REPORT FOR: CABINET

Date of Meeting: 14 July 2016

Subject: Early Intervention Service Redesign

Key Decision: Yes

Responsible Officer: Chris Spencer, Corporate Director of People

Portfolio Holder: Councillor Christine Robson, Portfolio Holder Children, Schools and Young People

Exempt: No

Decision subject to Call-in: Yes

Wards affected: All

Enclosures:
- Appendix A – Glossary of Terms
- Appendix B - Early Intervention Service Redesign Consultation Document
- Appendix C – Audit of Case work in Early Intervention Team
- Appendix D – Education roles in Early Intervention Service
- Appendix E – What staff told us - Staff questionnaire results
- Appendix F – Equality Impact Assessment (EqIA)
- Appendix G – Staff Briefing Slides January 16
- Appendix H - Partner engagement event, 20 April 2016
Section 1 – Summary and Recommendations

This report sets out the proposals for the redesign of the Early Intervention Service (EIS) which includes Early Intervention Teams, Children’s Centres and the Youth Development Team.

Recommendations:
Cabinet is requested to:
1. Agree the new proposed structure for the Early Intervention Service and the proposal for the service to be known as Early Support
2. Agree the realignment of Children Missing Education (CME) and Attendance Improvement Model (AIM) as statutory functions to the Education Service
3. Agree delegated authority to the Corporate Director for People Services, following consultation with the Portfolio Holder for Children, Schools and Young People and Families, to implement the new proposed structure, including undertaking consultation with staff in accordance with the Council’s protocol for managed change

Reason: (For recommendations)
To contribute to the Council’s Medium Term Financial Strategy (MTFS) 2016-2019 and to enable the Local Authority to develop a sustainable service which, in accordance with the Harrow Corporate Plan, identifies and supports the needs of children, young people and their families before they become acute and require more intensive, specialist interventions.
Section 2 – Report

1. In February 2016, Cabinet approved the Council’s MTFS 2016-19. This included a proposal to find savings within the Early Intervention Services budget which includes the Early Intervention Teams, Youth Development Team and Children’s Centre services by a total of £682k over the period 2016-17 and 2017-18. Cabinet delegated the authority to the Corporate Director People Services to carry out an options appraisals and consultation.

2. As part of this appraisal, the service has been able to undertake a review of EIS in Harrow and consider the impact services were having on outcomes for children, young people and their families. It also provided an opportunity to review progress since the findings of an Ofsted thematic inspection in January 2014.

3. A Project Group was established in January 2016 and the review of the EIS commenced. The Project Group was tasked to develop a future model for Early Intervention and ensure the proposed redesigned service is both affordable and sustainable in the long term and meets the needs of children, young people and their families in Harrow.

4. A proposed redesign of the service has been developed and provides an opportunity for more integrated, targeted and evidenced based interventions which are community based and able to more readily respond to the support needs of children, young people and their families. The proposed model also takes into account feedback received through engagement sessions with staff, partners, young people and families.

5. The likely impact of the proposed redesign on communities is an increase in the reach to more young people, children and families through strengthened, more targeted community based services.

Options considered

6. The Council could decide to do nothing which would mean not meeting the MTFS agreed savings of £682k as agreed in February 2016.

7. Children’s Centres have on three previous occasions been reorganised and reduced from 16 main centres to 2 Hubs with 2 main centres and 7 delivery sites. In order to maintain reach, it is not considered to be an option to reduce the Children’s Centres further. In addition, Children’s Centres have been judged as Good by Ofsted and the range and quality of evidence based services delivered will be the framework for the proposed redesign.

8. The redesign Project Group applied general principles for Organisational Design and began by having a clear set of redesign principles and aims, plus the collated feedback that had been gathered from staff workshops, 1:1s and
questionnaires. This information was used throughout the design phase to review and challenge any proposed structures that were considered.

9. The Project Group initially developed 3 options as follows:

   - **Option 1** Based on what the delivery option/structure for EIS might look like if cost were not an option
   
   - **Option 2** Taking to the other extreme and looking at a model which focuses on stripping back so the EIS service delivered only statutory requirements
   
   - **Option 3** Is a middle ground which included some of the elements of option 1 (particularly those that add value and support the aims and principles of the revised service) and combines that with statutory delivery elements.

