



## **Appendix**

# City of London Corporation Department of Community and Children's Services

## Independent Reviewing Officer (IRO) Annual Report 2016/2017

August 2017







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## 1. PURPOSE OF SERVICE & LEGAL CONTEXT

The Independent Reviewing Officers' (IRO) service is set within the framework of the updated IRO Handbook, linked to the revised Care Planning Regulations and Guidance that were introduced in April 2011. The responsibility of the IRO has changed from the management of the review process to a wider overview of the case including regular monitoring and follow-up between reviews. The IRO has a key role in relation to the improvement of care planning for children in care and for challenging drift and delay.

Specifically, the statutory duties of the IRO are to:

- Monitor the performance by the local authority of their functions in relation to the child's case
- Participate in any review of the child's case
- Ensure that any ascertained wishes and feelings of the child concerning the case are given due consideration by the authority

The IRO's primary task is to ensure that the care plan for the child fully reflects the child's current needs and that the actions set out in the plan are consistent with the local authority's legal responsibilities towards the child. As corporate parents, each local authority should act for the children they look after how a responsible and conscientious parent would act.

In carrying out the monitoring function, the IRO's duty extends beyond the focus on individual cases to include the collective experience of and services to looked after children. Where concerns about the local authority's services to its children in care are identified, the IRO is obligated to immediately alert senior managers.

The National Children's Bureau research 'The Role of the Independent Reviewing Officers in England' (March 2014) provides a wealth of information and findings regarding the efficacy of IRO services. Mr Justice Peter Jackson, the author of the foreword in the research report, makes the following comment about the significance of the IRO function:

The Independent Reviewing Officer must be the visible embodiment of our commitment to meet our legal obligations to this special group of children. The health and effectiveness of the IRO service is a direct reflection of whether we are meeting that commitment, or whether we are failing.

This annual report provides evidence of the effectiveness of IRO services provided to and on behalf of the City of London's children in care between April 2016 and March 2017







## 2. THE IRO SERVICE

## 2.1. Local Arrangements

The City of London has provided an in-house Independent reviewing service since April 2015 and there is one full time IRO who is responsible for carrying out the functions of the role to all children in the care of the City. The IRO service sits within the Safeguarding and Quality Assurance (S&QA) Service and is managed by the S&QA Service Manager who reports directly to the Assistant Director of the People's Division.

The IRO's independence is assured by the fact that the position is held by someone who is not involved in the preparation of the child's care plan, management of the child's case, or the control over resources allocated to or required by the child. The IRO sits away from the Children's Social Care Team, which serves to reinforce the independence of the role.

In order to ensure that the needs of children in care are being met at all times, the City has engaged an external provider to give cover for the service should the in-house IRO be unavailable. The arrangements in place are for the external provider to offer cover should it be required. This will be on a spot purchase when required. Since this agreement has been in place the in-house IRO has not had any periods of unplanned absence and therefore there has not been a necessity to use the external provider.

This has enabled consistency for children and young people in the City of London, whereby they have had the same IRO from April 2015 to February 2017, when a new IRO was appointed to take over. Every effort was made during this period of transition to ensure that children and young people had the opportunity to say their goodbyes to their IRO and be introduced to the new IRO.

The Children and Families Team ensure that the IRO is notified of all children received into care within 72hrs and the IRO assumes immediate responsibility for monitoring the child's care planning and ensuring the statutory reviews takes place within timescales from the point of allocation onwards.

Where relevant, the IRO service would be guided by the CAFCASS and Independent Reviewing Officer Good Practice for Public Law Work protocol to ensure cases in proceedings are subject to robust analysis and challenge about the matters of critical importance to children's safety, wellbeing and permanency needs. This is further monitored within the permanency panel meetings chaired by the Assistant Director of People.

In July 2016, the Independent Reviewing Service was subject to the Ofsted "Single Inspection Framework" of services for children in need of help and protection, children looked after and care leavers. During this inspection children looked after and care leavers were spoken to about their







experience of being cared for by the City of London Corporation and they described their experience as being very positive in relation to services and help.

