why they wanted to talk to me.

Jane checked with me to make sure she had got things right about me, John and my family. She made me feel that I was being listened to and could have a say in my future.

Jane gave me, John and my family help and support so that I could stay with my mum. Jane explained all the options for the future to me and John so we knew what could happen.

I was scared about leaving my home and everything that is familiar even though I was sometimes scared and unhappy there. I was also scared about being separated from John.

Jane was always there and made me feel safe and reassured that me and John would be okay.

Jane helped me to start writing my life story.

3. Care proceedings and planning

Pen picture:

Things got worse at home, I was scared and unhappy a lot of the time. John and I moved away from my mum and moved in with David and Pam, our foster family. I felt sad to leave mum but they were nice and made us feel like part of their family.

Jane listened to me and explained the options for what could happen to me and John. Jane explained about a forever home. She asked us what we wanted and hoped for in the future, I said a lot more about what I wanted to David and Pam my foster parents, so I asked them to speak to Jane about what I wanted and she listened to them.

Jane let me know that my mum is okay and isn't worrying or unwell. She made me feel like none of this was my fault. I looked forward to seeing my mum in contact.

I sometimes felt very sad, frightened and confused and I got angry but I didn't know what to do. I needed someone to help me to feel better. A lady came to see me they called her a Children's Guardian and she talked to me about my mum, home and what I wanted for the future.

Jane told me about the judge and that she would listen to everyone including my mum and she would decide where me and John would live. I felt like Jane really listened to me and understood my fears and anxieties

4. Family finding

Pen picture:

Jane told me that she (and the people she worked with) were trying to find me a forever home with John, and that keeping me with John was a priority.

I was really excited about this but also scared that I would be separated from John or wouldn't get to see my mum. Jane said she the other people trying to help me would do their best to keep John and I together, and I trusted her.

Jane used all the things I'd said to her to continue writing a life story with me. It was really fun! She checked this with me and I thought it was great. She let me choose photos.

I was also scared that if I found a forever family I wouldn't get to see my mum or foster carers again but Jane said I could stay in touch with them in the future, and that they could help me and John to find our forever family. Jane helped me to say goodbye to my mum. It was really sad and difficult, but Jane helped me and made me feel supported.

Pen picture:

Jane made me feel that I understood what was happening, what adoption was and it might mean for me and John.

I still felt sad and scared, and sometimes didn't tell anyone. But I felt like I could trust Jane. She explained about the family activity days and asked me to go to one – I said yes.

Jane also helped me to develop a 'story stem' and shared information about me and brother with other families.

5. Matching

Pen Picture:

Jane explained all about the activity day, what it was and who was going. David and Pam took me and John along to this. I was excited but also scared.

I was playing with some toys at the activity day when I met Linda and Peter. They talked to me and I liked them a lot. They seemed friendly and kind and we got on really well. Jane gave me some pictures and a video recording of Linda and Peter.

Jane explained the next steps and about a thing called a 'panel' and that this was trying to see if Linda and Peter were right for me

6. Placement

Pen picture:

Over the next few weeks John and I met with Linda and Peter a few times. They were really nice and we got on really well. Jane asked us what we thought about Linda and Peter being our forever family, I was really happy, Jane told us all about Linda and Peter and showed us a film they had made for us! She also explained how and when my mum and foster carers would be told what I had been doing and said that there was some one for us to talk to if we had any concerns.

We moved in with Peter and Linda. It was strange at first. Jane explained everything that she and other people she worked with would do for me, John, Peter and Linda to make sure we were happy.

We had a court hearing where the judge agreed that Peter and Linda would be my forever family. Jane explained how this would work so I felt like I understood what was going on. The court hearing was fun and we had a party with my new family.

7. Post adoption support

Pen picture:

In the first few months I felt like I needed to speak to someone as I sometimes felt nervous and scared after everything we'd been through. I spoke to Jane and she was really reassuring and supportive. She said there was someone who could help with how I was feeling and asked if I wanted to speak to them. They came to see me a few times and helped me to find a way to think about and deal with my feelings.

I kept in touch with my mum. I sent her letters and photos and she sent me photos. I felt like she was still part of my life.

I also kept in touch with David and Pam (my foster carers) and met them with my family a few times a year. It was nice to see them and they helped me to understand my 'life story.'

Sometimes I still felt like I wasn't like the rest of the kids at school and I was different because I was adopted. I met some other people who had been adopted at a fun day for adoptive families and found it really useful talking to them about how I felt and what I had been through.

I felt like I hadn't been forgotten by Jane and the other workers who had helped me to find a forever home, and I felt that I had someone there outside of my family if I ever had a problem or a crisis that I couldn't talk to my family about. Over time living in my forever family felt normal, I was happy.

9.2 Ideal adopter experience: pen pictures

1. Pre-enquiry

Pen picture:

I've noticed a lot of motivational stories from people like me on Twitter and Facebook who had adopted children. When I started to talk to people I knew about adoption, I was amazed to find out that quite a few friends and colleagues knew someone who had or had been adopted. Then I started to pick up on stories about adoption on TV, movies and magazines.