10. The Project Group then approached Finance colleagues to develop indicative costing for each of these models. From this, the Project Group considered the possible implications for service delivery for families and staff and continued to refine the proposed model which has been outlined in the proposal document in Appendix B.

11. The Project Group has undertaken a process of mapping service delivery against statutory duties, needs of the population and feedback from users. The proposed model is the option which provides flexibility, affordability and sustainability to meet the needs of children and young people aged 0 – 19/25\(^1\) and their families.

**Background**

12. The Council is required to provide support services to children, young people and their families across Harrow communities. The Early Intervention Service comprises of Early Intervention Teams, (currently based within Civic Centre) Children’s Centres (2 Hubs and 7 delivery sites across the borough) and the Youth Development Team (YDT) based in Wealdstone Youth Centre and Civic Centre. The current number of staff who make up these teams is 65 FTE.

13. The last reorganisation that included the entire Early Intervention Service was in 2010/11.

14. There have been considerable changes of Management over the past 5 years and it was evident that some intended changes were not fully implemented.

\(^{1}\) Reference to children and young people age 25 relates to children and young people with special educational needs (SEN) and disabled children and young people. A “young person” in this context is a person over compulsory school age and under 25 (Special educational needs and disability code of practice: 0 to 25 years)
leading to a situation that has afforded a level of inconsistency within the service. Examples of this include:

- A large number of differing job descriptions initially identified within the Early Intervention Teams and Youth Development Service areas (37 in total) even though staff are undertaking similar roles, leading to duplication of activities and responsibilities;
- Lack of consistent quantitative and qualitative evidence demonstrating impact and positive outcomes for families;
- There is evidence to support that the role and focus of EIS has become intertwined with targeted services and appears to be a subsidiary of statutory social work teams as opposed to a consent-based support service.
- During preliminary engagement and observation of staff, it has been identified that cases involving children and young people who fall below the threshold for targeted services but above universal/universal plus services are being held by EIS staff which causes anxiety to staff who are not social work qualified.

15. EIS provides services via Children’s Centres to improve outcomes for young children and their families, with a particular focus on families in greatest need of support. The Department for Education’s statutory guidance on Children’s Centres sets out the broad outcomes for children’s centres which includes reducing inequalities in:

- Child development and school readiness
- Parenting aspirations and parenting skills
- Child and family health and life chances

16. The above contributes to the council fulfilling its wider duty to improve the well-being of young children in Harrow.

17. In light of a Cabinet decision in 2014 to retain Children’s Centres in the borough, albeit operating with a reduced number\(^2\), Cabinet has recognised the need to ensure that the council’s Children’s Centres continue to provide universal and targeted services, sustaining the agreed reach to meet the needs of the local communities and have the flexibility to respond to changes to promote a sustainable model.

18. The Harrow Youth Offer within EIS has two elements; to promote the voice of the child, and positive activities. The current offer is met through a combination of projects, activities and youth engagement such as Harrow Youth Parliament which are delivered through the Wealdstone Youth Centre, Civic Centre and outreach. Cedars Youth Centre is an additional resource which provides a further opportunity in this proposal for the provision of youth services to young people.

19. The three Early Intervention Teams, also known as Teams Around the Family (TAF teams) based at the Civic Centre have a range of job descriptions. Central to the work of the TAF teams is responding to requests for support from partners

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\(^2\) Children’s Centres have reduced from 16 main centres to 2 main centres and 8 delivery sites. The Grange has however become unavailable leaving the total as 2 main centres and 7 delivery sites.
and the public and carrying out Early Help assessments known as the Common Assessment Framework (CAF) and facilitating a team around the family approach to address the support needs of children and their families.

20. Staff within the Early Intervention teams have varying ‘specialist’ job descriptions relating to the delivery of services. A number of staff work closely with colleagues from social work teams and provide additional support to families who are receiving a statutory intervention.