## 2.2. Professional Profile

There has been a change of IRO in 2016 to 2017; the IRO in place up until February 2017 was a qualified social worker, experienced practitioner and manager who had the requisite expertise for the role. The IRO who is currently in place has a background in child protection, with previous managerial and IRO experience. Both IRO's were registered with the Health and Care Professions Council (HCPC) as well as being DBS checked on an annual basis.

The IRO in place up until February 2017 was a black African female of dual Canadian and British nationality, whereas the new IRO is white British and female, both IRO's have considerable experience in working with children and young people from culturally diverse backgrounds. However, given that the vast majority of the children in the City of London's care population are male Unaccompanied Asylum Seeking Children (UASC), whose nationality, language, ethnic, religious and cultural identities within the population are diverse. It would be difficult to reflect this diversity across the workforce; however every effort is made to ensure that their needs are represented in where they are placed and how they are supported.

The IRO is committed to understanding the identity needs of individual children through her direct contact with them, independent study, and care reviews with their allocated social workers and foster carers.

The IRO adopts and advocates Anti Oppressive Practice as part of all aspects of service delivery including direct contact with children, foster carers, and the Children's Social Care Team.

## 2.3. Scope of the Service

The IRO service fulfils its statutory duties by:

- Charing and co-chairing statutory Reviews
- Visiting children in care
- Case discussions with allocated social workers and the management team
- Consulting with foster carers and parents
- Reviewing case file records
- Participating in any additional meeting required by the needs of the child
- ❖ Maintaining up to date knowledge of relevant legislation and practice developments

Additionally, the scope of the IRO service includes:

- Chairing Child Protection Case Conferences
- Core Membership in Permanency Tracking Meetings
- Core Membership in Permanency Panels
- Core Membership in the Children Looked After & Care Leavers Service Improvement Group







- ❖ Core Membership in the early years and social care Service Improvement Board
- Core Membership in Quality Assurance Review Meetings
- ❖ Core Membership in the commissioning and review of all Children's Rights Services
- ❖ Management of the Annual Consultation of Children and Young People
- ❖ Participant in the quality assurance process of Independent Fostering Agencies
- ❖ Core Membership in ICS Framework I Sub Group
- Training delivery

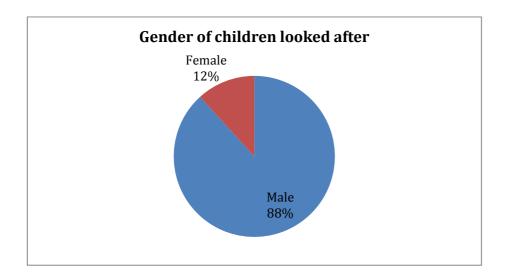
## 3. SERVICE ACTIVITY

#### 3.1. Children in Care

During 2016/2017 a total of 17 young people were children looked after, of which 16 were UASC, this included one female. During the year, six young people became children looked after, all of these six children were UASC. Within this time period five young people progressed from being a child looked after to a care leaver.

One young person who became a child looked after within 2016/2017, also transitioned to being a care leaver in the year, whilst another young person who became a care leaver in 2016/2017 also became a mother, two months after becoming a care leaver. Throughout the year there have been three young people who would be classed as being in long term care, which is over 2.5 years, out of these three young people two are UASC and one is a City of London resident.

Figure 1.0

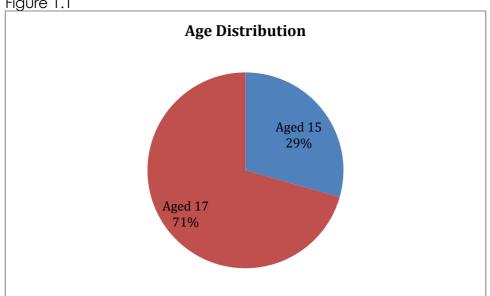












The ages reflected in Figure 1.1 show that a significant proportion of the children looked after population will soon be transitioning into being care leavers. As the City of London Corporation has one generic Children's Team this will not mean that the young people will necessarily need to change their social worker. This gives young people the continuity of care they require in a period of their life where they are moving from adolescence to adulthood. The City of London Corporation takes its role as a corporate parent seriously and this is demonstrated through the staying put policy, whereby young people are supported and encouraged to stay put in their foster placement until they feel able to take the next step towards independent living. The IRO service plays an integral part in supporting the young person in expressing their wishes and feelings through the children looked after reviews, ensuring that young people know and can have access to advocacy and independent visitors.