I wanted to know more so I started to do some research online it was easy to find the information I needed and the information was really relevant. The website included authentic stories from the perspective of adopters and answered some of the questions I had around who I would be working with and how other people had found the service. It also had information that tackled some of my concerns and did some myth busting around issues such as how old I had to be, who can adopt and how long the process was. It was good because I saw people on there that looked like me, I started to think adoption could be right for me so I decided to make an enquiry.

2. Enquiry

Pen picture:

I went onto the website and it was easy to find the RAA adoption page. There were a variety of options for me to get further information from, there was an opportunity for me to chat to someone online or by phone and at a time that suited me. There was also an adopted open evening advertised, so that I could meet some of the staff and those who had been through the process to make sure adoption was right for me.

It was clear what times the information services would be operating. I called and got straight through to someone without having to wait long or be passed around. The person I got through to was friendly, warm and knowledgeable. They answered some of my questions about adoption and reassured me on some of my concerns.

I had a follow up visit with a worker quickly after. They explained that I had a choice, clearly described the process and put me at ease. The worker gave me an information pack which included information about the process for my whole family and I was given the opportunity to speak to other adopters.

At the end of this stage, there seemed to be few barriers and I had a good sense of how likely I would be to be successful in the process and had a clear view of what would be involved. It all progressed at a pace that I was happy with and my experience was positive.

3. Preparation for training and assessment

Pen picture:

I put in my registration of interest to start stage 1. At this stage the worker gave me and my family a clear overview of what was involved, timescales, processes and dates. I was also guaranteed a single point of contact for the whole process, who could answer any questions I had along the way and keep me on track with my application.

They got me started on the preparation process by giving me a variety of learning opportunities, including reading, videos and interactive online activities. The training confirmed that adoption was right for me. During this stage I didn't have to wait more than 2 days for a response to my enquiry.

The process took around 2 months in total, and felt tailored to my needs. My worker, Mary, managed this process sensitively and had the 'human touch' and was open, honest and transparent.

On reflection I came to adoption with some preconceptions about the types of children I would adopt, but after the service introduced me to a range of different families, I realised there was a range of children out there who might fit in my family. Therefore, I decided to proceed to stage 2.

I put in an application form and they got back to me two days later to confirm we'd be going ahead.

4. Training and assessment

Pen picture:

At the beginning of this stage my RAA worker helped me to feel that I was ready and explained the key next steps and timescales, and made me feel involved and part of the process throughout. They were really sensitive to how I was feeling at this stage and it was helpful to have someone on my side while I went through this intrusive process.

The training programme was really useful and involved adopters, young people and birth parents. It felt assured that the trainers were experienced and had relevant insight to share that wasn't 'off the shelf' or from a textbook, as they were also from the RAA it was good to meet people I would be working with. The stories I heard from adopters were really inspirational and many of them are still close friends today.

The assessment was quite intrusive, and lots of personal questions were asked, including questions about my medical history, however my worker was really sensitive and guided me

Pen picture:

through the process. The output was my prospective adopter report which was presented at my adoption panel.

I was made fully aware of the panel procedure and the type of questions I would be asked. I felt reassured by the video of the panel process, so it was not as daunting when I went in. At the panel itself I was made to feel comfortable and welcome - it wasn't as intimidating as I'd feared. I was over the moon when they recommended me for approval.

This stage took around 4 months in total.

5. Matching

Pen Picture:

At the beginning of this stage my worker explained clearly how the matching process would work, the key milestones and next steps. I also received an informative leaflet which set out clearly what I could expect to happen next and was invited to a 'waiting adopters group' where I could meet people at a similar point in the process. While I was waiting to get matched with children, my worker kept in touch with me.

I didn't have to wait long for a match. My worker mentioned an activity day and helped me to prepare for this, because I found the idea a bit strange at first. She also linked me up with a "buddy" who told me about their experience at activity days and put me at ease.

There were a number of different activities on offer across the region and I found one which worked for me. I went along to an activity day and met my little Sarah and John. Sarah was a lot older than the child I had imagined but like a lot of the children from the adoptive families I'd met before. We all clicked immediately!

After a discussion with my worker I was able to look at Sarah's and John's adopter profile and family book which included a short biography and all the information I needed. I then met some key people in Sarah and John's life including their foster carers, school, nursery and social workers – several of us met on an 'appreciation day.'

I spoke to their foster carers regularly in the time leading up to the match – we even organised a 'chemistry' day where I bumped in to them in the park and had a chat. It was nice to see the child in a different context, doing activities that they enjoyed.

Soon afterwards and following a number of supportive discussions with my worker, my match was approved and we began to discuss introduction plans.

6. Placement and post adoption support

Pen picture:

Sarah and John moved in with me and the transition was smooth. My worker advised me that there may be some challenges later in life and worked with me to plan how to pre-empt them, they also gave me realistic timelines. I was also made aware of support that would be given to us as a family, if the birthparents challenged the adoption order

I got a support plan and there were some things on there that the RAA arranged for me, like play therapy, early on. I was able to keep in touch with the people that the children have relationships with, including their foster carer and schools.