21. As part of this review, the Project Group undertook an audit in March 2016 of fifteen cases open to the Early Intervention Teams. The breakdown of the case sample is attached in Appendix C. A summary of findings is as follows:

   o A number of cases were passed to EIT for signposting to other services
   o A number of cases were stepped up to Children in Need only to return to the Early Intervention Service
   o Children taken out of lessons to meet with EIT worker
   o E-CAF (Early help assessment) completed after an assessment undertaken in Children in need, meaning the family having to repeat their story
   o E-Caf completed after a lengthy period of intervention
   o Children provided with behavioural support in school
   o Lack of evidence of exit plans
   o Supporting parents to apply for benefits
   o A number of teenagers within EIT caseload but no reference to a coordinated youth offer
   o Domestic Violence prevention work not linked to the Independent Domestic Violence Advisor (IDVA)
   o Lack of clarity of frequency of visit to young people
   o Case records do not always reflect the intervention
   o The voice of the child is not always evident

22. Statutory functions currently held under EIS are those related to Children Missing Education (CME) and the Attendance Intervention Model (AIM) which is responsible for enforcement of non-school attendance (see Appendix D).

23. In January 2014, Ofsted undertook a thematic Inspection which was part of a national research programme involving 13 other authorities into Early Help. Following inspection, Ofsted did not provide a report or written feedback to authorities. However the inspectors verbally fed back their findings of the service.

24. Inspectors identified both strengths and areas for development and a key driver for improvement emerged, notably a focus on individuals and families outcomes and plans not being sufficiently measureable, e.g. a family’s own understanding of the impact of early intervention.

25. This inspection identified that in many cases, professionals failed to speak to the child and relied solely on what parents told them. These findings accord with the findings of this review in Harrow and has informed some of the rationale for change.
26. Therefore, the rationale for proposed change is to ensure the redesigned service:

- Listens to the voice of the child
- Families understand the purpose of support and role of early support
- Meets the needs of children, young people (0-19/25) and their families in Harrow
- That the work is measurable, interventions and outcomes are evidence-based, and
- The service is both affordable and sustainable in the medium term.

**Proposal for redesigned EIS**

27. The current statutory responsibilities relating to CME and AIM are managed within EIS. It is proposed that these statutory responsibilities should transfer and align with the Education Services. This will assist with compliance within the regulatory framework providing a more joined up and consistent service to schools and families.

28. It is proposed that the Early Intervention Service is renamed Early Support, to better reflect the services offered. The term Early Support will incorporate Early Intervention Teams, Youth Service and Children’s Centres and the scope of Early Support will be to work with children and young people ages 0 – 19/25 years. It is proposed that the services will be seen as one service as opposed to three separate elements working in isolation.

29. It is proposed to retain the 2 Main Children’s Centres, 7 delivery sites and Wealdstone Youth Centre and to expand the use of Cedars Youth Centre site.

30. The Project Group has identified that the Cedars Youth Centre has the potential to expand the offer to young people and create additional space for outreach staff and youth engagement activities. Currently, there are a number of activities delivered to young people via the Wealdstone Centre and across the borough from a range of organisations, including voluntary organisations, which the Project Group consider has the potential for greater integration.

31. The proposal is to develop a Youth Engagement Strategy to agree a coordinated delivery model to meet the needs of young people. The Youth Engagement Strategy will also provide the vehicle to promote early intervention and prevention and develop a shared evaluation framework with key partners.

32. Through this review the Project Group noted through staff feedback from questionnaires, 1:1s and briefings that early help services could be community based and that the work could reflect an 80% / 20% split between face to face work with families as opposed to non-client facing duties. This will ensure the highest proportion of a skilled staff team time is spent with children, young people and parents/carers. The proposed new model would also allow for easier community access to support services and will provide an alternative to the current statutory pathway to access support.
33. The proposal is to reduce the complexity of current job descriptions thereby consolidating the role purposes to meet the needs of families and allow greater flexibility to support an effective and efficient way of utilising a reduced staffing resource. In addition to align with the need to meet the ambition of the Together with Families vision of one family, one plan, one worker.

34. The proposal includes considering a separate referral pathway outside of the current Multi Agency Safeguarding Hub (MASH) process. Currently, all requests for support as well as safeguarding referrals are referred through to the MASH where the referral is considered and a decision made as to which team the case is allocated. Partner feedback and evidence would suggest that where a referral for support is concerned, a referral through the MASH is not always required. The proposal is to operate an Early Support direct referral process, to provide easy and timely access for families and partners via the Children’s Centre hubs.