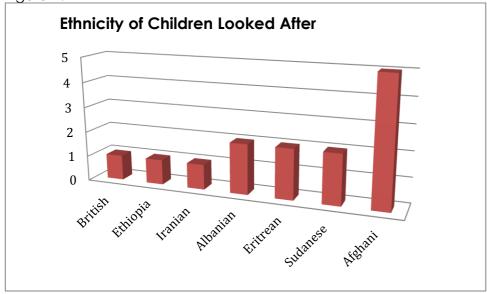
As previously identified within this annual report, a significant proportion of the children looked after population are UASC. As can be seen by figure 1.2 the young people come from diverse ethnic backgrounds. The City of London Corporation does not have a fostering service and therefore children and young people coming into care are placed in foster placement's across London, these placements are provide by Independent Fostering Agencies. Key to the stability of the placement is ensuring that young people are placed with carers who closely match their cultural and ethnic background. In 2016/2017 the IRO visited young people in their placements between reviews, advocating on their behalf at monitoring meetings with the Independent Fostering Agencies.











The 94% of the children looked after population are UASC and therefore are accommodated under Section 20 of the Children Act 1989. One young person is subject to a Full Care Order.

#### **Children Missing From Placement**

If a child or young person goes missing from care the IRO is notified by the Children and Families team. On the child or young person's return the IRO will support plans to prevent further episodes of the child missing from care.

In the time period between April 2016 and March 2017 there were two young people who went missing from placements. One young person went missing on four occasions and was aged 16 to 17; none of the missing episodes lasted more than 24 hours. The second young person aged 17 went missing from care on three occasions, two of the missing episodes lasted more than three days and children missing from care procedures were complied with, on the third occasion the young person missed his curfew after an evening, but later returned to his placement.

Action for Children have been commissioned to facilitate the return to placement interviews, audits on cases where children went missing did identify that there had been some delay on some of these interviews.







## 3.3. Consultation and Participation in Reviews

The IRO service is committed to and guided by the duty to ascertain the wishes and feelings of children in care and to ensure that these are given due consideration by the local authority.

Children's views about all aspects of their care planning and review processes are sought after by the IRO during Pre Review and Midway Visits, by reviewing completed Have Your Say consultation booklets, and during review meetings where children are given the space to express their wishes and feelings, encouraged to ask questions, and supported to raise issues when needed.

The IRO also ensures that the views of the children's foster carers are established during placement visits, through consultation forms and during review meetings.

Where possible, the IRO contacts and consults directly with the parents of children whose parents' whereabouts are known, however this is not always possible especially with our UASC young people, due to either the children indicating that this is not possible or social workers' reporting that they have not been able to reach the parents for whom they had been given contact details. The IRO service acknowledges the complicated nature of family relationships for UASC and is sensitive to the safety considerations required as a result.

There is evidence of the young person's voice in reviews and care planning; however consultation documents sent out to young people prior to their review are not always returned, or completed. As the majority of the young people are UASC it is likely that they may have difficulty in writing their views due to their level of understanding of English. A key priority for 2017/2018 will be to look at more innovative ways of engaging young people in the consultation and the direct impact of their views in influencing change within children's services. The children who received the Have Your Say consultation booklet ahead of their reviews and chose not to use it shared that they did not find the document useful and preferred to express their views verbally during their review meetings.

### 3.4. Children's Rights

Action For Children provide the full range of children's rights services for the City's children in care.