At the outset I felt like I needed quite a lot of support to help with the attachment process (which I learnt about in my adopter training). I received a tailored package of post adoption support, I spoke regularly to my buddy and, when needed, I was able to quickly access specialist support from a therapist. I also took my family along to a family fun day – I think that meeting other families like us was a reassuring and positive experience for all of us!

From then on we settled into normal family life, however we had some problems. For example, a couple of years later we had a few issues and I felt like I needed a bit more help on attachment. The children were having the identity issues that the service had prepared me for but I felt like I was failing. I spoke to my named post adoption support worker, they were supportive and worked with me to resolve my issue. My buddy was also there for me to speak to throughout, and I felt that I had a good support network around me to help whenever I needed it.

Post-adoption support was advertised well with a variety of activities and support packages available to me. I knew that even if I moved within the RAA area, I would be given the same support as I had previously.

10. APPENDIX B – DETAILED PERFORMANCE FRAMEWORK

10.1 How information will be collected

RAA and local authority responsibilities

Data which will be owned or contributed to by the RAA and which it will have a responsibility to report to the RAA governance Board is shown below. Relevant items will also form part of the RAAs national reporting requirements.

- **Children with a plan of adoption and birth families** – data will be provided by LAs but the RAA will be accountable for a **contribution element** to some data items and key performance indicators.
- **Adopters and adoption support** - data will be provided by the RAA
- **Cost and efficiencies** – data will be provided by the RAA.
- **Staff** – data will be provided by the RAA.

Data which will be owned by the local authorities is shown below. Relevant items will also form part of each LAs national reporting requirements.

- **Looked after children** - data will be provided by LAs.
- **Children with a plan of adoption and birth families** - data will be provided by LAs.

Data collection

The data collection will be at an aggregate level for population and looked after children. For children with a plan of adoption and adopters, information will be collected at person level as this will enable the data to be cut and analysed in different ways.

For the child and adopter level data, much of this is already produced on a quarterly basis for the ALB return, however, there may be some additional data items that are not currently part of the ALB collection but are needed in order to fully analyse the demand within the RAA and calculate the information required to fully develop evidence of the benefits of the RAA.

It is also expected that this data will be requested on a more frequent basis than the current ALB return with information being required MONTHLY rather than quarterly. It is anticipated that much of this data can be drawn from systems.

In addition to data, commentary will be requested from managers relating to the data provided that may provide additional context to data eg. Explanations for fall or increases in numbers, changes in processes or decision making that may have had an impact on the numbers of LAC or children with an adoption decision.

This will be supported by an analysis of the data incorporating trends and issues and supported by the commentary provided by the heads of service. The analysis will also highlight areas of strengths or concern.

In addition to the standard suite of indicators, more in-depth analysis may be undertaken based on trends or issues that the regular data analysis highlights, changes to processes that need to be monitored or areas of interest. On occasion, additional data may need to be requested to support more in depth analysis.

Baseline data collection

- A data collection, using the new collection tools will be undertaken for 2017/18 data in June 2018. This will be used to test the collection method and set up the baseline.
- A data collection will then be undertaken quarterly until the RAA has been fully established.
- Following establishment of the RAA the data collection will move to monthly.

10.2 Performance indicators and measures

<p>Outcome 1: Better life long outcomes for children and adopters</p> <ul style="list-style-type: none"> • The experiences and life long outcomes of children and adopters will improve • More families will be able and willing to adopt <p>This outcome will be jointly owned between the LAs and the Central East Regional Adoption Agency, with both parties contributing.</p>		
<p>Key outcome indicators</p> <ul style="list-style-type: none"> • Timely decision making in LAs around child’s permanency plan • Adoptive placement disruption rate • Number of children who were placed in an early permanency placement • No. of children identified for adoption as a % of LAC and by characteristics. • Average time between a child entering care and moving in with their adoptive parents for children who have been adopted • Average time between a local authority receiving court authority to place a child and authority deciding on a match to an adoptive family (in days) • Children who with less than 18 months between entering care and moving in with their adoptive family (%) 		
<p>How many? Numbers, percentages, rates</p>	<p>How well?</p>	<p>Outcomes for children and adopters</p>
<ul style="list-style-type: none"> • No. of children identified for adoption as a % of LAC and by characteristics. • Number and percentage of children who are 	<ul style="list-style-type: none"> • Percentage of LAX with plans of adoption (overall and by demographic breakdown) – compared with overall LAC numbers 	<ul style="list-style-type: none"> • Percentage of LAC leaving care by reason for leaving care (overall and by demographic breakdown) • Percentage of children with a plan of adoption

<p>placed for adoption by placing agency</p> <ul style="list-style-type: none"> • Number of adopters at each stage of the process (enquiry through to approval) • Number of children who were placed in an early permanency placement • Number of adopters at each stage of the process (enquiry through to approval) • Number of children placed from RAA LAs and neighbouring LAs • Number and percentage of adopters placed with children from RAA LAs and neighbouring LAs • Number and percentage of adopters leaving at each stage and reason for unsuitability • Number and percentage of applications that are refused 	<ul style="list-style-type: none"> • Timely decision making in LAs around child's permanency plan • Average time between enquiry and approval • Average time between approval and adoption • Average time between approval and match • Average time between match and adoption • Number and percentage of adopters who were previously unknown to the child • Number and percentage of the adopters who were the child's foster carer • Number and percentage of adopters that were family adopters 	<p>for whom the plan is changed away from adoption</p> <ul style="list-style-type: none"> • Average time between a child entering care and moving in with its adoptive family, for children who have been adopted (days) • Average time between a local authority receiving court authority to place a child and authority deciding on a match to an adoptive family (in days) • Children who with less than 18 months between entering care and moving in with their adoptive family (%)
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Quality assurance questions

Are LAs being ambitious enough for LAC? Do enough LAC have a plan of adoption? To what extent are decisions to adopt children subject to change?