35. Early Support will have a clear escalation route to the MASH in the event that a referral is received where it is deemed to have a safeguarding element.

36. In planning the future of the EIS in Harrow it is intended to ensure the proposed redesigned service is both affordable and sustainable in the medium term, meets the needs of children, young people and their families in Harrow and meets the priorities in the Harrow Ambition Plan 2020.

37. More specifically it is intended to ensure that health, protection, care, development and learning are optimised through the proposed Early Support model which will provide integrated, innovative, accessible, responsive and enabling services to children, young people and their families. It is important to recognise that parents, carers, corporate parents are key to the success of interventions with children and young people.

38. The proposed redesigned EIS is intended to build upon the community based work delivered through Children’s Centres and the current Youth Development Team, basing access to early help at the heart of communities across Harrow.

39. There is the intention and expectation that there will be no necessity to change the overall structure again in the life of the current administration; giving time to implement and embed an integrated early intervention and prevention approach.

Why a change is needed

40. The proposed redesign will enable the Council to deliver the saving of £682k approved by the Council in February 2016.

41. Staff and partner engagement and feedback have contributed to developing the new structure and supporting the operating model. Preliminary consultation and staff engagement which includes group workshops, 1:1 meetings and a questionnaire have been and continue to be used to gain the views of staff of what they consider to be important for the proposed redesigned model and where they consider savings could be made (see Appendix E).
42. Through analysis of the services and staff feedback the following learning has been identified as needing attention in designing the new model:

- Reducing gaps and duplication between EITs and Children’s Centres
- Ensuring the focus is on responsive and timely Early Intervention and Prevention rather than being considered an extension of statutory social care services
- Improve communication and collaboration across services
- To develop a Youth Engagement Strategy to agree a coordinated delivery model to meet the needs of young people and establish a more robust early intervention and preventative strategy
- Children’s Centres have the potential to offer an extended service delivery model and offer an alternative to a social work model of intervention (which limits reach figures)
- To be able to evidence the outcomes for families through a skilled and flexible workforce with a clear understanding of the purpose of Early Support
- Respond to changing demographics and use available Harrow intelligence to be able to plan and deliver wanted and needed services within the communities.

43. In addition the analysis of performance and case allocations data also suggests that there is a need to address joint working arrangements where thresholds which determine the work with statutory teams have become unclear. In some situations, this has resulted on occasion in EIS managing safeguarding responsibilities and in other cases, no clear exit strategy or timescales to end EIS intervention.

44. The current staffing structure and range of job descriptions has led to a lack of clarity around roles and responsibilities. Staff feedback included the desire to reduce ‘specialist’ roles and ‘project work’ roles where senior grade role holders do not undertake client work.

45. Through the preliminary consultation, a high proportion of staff considered that working out in the community, making better use of buildings especially at evening and weekends were important and should be a consideration for the proposed redesign.

46. Staff feedback highlighted that in the current model there was a duplication of work which has the potential to impact on sustainability of service delivery and that this is not cost effective.

47. The review of the current service has highlighted that there is not a clear evidence base which demonstrates outcomes for families following EIS involvement.

48. The engagement with partner agencies has provided feedback to suggest that there is an opportunity in the proposed redesign to review referral processes including the CAF and pathways to access Early Support.
Preliminary pre-consultation results

49. The preliminary pre consultation period for EIS staff began in February 2016 and is on-going. The Project Group considered it essential that staff be involved in the redesign of the service from the very early stages. All staff in the Youth Development Team, Early Intervention Teams and Children’s Centres were invited to an initial briefing with the Divisional Director and subsequent briefings with the Head of Service.

50. Following the briefings, a series of group sessions, 1:1 sessions and questionnaires have been completed by staff which has helped to inform the proposed service design.

51. There have been regular meetings with Trade Unions from the start of the review and these are continuing. Their views and feedback has also helped inform the proposed redesign including the need to consider opportunities for commercialisation and income generation.