The IRO works hard to ensure that children in care understand, have access to, and make use of their right to independent advocacy, independent visiting services (IV), and the complaints process by maintaining this topic as a standing agenda item for each review meeting and through the contact the IRO has with children.

While there hasn't been any use of the independent advocacy service or the complaints process during this reporting period, there have been examples of children escalating their concerns to the IRO, to their Independent Return Interviewers, and directly with their social workers.







Every child in care has a copy of the City's Pledge in English and in their native language. The IRO ensures that all children's rights information is routinely shared with foster carers specifically so that they are equipped to support the children in their care to exercise their rights.

## 4. QUALITY ASSURANCE OF SERVICES TO CHILDREN IN CARE

## 4.1. Care Planning

Services and support provided to looked after children in the City is good and in some cases outstanding. The size of the looked after population is such that each child in care is known to all members of the team and senior management group and there is clear time and resource commitments made to ensuring their needs are met. Care plans when children and young people first come into care are of a good quality and overall reflect the needs of the young person, however there is evidence through reviews that plans do not show the changing needs of the child, young person.

In 2015/2016 the IRO service identified transition planning to be a challenging area of work due to the quality and the timeliness of pathway plans. In 2016/2017 the IRO service expanded its remit to include independent reviews of pathway plans for care leavers, whereby there is now an Independent Reviewing Protocol for Care Leavers and Child in Need (CIN) cases, whereby young people can have a review of their pathway plan. (Appendix 1). This has seen a marked improvement in the quality and timeliness of the majority of the pathway plans.

## 4.2. Placement Stability

As previously identified, during 2016 / 2017 there were 17 young people who were children looked after, five of those young people had moved to a third placement within 12 rolling months, giving an annual rate of 29.4%. The national comparator for those in care at the 31st March, which reduces the City of London rate to 16.7%, is still above the 2016 national rate of 10%, with our statistical neighbours coming in at 11.7%, however consideration does need to be given to our small cohort on percentage rates.

Given the City's care population of predominately UASC and there being no planned accommodations throughout this year, the initial placement of children is either an emergency arrangement or through London Asylum Seekers Consortium duty rota system. This means that all placement searching activity is done with little information about the child, is always time pressured, and significantly limited by the shortage of foster carers experienced in looking after the needs of UASC in this current climate of increased migration.

Where the social work team have had the opportunity to plan placement moves, the quality of the search and matching process is good. Children are involved in the process, the application of







learning from the breakdown is evident, and the search is informed by the child's short and long term care needs.

#### 4.3. Health

At the end of March 2017 all children looked after, including new children and young people, had received a health check. Achieving 100% compliance, in comparison to the national average of 90%. Although this is a positive, the City does have problems around delivering initial health assessments within 20 working days, between 2016/2017 three initial health checks were out or timescale bringing down the City's compliance in this area to 82%.

The IRO service has developed a quarterly review meeting process with the designated CLA nurse to improve the independent monitoring of the care and health services needed by and provided to children in care. Findings from these meetings are fed back to the local authority in the form of recommendations or notifications of agreements reached. An example of the effectiveness of this arrangement is that health assessment reports that were once taking months to be returned to children, foster carers and social workers, are now largely being returned within weeks of the assessment, thereby facilitating information sharing and follow through with recommended actions.

#### 4.4. Education

Children and young people looked after in the City of London are supported in accessing education with support from their social worker and virtual school head. Those young people who require additional support with English are given access to English for Speakers of Other Languages, (ESOL) classes, which is taught at different levels. Those young people who have no understanding of English attend ESOL classes prior to going into mainstream education. As the majority of the City of London's children looked after population are UASC they usually require support with ESOL when they first arrive as English isn't their first language.

All young people in education up until the age of 18 are required to have a personal education plan (PEP), however some colleges will not engage with the process if the young person is above 16 years. The PEP is undertaken with the young person, foster carer, social worker and school on a six monthly basis and is a statutory requirement. In the City of London, compliance in regard to PEP's is good. The quality of PEP's has also significantly improved due to the input of the support from the Virtual School Head. The regularity and quality of the PEP's is obtained through performance data, audits and oversight from the IRO.