How many children and adopters are in the pipeline? What is the shortfall between the number of potential adopters and the number of children awaiting adoption?

Are adopters being assessed in a timely manner? Where are the delays in the system? Are adopters from specific groups more likely to face delays in the process or drop out?

What proportion of potential adopters are exiting the process? Does support need to be increased or processes changed?

Are children being adopted in a timely manner? Is timeliness improving? Where are the delays in the system? Are these the same for all children or different for those children who are harder to place?

<p>Outcome 2: The RAA will recruit adopters in line with children’s needs</p> <ul style="list-style-type: none"> Adoption will be an option for a wider range of children 		
<p>Key outcome indicators</p> <ul style="list-style-type: none"> The percentage of BME children leaving care who are adopted The percentage of children aged 5 or over leaving care who are adopted The percentage of children with a known disability/complex needs who are adopted Number of families on the adopter list 		
<p>How many? Numbers, percentages, rates</p>	<p>How well?</p>	<p>Outcomes for children and adopters</p>
<ul style="list-style-type: none"> No. of children identified for adoption as a % of LAC and by characteristics. Number of children with a plan of adoption that are ‘harder to place’ Number of children with ‘harder to place’ characteristics by characteristics Population, LAC, children with a plan of adoption, adopters and staff by: <ul style="list-style-type: none"> age disability race religion or belief sex gender reassignment sexual orientation marriage or civil partnership pregnancy and maternity Number and percentage of children placed for adoption by demographics Number of adopters who will adopt ‘harder to place’ children 	<ul style="list-style-type: none"> Proportion of children placed for adoption who are mainstream Proportion of children placed for adoption with children with ‘harder to place’ characteristics (age over 5, disability, sibling group, BME) Percentage of LAC by demographics compared with overall population Percentage of children with a plan of adoption by demographics compared with LAC population Percentage of adopters by demographics compared with population Percentage of adopters by demographics compared with the demographics of children with a plan of adoption 	<ul style="list-style-type: none"> Percentage of ‘harder to place’ children whose adoption breaks down The percentage of children aged 5 or over leaving care who are adopted The percentage of black and minority ethnic children leaving care who are adopted Average time between a child entering care and moving in with its adoptive family, comparison between those with ‘harder to place’ characteristics and those without 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 in days, for those with harder to place characteristics comparatively to those without. Percentage of harder to place children who wait less than 18 months between entering care

		and moving in with their adoptive family
Quality assurance questions		
<p>Are LAs being ambitious enough for LAC with 'harder to place' characteristics?</p> <p>Are LAC with 'harder to place' characteristics achieving the right outcomes?</p> <p>Is the RAA improving timeliness and outcomes for harder to place children?</p> <p>Is there a difference between the demographic characteristics of adopters and children with a plan of adoption? Does more work need to be done to target specific groups or communities to encourage more people to apply to become adopters?</p> <p>Are children and adopters being supported in line with equality legislation?</p> <p>Are children with a particular demographic characteristic more or less likely to be LAC?</p>		

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<p>Outcome 3: Better value for money</p> <ul style="list-style-type: none"> Resources will be efficiently and effectively managed Opportunities to reduce cost will be identified and acted on Outcomes will be clearly defined and measured 		
<p>Key outcome indicators</p> <ul style="list-style-type: none"> Reduction in LA expenditure on care placements for children with an adoption plan Use of inter-agency placements as a proportion of all placements 		
<p>How many? Numbers, percentages, rates</p>	<p>How well?</p>	<p>Outcomes for children and adopters</p>
<ul style="list-style-type: none"> Number of children with adoption placements Number of foster to adopt placements Reduction in inter-agency placements as a proportion of all placements 	<ul style="list-style-type: none"> Unit cost per adopted child Unit cost per adopter Unit cost per adopter household recruited 	<ul style="list-style-type: none"> Number of children with adoption placements Number of Adopter Households recruited and with child placed
<p>Quality assurance framework</p>		
<p>How affordable and sustainable is the RAA in the short, medium and long term?</p> <p>Is the RAA operating within budget? What is the medium term financial trajectory?</p> <p>What savings has the RAA achieved through reducing spend on care placements as a result of supporting more adoptions?</p> <p>What savings has the RAA achieved through identification of efficiencies?</p> <p>Are unit cost per adopted child/ adopter reducing?</p>		