52. Engagement with families is on-going and their feedback and responses will continue to inform the proposed redesign. The questionnaire for parents/carers of users of EIS is attached in Appendix J.

Implications of the Recommendations

53. The proposed transformation will potentially have an impact on:
   - Communities, children, young people and families
   - Staff members currently employed in EIS
   - Partners

54. The proposed redesign inevitably means that:
   - There will be a change in how services are delivered
   - Staff will be affected by the redesign
   - Posts in the structure will be affected
   - Some staff will potentially be at risk of redundancy

55. It is proposed that the model will offer:
   - Greater opportunities for recipients of services to access provisions more aligned to their local geographical area
   - Provisions being delivered in a different way, in a different location by different people. However this will not result in a reduction of services. Instead the intention is to increase service availability and continuity.
   - Services available for children which will not disrupt their education
   - Services delivered to young people without them needing to enter areas of the borough which may cause them concern
   - Changes to current timetables of activities leading to more flexibility and opportunities for families to engage
   - A separate referral pathway outside of the current Multi Agency Safeguarding Hub (MASH) process.
56. The redesign Project Group has considered all the statutory functions currently held within EIS and recommend that the posts of Children Missing Education (CME) and Attendance Intervention Model (AIM) move to align with other statutory functions under Education Services. This proposal will affect 2 FTE posts currently sitting within EIS.

57. The implications of the proposed redesign will build upon the community based Children’s Centres to provide a more responsive and accessible Early Support service. The redesign proposal offers an opportunity for Early Support to be even more targeted in their approach to planning provision, whilst at the same time maintaining important services, both for families most in need and the wider community.

**Staffing/workforce**

58. The current EIS establishment excluding known leavers and the Head of Service is 50.64 full time equivalent (FTE) excluding vacancies with 65 staff in post:

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<th></th>
<th>Full Time</th>
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59. Additionally a total of 6,209 hours was worked by 20 ‘As and When’ staff in April 2015 – March 2016 which equates to 3.31 FTE. These hours were predominantly focussed on youth work and after school clubs. The cost of utilising these As and When’s amounted to in excess of £72k in one year.

60. The proposed redesign means that posts will reduce from 50.64 FTE to 36.5 FTE. This proposal is subject to formal consultation with staff and their trade unions.

61. The proposed new staffing structure as set out in the consultation document includes the proposal to have in place four Job Descriptions two of which include career progression grades and progression criteria. The grades range from G3 to MG1.

In the model it is proposed that there will be:-

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<td>Early Support Educator (career grade)</td>
<td>G3</td>
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<tr>
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<td>G4</td>
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<td>Early Support Manager</td>
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</table>
62. A full Equalities Impact Assessments (EqIA) is being completed in respect of how these proposed changes will impact services, users and staff (Appendix F).

63. Initial feedback from staff and their Trade Union representatives following receipt of the redesign proposal document would suggest that these changes are likely to have a significant impact on staff morale and their employment position. In response, they have been provided with further engagement opportunities and directed to the Employee Assistance Programme.

Performance Issues

64. Data and reach figures and performance measures will have to be adjusted and changes put in place to evidence the continued impact for children, young people and families. The current agreed annual reach specifically for Children’s Centres are:

- Hillview Hub: 3,395 children, 2,995 from the most deprived areas
- Cedars Hub: 3,720 children, 2,720 from the most deprived areas
- Overall Total: 7,115 children, 5,715 from the most deprived areas

65. It is anticipated that the proposed redesign will strengthen these reach figures by adding additional community based resources that will also have an outreach and assessment function.

66. Following the integration of the EIS establishment with Children’s Centres and youth centre, work will be undertaken with the Business Intelligence Unit to develop new performance measures.

Environmental Implications

67. There are no environmental Implications.

Risk Management Implications

Risk included on Directorate risk register? Yes
Separate risk register in place? No

Legal Implications

Under section 11 of the Children Act 2004, the Council and partner agencies must make arrangements for ensuring that their functions are discharged having regard to the need to safeguard and promote the welfare of children. Under s.2B of the National Health Service Act 2006, the Council has a duty to take such steps as it considers appropriate for improving the health of the people in its area. Such steps include provision of services or facilities designed to promote healthy living and provision of information and advice.
The Council has various duties in relation to pre-school and primary school aged children under the Childcare Act 2006.