#### 4.5. Practice Recognition and Dispute Resolution

One of the key functions of the IRO is to identify and resolve issues arising from the care planning process. In the City of London this is the called the Dispute Resolution Process for Independent Reviewing Officers (DRP). The DRP is a 6stage process that begins with the team manager and







ends with a referral to CAFCASS but it encourages resolution at the lowest appropriate level and anticipates that in the vast majority of cases, issues can be resolved through discussion between professionals.

In 2016/2017 all concerns have been resolved through informal challenge within the service and during quality assurance monitoring meetings. In no particular order, the tables below provide samples of the good practice recognised and the issues of concern identified throughout 2016/2017.

#### Table 10

Good Practice Identified 2016 to 2017		
All children placed in foster families to 18	Involvement of children in placement changes	
Young people are supported by their SW	Quality of SW/CLA relationships in most cases	
SW Support to UASC with immigration process	Evidenced through audits, review reports and	
	feedback from young people.	
SW reports prepared for review meetings	Support for children to engage in CiCC	
SW and VSH support with education	No unnecessary Age Assessments initiated	
Quality and timeliness of statutory visits	Children supported to develop talents/interests	
Transfer of learning between reviews leading	SW efforts to consult and engage parents and	
to improved practice	significant family members	

#### Table 1.1

Issues of Concerns Identified in 2015/2016	Current Status
Visiting timescales during initial 4 weeks in care	Children looked after reviews and audits
	completed throughout 2016 to 2017 have
	identified that this has now been resolved.
Children's preparation for review meetings	The need to improve children's involvement in
	planning their review and the support offered to
	complete consultation documents remains. This
	remains an issue, as a priority the current IRO is
	exploring more innovative approaches in
	engaging with young people, which will take
	into consideration our demographic children
	looked after population.
Care Plan document	This is expected to be ready for use 1st July 2016.
	This has now been completed.
Quality and timeliness of most Pathway Plans	There have been some improvements and most
	pathway plans are being completed within
	timescales.
Life story work	Audits and the Ofsted Single Inspection
	Framework in 2016 identified that there had
	been significant improvements in this area.
Delay in arranging leisure activities	SW's attention to the extra-curricular needs of







	children in care has improved throughout this year. At year end, all children who were still in care were engaged in at least one activity reflective of their interests.
Disparity in financial allowances between IFAs	This has improved as contracts are clear around financial arrangements.
Staying Put planning	This remains an area where timely arrangements need to be made with IFA's prior to young people being placed, to ensure that young people have the opportunity to stay in placement post 18.
Delegated Authority re: parental responsibility and young people's right of consent	On-going
Health Assessments out of timescales	They have improved over 2016 to 2017

## 5. QUALITY ASSURANCE OF THE IRO SERVICE

## 5.1. Supervision and Management Oversight

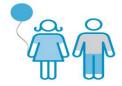
The Safeguarding and Quality Assurance Service Manager supervises the IRO once every 4weeks. These sessions focus on practice issues as well as service development needs.

The revised statutory guidance states that designated senior managers must consider the decisions from reviews. This is in part due to the need to monitor and account for any decisions with resource implications. Any disagreements with the decisions made are required to be sent to the IRO in writing within 5 days for resolution and where this is not possible through informal means, the DRP will need to be used. In the City the social work team and service managers are the designated seniors responsible for considering review decisions. The fact that there haven't been any disagreements raised indicates that managers are overall satisfied with the recommendations and decisions made by the IRO.

The Assistant Director (AD) has oversight of the impact and effectiveness of the IRO service through performance management and permanency planning meetings. Through his visits to children young people in placement and his contact with the Children in Care Council he has a good understanding and oversight of children looked after in the City of London.