<p>Outcome 4: A better environment and opportunities for the adoption workforce</p> <ul style="list-style-type: none"> • The RAA will retain and develop the right skills, experience and talent in support of high quality services • The RAA will support and encourage professional and career development 		
<p>Key outcome indicators</p> <ul style="list-style-type: none"> • Staff vacancy level • Ratio of agency staff to permanent staff • Staff turnover rate • Staff sickness and absence level • Staff satisfaction levels • Percentage of staff that feel supported in their role • Percentage of staff who feel they receive the right training and development 		
<p>How many? Numbers, percentages, rates</p>	<p>How well?</p>	<p>Outcomes for children and adopters</p>
As above	As above	N/A
<p>Quality assurance questions</p> <p>Is the workforce happy and healthy?</p> <p>Is the RAA offering training and development opportunities?</p> <p>Do staff feel supported in their work?</p> <p>Is the RAA retaining staff? If not, what are reasons given for leaving the RAA?</p>		

<p>Outcome 5: Adoption services will be transparent and collaborative</p> <ul style="list-style-type: none"> • What the RAA is and what it does will be clear and understandable • Local authorities will have influence over service delivery • There will be local presence of skilled adoption expertise • The RAA will work collaboratively with local authorities and maintain regular and open communication 		
<p>Key outcome indicators</p> <ul style="list-style-type: none"> • Number and percentage of birth families accessing pre-adoption support • Percentage of birth parents who feel they have been supported to understand why their child has been adopted • Percentage of adopters accessing post adoption support • Satisfaction of adopters with pre-adoption support • Satisfaction of adopters with post-adoption support 		
<p>How many? Numbers, percentages, rates</p>	<p>How well?</p>	<p>Outcomes for children and adopters</p>
<ul style="list-style-type: none"> • Number of letterbox contacts managed in a year • Number of referrals for an assessment of post order adoption support needs • Number of adoption support needs assessments undertaken in year • Number of relatives of an adopted person signposted to intermediary services in a year • Number of other LA requests for records in a year • Number of referrals for access to adoption records in a year 	<ul style="list-style-type: none"> • Numbers of adopters accessing post adoption support • Number of adopters accessing universal adoption support (per year) • Adoption support fund applications • Number of adoption support 'in house' interventions in a year • Number of adoption support referrals to commissioned services per year • Number of families receiving birth parent support to prevent recurring proceedings • Number of adopters meeting the birthparents during the adoption process • Number of children who are in care where birth parents have previously had children adopted 	<ul style="list-style-type: none"> • Satisfaction of adopters with pre-adoption support • Satisfaction of adopters with post-adoption support • Number of successful adoption support fund applications in a year • Number of packages of support funded by the ASF for services provided 'in house' in the year • Number and percentage of birth families accessing adoption support in the year • Percentage of birth parents who feel they have been supported to understand why their child has a plan for adoption/has been adopted

	<ul style="list-style-type: none"> • Number of children who are adopted where parents have previously had children adopted 	
Quality assurance questions		
<p>Do adopters find the process easy to navigate? Do they feel properly supported?</p> <p>Are the right support services being offered to the right people? How easy are these support services to access?</p> <p>Do pre-adoption support services ensure that after a child is placed, adoption orders are applied in a timely manner? Can better support be offered?</p> <p>Do adoption support services do enough to prevent adoption breakdown?</p> <p>Do birth families understand why adoption is best for their child?</p> <p>Do birth families feel supported through the process and understand what is going on?</p> <p>Are subsequent children of birth parents being removed and given a plan of adoption?</p>		

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11. APPENDIX C - DETAILED STAFF BUDGET

General Management					
Post		Base Salary	Gross Salary	FTE	Gross (at 18/19 prices)
		£	£		£
Head of Service	Q	60,000	77,400	1.00	77,400
Recruitment of Adopters					
Post		Base Salary	Gross Salary	FTE	Gross
		£	£		£
Team Leader	Q	51,836	66,870	1.00	66,870
Adoption Social Worker	Q	38,781	49,695	6.00	298,169
Assistant Social Worker	U	24,153	30,381	1.00	30,381
Marketing & Communications	U	31,592	40,167	1.00	40,167
Learning & Development Officer	U	24,739	31,210	1.00	31,210
Business Support	S	18,216	22,462	1.50	33,692
				11.50	500,489
Family Finding					
Post		Base Salary	Gross Salary	FTE	Gross
		£	£		£
Team Leader	Q	51,836	66,870	1.00	66,870
Family Finder (SW)	Q	38,781	49,695	4.00	198,779
Assistant Social Worker	U	24,153	30,381	1.00	30,381
				6.00	296,030
Adoption Support					
Post		Base Salary		FTE	Gross
					£
Team Leader	Q	51,836	66,870	1.00	66,870
Adoption Social Worker	Q	38,781	49,695	5.00	248,474
Assistant Social Worker	U	24,153	30,381	1.00	30,381
Business Support	S	18,216	22,462	1.00	22,462
				8.00	368,186
Panel/Other Support Staff					
Post		Base Salary		FTE	Gross
					£
Panel Advisor (QSW)	Q	38,781	49,695	1.00	49,695
Panel Support/Secretary	S	23,111	29,079	1.00	29,079
				2.00	78,774
Total Staff				28.50	1,320,879