- **Section 1** places a duty on the Council to improve the wellbeing of children aged 0-5 and to reduce inequalities between them.
- **Section 3** requires the Council to ensure that early childhood services are provided in an integrated manner, in order to facilitate access to maximise the benefit to young children and their parents.
- **Section 4** places a duty of relevant partner agencies to work with the local authority to improve wellbeing and secure integrated childhood services.
- **Section 5A** requires the Council to secure, so far as reasonably practicable, sufficient children’s centres in its area to meet local need.
- **Section 5D** requires the Council to consult on any significant changes made to children’s centre provision within the local area.

The posts relating to Children Missing Education (CME) and the Attendance Improvement Model (AIM) are statutory functions currently operating under EIS and the proposal is for these functions to move to the Education Service.

Whilst the Council does not have any specific duties in relation to youth development services, these services clearly support the Council to meet its overarching welfare and public health duties. In addition, the Council has a duty to promote the effective participation of 16 and 17 year olds in education and training and to make arrangements to identify such young persons who are not in education or training. The statutory guidance on compliance with these duties, recommends that local authorities ensure a focus on participation is embedded in their education and children’s services.

When making decisions to change the way services are delivered, the Council must consider its public law duties, including the need to make its decision in a fair and transparent way. The Council should take account of all relevant information when making its decision, including in particular the results of consultation and the equality implications of the decision, as well as the statutory framework.

The staffing implications of the proposal have been set out in this report. If a decision is made to proceed, the staff will be consulted and formal HR processes will commence in accordance with the Council’s protocol for managed change.

### Financial Implications

The total budget in scope to contribute to the Council’s Medium Term Financial Strategy is £2,463m of which savings of £682k are proposed. The proposed restructure of the service meets this savings target. If there is any delay in implementing this proposal there is an expectation that the directorate will, where possible, identify compensatory savings to mitigate the proposal.

### Equalities implications / Public Sector Equality Duty

Please see Appendix F.
Council Priorities
The Council’s vision is: Working Together to Make a Difference for Harrow

68. The Council Priorities are as follows:
- Making a difference for the vulnerable
- Making a difference for communities
- Making a difference for local businesses
- Making a difference for families

69. The Council Strategic Themes are to:
- Build a Better Harrow.
- Be More Business-like and Business Friendly.
- Protect the Most Vulnerable and Support Families

70. As a borough which values and respects children, young people and families our vision is to redesign the service that ensures that protection, care, development and learning are optimised through our early intervention model which provides integrated, innovative, accessible, responsive and enabling services to children and their families.

71. The vision statement has been adopted from the Harrow Ambition 2020 plan which states “We want to make sure that those who are least able to look after themselves are properly cared for and supported. We want to safeguard adults and children from abuse and neglect, keep them safe and ensure they have access to opportunities and a good quality of life.

72. The Project Group has taken into account the Council values of “do it together, make it happen and be courageous” and the Health and Well Being Strategy Board’s “Start well, live well, work well, age well”

Section 3 - Statutory Officer Clearance

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<th>Name: Jo Frost</th>
<th>on behalf of the Chief Financial Officer</th>
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**Section 4 - Contact Details and Background Papers**

**Contact:**  Errol Albert, Head of Service, EIS

**Background Papers:**

- Special educational needs and disability code of practice: 0 to 25 years – January 2015  

- Early Help – Whose Responsibility? Ofsted March 2015 -  

- Local Early Action: how to make it happen - Report from the Southwark and Lambeth Early Action Commission, November 2015 (Attached as Background Document)

- Positive for Youth - Progress since December 2011, July 2013  

- Statutory Guidance on Children’s Centres, DfE  

- Harrow Early Help Assessment Annual Report, October 2014 (Attached as Background Document)

- Attendance Guidance and Resources, July 2013 (Attached as Background Document)
- Future of Harrow’s Children’s Centres Public Consultation Paper, November 2014 (Attached as Background Document)
- Harrow Ambition Plan 2020 (Attached as Background Document)

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<td>If No, set out why the decision is urgent with reference to 4b - Rule 47 of the Constitution.</td>
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