#### 5.2. Performance Monitoring

The IRO meets with the Performance Analyst twice a month to monitor compliance with statutory review timescales and the degree to which the IRO is 'keeping in touch' with children in care. There have been no issues of non-compliance identified as part of this process. The IRO's performance is reported into the People's Directorate Senior Management Team, the Safeguarding Sub Committee, and the City and Hackney Safeguarding Children Board's Quality Assurance Sub Committee.

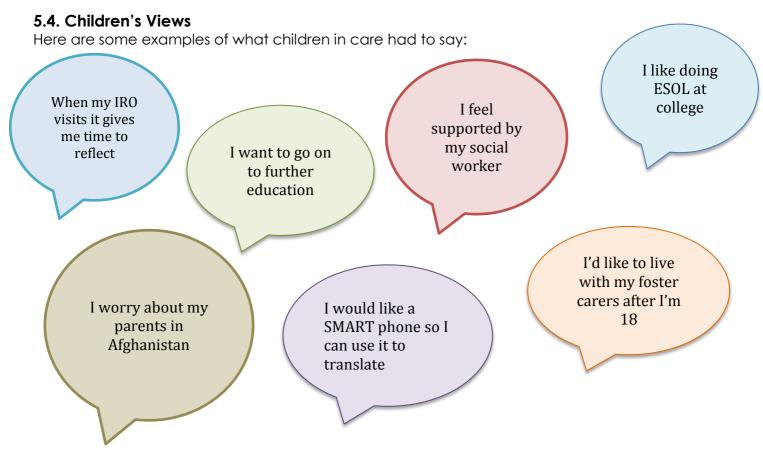






## 5.3. Case File Auditing

The IRO's footprint and the quality of the service provided are considered as part of all formal case file audits. There has a full-scale audit across the children's social care service in November 2016 and as part of the Ofsted "Single Inspection Framework" of Local Authorities children's services in all cases, the IRO's footprint was found to be evident with the quality of the IRO's involvement being recognised as positive in the majority of cases



## 5.5. Social Works' Views

The social work team were invited to give their views on our children looked after;

"It's sometimes very difficult for our young people who are UASC to adjust to the boundaries of their placement. We often forget that during their journey to Britain they have had to be self-sufficient."

"During the referendum to come out of the EU some young people felt they weren't wanted and that they would be sent back home"







"Young people are worried that they won't get leave to remain and the process can be a slow and worrying time for them"

#### 6. Overview

#### 6.1 Achievements

There continues to be a positive impact from the IRO service in 2016/2017 which is evident in the following list of achievements:

- All statutory reviews are held within timescales
- Increased participation of children in their review meetings
- ❖ All children seen alone by the IRO outside of review meetings
- ❖ Active monitoring of children's care plans and needs between review periods
- \* Review minutes, contacts and alerts recorded on children's files within the ICS workflow
- The development of the permanency tracking and approval process
- ❖ The development and promotion of the Children's Right services
- ❖ The development of a local Dispute Resolution Process.

In addition to direct work with children and the local authority, the IRO takes part in the London IRO Practitioner Network and serves as a practitioner representative to the London IRO Managers' Group. Engagement in these pan-London groups facilitates the IRO's access to information and the experience of colleagues from larger authorities. It also ensures that the experience and needs of the City's children in care are represented in forums that have the potential to influence the direction of practice and statutory guidance about the services and supports they receive.

The IRO service has been alert to safeguarding issues for children in care and will continue to monitor care plans closely to include actions that address the known risks of all forms of exploitation and aims to build safety and stability according to the needs of each child.

## **6.2 Areas for Improvement**

The IRO service acknowledges the need for improvement in the following areas:

- Distribution of review meeting records within timescales
- Developing more innovative ways of consulting with children and young people.
- \* Exploring different ways of engaging children and young them in their review.
- ❖ Develop performance indicators that will evidence the quality of practice and engagement of children and young people.
- Ensuring all review participants are able to contribute to discussions in meetings

## 6.3 Conclusion







The IRO service has made significant contributions to quality assuring and improving services for children in care throughout 2015/2016. The monitoring and challenge functions of the role have been strengthened and the IRO's knowledge of and relationship with the children in care is a positive feature of the service and this was recognised in July 2016 the Independent Reviewing Service was subject to the Ofsted "Single Inspection Framework" of services for children. The judgement of the impact of the IRO role was "good".