12. APPENDIX D - 2018/19 LA ADOPTION BUDGETS

Overall Summary																	
Adoption Summary - Income and Expenditure																	
	2018/19 Budget																
	2017/18 Projected		Total		General Management		Recruitment Marketing		Assessment & Training		Family Finding		Adoption Support		Adoption Panels		Net Inter Agency
	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	£
Direct																	
a1 Adoption Social Workers			20.40	1,065,124	2.80	186,446	0.79	39,012	5.51	271,686	5.31	267,412	5.48	272,474	0.50	28,095	
a2 Non SW Qualified Staff			3.00	91,143	0.00	0	0.10	2,913	0.45	13,619	0.40	11,652	2.05	62,959	0.00	0	
a3 Direct support staff			3.50	85,233	0.20	4,855	0.00	0	1.08	24,794	0.46	9,706	0.77	16,799	1.00	29,079	
Total Direct Staff	26.48	1,189,199	26.90	1,241,501	3.00	191,301	0.89	41,925	7.04	310,099	6.16	288,770	8.30	352,233	1.50	57,175	
b1 Direct Non-staff		726,847		639,476		44,970		21,490		47,452		9,348		415,081		101,134	
Net Inter Agency Fees		-134,726		0													0
d5 Income		-411,822		-408,592		0		0		0		0		-358,592		-50,000	
Total Direct	26.48	1,369,498	26.90	1,472,385	3.00	236,270	0.89	63,415	7.04	357,551	6.16	298,117	8.30	408,722	1.50	108,309	0
Indirect																	
c1 Indirect Adoption Social Workers			0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	
c2 Indirect Non SW Qualified Staff			1.38	56,227	0.00	0	0.70	30,503	0.59	23,409	0.00	0	0.09	2,315	0.00	0	
c3 Indirect support staff			0.36	3,966	0.00	0	0.03	357	0.01	119	0.08	873	0.09	1,031	0.14	1,586	
d1 Indirect non-staff				9,000				9,000									0
Total Indirect			1.74	69,193	0.00	0	0.73	39,860	0.60	23,528	0.08	873	0.18	3,346	0.14	1,586	0
Total Net Cost			28.64	1,541,578	3.00	236,270	1.63	103,275	7.64	381,079	6.24	298,990	8.48	412,068	1.64	109,895	0

Central Bedfordshire																	
Adoption Summary - Income and Expenditure																	
	2018/19 Budget																
	2017/18 Projected		Total		General Management		Recruitment Marketing		Assessment & Training		Family Finding		Adoption Support		Adoption Panels		Net Inter Agency
	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	£
Direct																	
a1 Adoption Social Workers	6.42	309,122	7.34	368,927	1.00	68,578	0.53	24,503	1.82	84,847	1.67	77,713	1.82	85,190	0.50	28,095	
a2 Non SW Qualified Staff	1	289,27	1.00	29,131	0.00	0	0.10	2,913	0.25	7,283	0.40	11,652	0.25	7,283	0.00	0	
a3 Direct support staff	1.5	321,92	2.00	49,380	0.00	0	0.00	0	0.33	6,699	0.33	6,699	0.34	6,902	1.00	29,079	
Total Direct Staff	8.92	370,241	10.34	447,438	1.00	68,578	0.63	27,416	2.40	98,829	2.40	96,065	2.41	99,375	1.50	57,175	
b1 Direct Non-staff		292,189		230,490		8,074		1,078		26,551		4,137		154,496		36,154	
Net Inter Agency Fees		-151,527		0													0
d5 Income		-151,040		-150,000		0		0		0		0		-100,000		-50,000	
Total Direct	8.92	370,241	10.34	527,928	1.00	76,652	0.63	28,494	2.40	125,380	2.40	100,202	2.41	153,871	1.50	43,329	0
Indirect																	
c1 Indirect Adoption Social Workers			0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
c2 Indirect Non SW Qualified Staff			0.38	12,067	0.00	0	0.20	7,437	0.09	2,315	0.00	0	0.09	2,315	0.00	0	0
c3 Indirect support staff			0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
d1 Indirect non-staff				9,000				9,000									0
Total Indirect			0.38	21,067	0.00	0	0.20	16,437	0.09	2,315	0.00	0	0.09	2,315	0.00	0	0
Total Net Cost			10.72	548,995	1.00	76,652	0.83	44,931	2.49	127,694	2.40	100,202	2.50	156,186	1.50	43,329	0

Bedford Borough Council																	
Adoption Summary - Income and Expenditure																	
	2018/19 Budget																
	2017/18 Projected		Total		General Management		Recruitment Marketing		Assessment & Training		Family Finding		Adoption Support		Adoption Panels		Net Inter Agency
	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	£
Direct																	
a1 Adoption Social Workers	5.41	289,045	5.41	291,299	1.00	68,430	0.00	0	1.81	90,634	1.40	72,721	1.20	59,515	0.00	0	
a2 Non SW Qualified Staff	1.00	18,907	1.00	31,679	0.00	0	0.00	0	0.20	6,336	0.00	0	0.80	25,343	0.00	0	
a3 Direct support staff	2.50	48,154	1.50	35,854	0.20	4,855	0.00	0	0.75	18,095	0.13	3,006	0.43	9,897	0.00	0	
Total Direct Staff	8.91	356,105	7.91	358,832	1.20	73,285	0.00	0	2.76	115,064	1.53	75,727	2.42	94,756	0.00	0	
b1 Direct Non-staff		191,219		188,160		26,760		12,900		16,500		0		86,000		46,000	
Net Inter Agency Fees		29,700		0													0
d5 Income		-74,190		-72,000		0		0		0		0		-72,000		0	
Total Direct	8.91	502,834	7.91	474,992	1.20	100,045	0.00	12,900	2.76	131,564	1.53	75,727	2.42	108,756	0.00	46,000	0
Indirect																	
c1 Indirect Adoption Social Workers			0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
c2 Indirect Non SW Qualified Staff			1.00	44,161	0.00	0	0.50	23,066	0.50	21,094	0.00	0	0.00	0	0.00	0	0
c3 Indirect support staff			0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
d1 Indirect non-staff				0		0		0		0		0		0		0	0
Total Indirect			1.00	44,161	0.00	0	0.50	23,066	0.50	21,094	0.00	0	0.00	0	0.00	0	0
Total Net Cost			8.91	519,153	1.20	100,045	0.50	35,966	3.26	152,659	1.53	75,727	2.42	108,756	0.00	46,000	0

Milton Keynes																	
Adoption Summary - Income and Expenditure																	
	2018/19 Budget																
	2017/18 Projected		Total		General Management		Recruitment Marketing		Assessment & Training		Family Finding		Adoption Support		Adoption Panels		Net Inter Agency
	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	£
Direct																	
a1 Adoption Social Workers			7.65	404,898	0.80	49,437	0.27	14,509	1.89	96,205	2.24	116,978	2.46	127,769	0.00	0	
a2 Non SW Qualified Staff			1.00	30,333	0.00	0	0.00	0	0.00	0	0.00	0	1.00	30,333	0.00	0	
a3 Direct support staff			0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	
Total Direct Staff	8.65	418,905	8.65	435,231	0.80	49,437	0.27	14,509	1.89	96,205	2.24	116,978	3.46	158,102	0.00	0	
b1 Direct Non-staff		243,439		220,826		10,136		7,512		4,402		5,210		174,586		18,980	
Net Inter Agency Fees		-12,899		0													0
d5 Less : Income		-186,592		-186,592		0		0		0		0		-186,592		0	
Total Direct	8.65	462,853	8.65	469,465	0.80	59,573	0.27	22,021	1.89	100,607	2.24	122,188	3.46	146,095	0.00	18,980	0
Indirect																	
c1 Indirect Adoption Social Workers			0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
c2 Indirect Non SW Qualified Staff			0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
c3 Indirect support staff			0.36	3,966	0.00	0	0.03	357	0.01	119	0.08	873	0.09	1,031	0.14	1,586	0
d1 Indirect non-staff			0	0		0		0		0		0		0		0	0
Total Indirect			0.36	3,966	0.00	0	0.03	357	0.01	119	0.08	873	0.09	1,031	0.14	1,586	0
Total Net Cost			9.01	473,431	0.80	59,573	0.30	22,378	1.90	100,726	2.31	123,061	3.55	147,126	0.14	20,566	0

13. APPENDIX E – DETAILED RAA AGREED 2018/19 BASELINE

	CBC	BB	MK	Total
	£	£	£	£
Direct Adoption net Budgets 2018/19	955,166	810,952	974,275	2,740,393
Less: Adoption Allowances	-387,762	-330,000	-499,490	-1,217,252
	567,404	480,952	474,785	1,523,141
Less: Items removed from baselines				
CBC - Past service costs (Pension)	-39,476			-39,476
BB - Apprentiship Levy		-1,570		-1,570
BB - Premised/IT related		-4,390		-4,390
MK - Premises/IT related			-5,320	-5,320
Direct Budgets in Revised Returns	527,928	474,992	469,465	1,472,385
Add: Relevant/Material Indirect costs				
CBC - Marketing Officer	7,437			7,437
CBC - Training Officer	4,501			4,501
CBC - Advertising	9,000			9,000
BB - Recruitment/Marketing Officer		23,066		23,066
BB - Training Manager		21,094		21,094
MK - Business Support			3,966	3,966
Total Net Costs included in returns	548,866	519,153	473,431	1,541,450
Baseline budget share	36%	34%	31%	100%

14. APPENDIX F – RAA AGREEMENT CONTENTS

1 Main Body

Parties

- CBC, BB and MK

Aims & principles of collaboration

Governing law

Governance

- RAA Board
- Head of Service

Services

- Host exercises skill, care and complies with stat provisions etc
- Service description and matrix showing respective roles of RAA, Host LAs, Other LAs

Payment Mechanism/Budget

- Schedule – LA Contribution %
- Services exclude – Adoption Allowances
- Overspend - How it will be met (In proportion to LA contributions)
- Surplus - Earmarked reserves from underspends