## 7. Planned & Recommended Improvements For 2016/2017

The Safeguarding and Quality Assurance Service will continue to develop the IRO service across the full range of its roles and functions. Since February 2017 there has been a permanent IRO in post.

The following table outlines the key practice priorities planned for the IRO service in the coming year.

Table 3.0

Objective	Actions
To look at more innovative ways of engaging with young people in the engagement of their reviews and hearing their voice.	<ol> <li>Look at different mediums to use to consult with young people.</li> <li>Look at the different models currently being used in other LA's.</li> <li>Consult with the CiCC to ascertain their views about the models reviewed.</li> <li>Consult with the Children and Families and SMT.</li> <li>Trail new model and evaluate impact.</li> </ol>
Improve the quality of reviews and child protection conferences.	<ol> <li>Trail new model and evaluate impact.</li> <li>By setting clear expectation that;</li> <li>Reports are shared with young people, parents/ carers in adequate time before reviews and conferences.</li> <li>That all professionals who attend the children's looked after review and child protection conferences provide a written report.</li> <li>If reports are not provided contact will be made with the professionals line manager to ascertain why.</li> <li>That any meeting involving children and families involves their views in the first person.</li> <li>That monitoring forms are completed at</li> </ol>







each review/ conference and this
performance data is reviewed within SMT
and QA Meeting

## Appendix 1

Independent Reviewing Protocol for Care Leavers and Child in Need (CIN) cases – Reviewed May 2017.

#### Introduction

The Safeguarding and Quality Assurance Service presents this protocol for how independent reviews for Care Leavers (CL) could be arranged to offer external scrutiny and support to Pathway Planning for our young people post 18. Further to these arrangements and additionally to the function of the Independent Reviewing Service there will be oversight on some CIN cases to ensure that planning is outcome focused and timely.

#### Protocol

## Care Leavers

- 1. All young people in care will continue to have their last CLA statutory review held 4-6 weeks before their 18th birthday.
- 2. All CL will be offered an independent review of their Pathway Plan before their 19th birthday. The review will be chaired by the Independent Reviewing Officer (IRO) and will aim to track the progress and planning for the CL during this initial stage of their transition into adulthood.
- 3. Post 19, independent reviews for CL can be requested by the young person themselves, the allocated social worker, personal advisor, Virtual School Head Teacher, and/or management based on need. Examples of need include: CL who are NEET for extended periods of time (+6 months); CL who are experiencing significant immigration difficulties; and/or CL who are unhappy with the quality of the support they are receiving.







- 4. Any CL with a Pathway Plan out of timescale by 3 months or more will also be offered an independent review meeting.
- 5. Independent Reviews for CL will be documented in the young person's Framework file by the IRO in case notes under the type: Record of Meeting. The meeting record will be shared with all meeting participants as well as the Children's Social Care Team and Service Manager.
- 6. Independent reviews for CL can only take place if the young person provides their consent/agreement.
- 7. Independent reviews will be arranged within 4 weeks of the request/need for a review is made.
- 8. The IRO will be responsible for tracking and arranging the initial post 18 review but identifying the need for all future reviews will be the responsibility of Children's Social Care service.
- 9. The IRO will follow the existing Dispute Resolution Protocol for any concerns that arise.

#### Child in Need

- 1. When a decision has been made that a child is a "Child in Need" the Team Manager/Social Worker will inform the IRO.
- 2. The Social Worker will make arrangements with the IRO to chair the first CIN review for the child.
- 3. At the first review a multi-agency CIN plan will be formulated in partnership with the family, which is outcome focused and timely.
- 4. Subsequent CIN reviews will then be chaired by the Social Worker.







5. If there are concerns around the progress of the plan then the Team Manager can request that the Independent Reviewing Service review the plan and /or chair a CIN review meeting.