Procurement

- Host procures on behalf of all LAs
- Compliance with procurement regulations

Properties/IT

- Rights to enter
- Ownership of IT equipment

Staff

- Duties & obligations of host LA and other LAs

Confidentiality

- Data

- Inspection rights

FOI/Data Protection

- LA's are joint controllers

Press releases/communications

Complaints

- Adopters – Host procedures
- Child – Relevant LA

Escalation/Dispute resolution

Intellectual property

Indemnity

Liabilities & Insurance

Force majeure

Termination

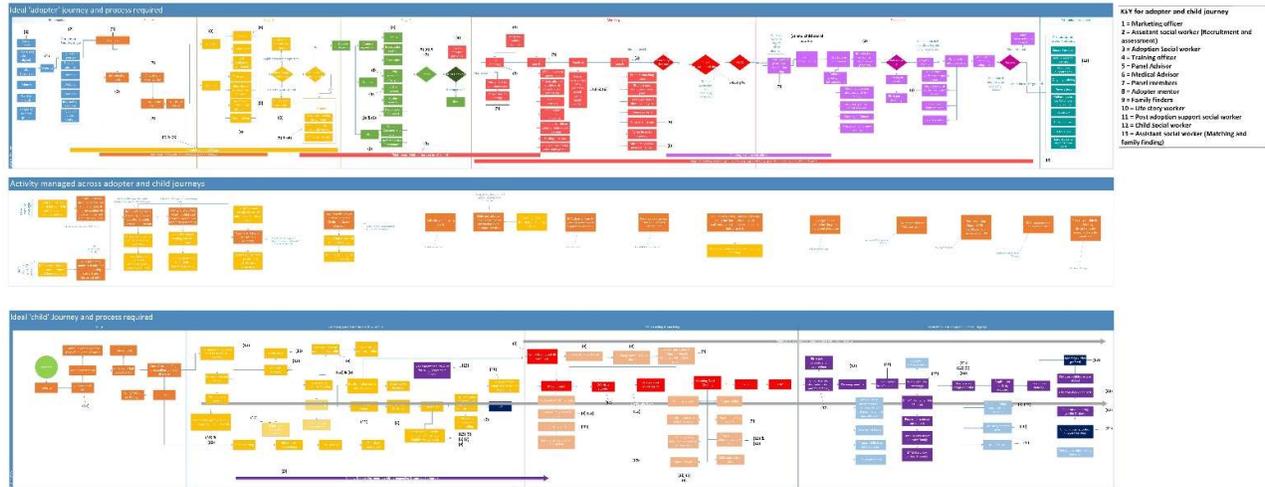
2 Schedules

- **Service specification**
- **Information sharing agreement**
 - Who owns data
 - Compliance with DPA
 - Return of data after termination
- **Governance**
 - Terms of Reference
 - Head of Service job description
- **Funding Arrangements**

15. APPENDIX G - CHILD AND ADOPTER PROCESS MAPS

[Document to be embedded, electronically]

Ideal adopter and child journeys and process required, March 2018



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16. APPENDIX F - NOTICE

Central East RAA Project Board is responsible for determining whether the scope of the work iMPower Consulting Limited ('iMPower') have been asked to carry out is sufficient for the purposes of this report. The agreed scope of this work is detailed in the form of contract signed by Sue Harrison, Director of Children's Services, Central Bedfordshire Council in February 2018.

The designs, assertions and opinions included in this report are intended to be a reflection of those put forward by stakeholders from across the councils and other agencies involved in setting up the Central East RAA. iMPower facilitated these discussions and, as accurately as possible, reflected consolidated them in this report.

The quantitative and qualitative analysis in this report is based on information, explanations and assumptions provided by the Central East LAs and other stakeholders, as set out in this document or the associated working papers, for quality assurance by Central East RAA Project Board. It should be noted and it is expressly stated that no independent verification of any of the documents or information supplied to us iMPower has been made. We iMPower make no representation or warranty and give no undertaking as to the accuracy, reasonableness or completeness of the information contained received and used to develop in this report or any document or information supplied to us.

In this report iMPower have assumed, having raised queries as iMPower saw appropriate: that all of the information supplied to us was, when given, and remains, true, complete and accurate and not misleading; that the documents iMPower have examined are true, complete and accurate copies of the originals and that the signatures on those documents are genuine; that appropriate personnel at the Central East RAA Project Board will have read the documents in case any such document reveals matters of significance which could only be identified by people with knowledge of the Central East RAA Project Board's specific circumstances; and that no term of any agreement comprised in the documents received by us iMPower has been amended orally by the parties or by conduct or by course of dealing without our being aware of such amendment. In addition, there may be agreements which are wholly oral of which iMPower are unaware.

This report reflects the state of the Central East RAA as at the date provided at the front of it. However, further information may be received, disclosures may be made or information identified which may change the position of this report after the date of it. iMPower do not accept any responsibility or obligation to update this report, correct any inaccuracies or provide any further information which may become known to it after the date of this report.

This report is addressed to the Central East RAA Project Board and is for their sole information and use in connection with the matter. iMPower accept no responsibility for any reliance placed on this report for any purpose other than the matter or by any person other than the Central East RAA Project Board.

iMPower shall not in any circumstances be liable to the Central East RAA Project Board for any loss of profit or any other consequential or indirect loss (howsoever arising).

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