

Report for: Cabinet – 6 December 2022

Title: Pan London Commissioning Vehicle

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Ward(s) affected: All

Report for Key/

Non Key Decision: Key Decision

1. Describe the issue under consideration

1.1. To seek approval to join a Pan-London Vehicle (PLV) for Commissioning which will develop secure welfare provision in London and will also provide a mechanism for future joint commissioning.

2. Cabinet Member Introduction

2.1. Children with particularly complex needs, including those who are at significant risk of causing harm to themselves or others, including risk to life, can be placed in a secure children's home when no other type of placement would keep them safe. There is a significant shortage of national secure children's home provision as highlighted by OfSTED and London has no provision. The numbers of children placed are small, but the placements expensive. Further, where places are not available, the alternatives, often requiring multiple ratios of staff for each child, are amongst the costliest placements for children's services. For example, the Association of Directors of Children's Services (ADCS) recently highlighted more than twenty local authorities paying over £20K per week (equivalent to £1 million per year) and one case of £49,680 per week (equivalent to over £2 million per year).

2.2. There are few children requiring secure welfare provision and in the last eight months to July 2022 the numbers per local authority in London ranged from zero to three, with further children being referred but unable to be placed as a result of lack of capacity. There is an opportunity now to develop and establish secure children's home (SCH) provision in London to bring additional capacity to the market, with capital provided by the Department for Education, but this requires a pan-London approach.

2.3. It is proposed that a company, owned by London local authorities, should be established to oversee the development and running of the new secure children's home provision. In the long term, it is intended that the PLV's remit will include other key pan-London commissioning arrangements that will

improve the lives of London's children and young people. This company is referred to in the rest of this report as a 'Pan-London Vehicle ("PLV")'.

2.4. A Pan-London Vehicle (PLV), jointly owned by London local authorities, will initially oversee the build and contribute to the development of the operating model for the new SCH provision, as well as the commissioning arrangements to run the service. The PLV will be a means to share the risks and benefits associated with developing and running the SCH, with a key benefit being that places at the new provision will be prioritised for the London local authorities who opt in to join the PLV.

3 Recommendations

3.1. Cabinet is recommended:

- To agree that Haringey Council becomes a member of a not-for-profit company, limited by guarantee, provisionally to be known as the Pan London Vehicle, to develop and then oversee the running of London's secure children's home provision for a five-year period from 1st April 2023 to 31st March 2028, with a breakpoint after three years.
- To note that by the three-year breakpoint period, the refreshed business case will have been developed as well as the service pricing structure, commissioning approach, operating model, practice model and the SCH's location will have been confirmed.
- To note that once the PLV has launched, membership of the PLV will be at a fixed annual cost of £20K (subject to inflation adjustment), unless an alternative model for funding the PLV, that does not require annual subscription, is agreed by members during the development phase and
- To agree to collaborate with other PLV members on future joint commissioning programmes.

3.2. To commit in principle to joint oversight and risk/benefit sharing of the secure children's home provision, through the PLV, for a five-year period to 31st March 2028 (with three-year break point), that includes the build, service development and service commissioning phases; and

3.2.1. To note that the commitment in paragraph 3.2 shall be subject to ratification after the revision of the SCH business case; and shall be renewable on a ten yearly cycle thereafter, with breakpoint after five years.

3.3. To delegate authority to Director Children's Services, after consultation with the Director of Finance, the Lead Member with the relevant portfolio responsibilities, and the Council's Monitoring Officer:

- To agree the final legal documents required to set up, join and run the PLV and enter into all the legal agreements, contracts and other documents on behalf of

the Council required to implement and run any aspect of the PLV arrangements up until the three-year breakpoint period; and

- To note that in advance of this first break point this matter shall be reported to Cabinet for its further consideration.

4. Reasons for Decision

4.1. Children with particularly complex needs, including those who are at significant risk of causing harm to themselves or others, including risk to life, can be placed in a secure children's home when no other type of placement would keep them safe. Children placed in SCHs are likely to have experienced a number of placements that have broken down, missed a lot of education, have unmet emotional and physical health needs and have suffered a great deal of trauma in their lives. SCHs provide a safe place where these very vulnerable children can receive the care, education and support that they need. A secure children's home is a locked environment, where their liberty is restricted, and they are supported through trauma aware and psychologically informed integrated care, health and educational services.

4.2. Across London, a relatively small number of children require a secure welfare placement, which is very high-cost provision and despite their complex needs, these children are often placed the furthest from their home local authorities, an average distance of 192 miles, which impacts detrimentally on children who lose contact with family and the community. Additionally, the loss of local contacts and pathways in education, training and employment has a negative impact on their development post-placement.

4.3. Further, there is a national shortage of provision and places are often not available when referrals are made so children are then placed in less suitable but higher cost alternatives. This shortfall in provision is particularly acute in London where there is not any Secure Provision – over three years London referred 295 children to Secure Provision but only 159 received places. The majority of requests (72%) are for children from Black and Minority Ethnic groups, well in excess of the London comparable profile of 41%. The current arrangements are exacerbating poorer outcomes for this group and racial disparities.

4.4. Pan-London analysis pre-Covid (eight-month period October 2017 to May 2018) highlighted that an average of 21 London children were in Secure Welfare provision at any one time.

4.5. Snapshot data taken at the end of each month, in the period between December 2021 and September 2022 shows that there is, on average, 12 of London's children in a secure welfare placement at the end of each month – this includes 3 children each month who are living in a secure welfare provision in Scotland - over 450 miles away. Although this looks like a fall in numbers compared to pre-Covid, in the same period, the data shows that 29 referrals were made but a placement was not offered. In a September 2022 survey, London local authorities reported that due to the known shortage of provision, they often do not make a formal referral at all. This indicates that the national shortage of provision is impacting even more of London's children than the data suggests.

- 4.6. Of a sample of 50 'alternative to secure' placements reported in a September 2022 survey, 17 related to children with a deprivation of liberty order in place. Instead of being placed in a secure children's home, as required by the court order, these children were placed in settings that are not specifically designed to keep them safe and 10 of these placements were in unregulated settings or in provisions that are not legally registered to operate as a children's home. This means these vulnerable children would be at risk of not receiving the care, education and support that they needed.
- 4.7. Financial data provided by London local authorities in the September 22 survey shows that the average cost of a secure welfare placement has increased; the average being £7K per week in 2019, rising to £10.5K per week in 2022 and some local authorities have paid up to £25K per week for secure welfare placements in that period. In the same period, local authorities have also paid up to £30K per week for placements made as an alternative to secure.
- 4.8. The numbers of children are too small, and the investment required too great for any one local authority to run its own provision, but there is potential for a pan-London approach, which would enable the benefits to be shared whilst also jointly managing the risks of developing such provision. A pan-London approach also fits with recent reports from the Competition and Markets Authority (<https://www.gov.uk/government/publications/childrens-social-care-market-study-final-report/final-report>) and the Independent Review of Children's Social Care (<https://childrensocialcare.independent-review.uk/>) which recommended multi-authority approaches to develop greater understanding of need, engage with the market and stimulate new provision.
- 4.9. The need for provision was also highlighted through Her Majesty's Chief Inspector's Annual Report to Parliament (2020) which stated –
- *The national capacity of Secure Children's Homes remains a significant concern, with approximately 20 children awaiting a placement on any given day and the same number are placed in Scottish secure units. This increases pressure to use unregulated provision. Provision is not always in the right place, so that some children are placed a long way from their home and family.*
- 4.10. The Association of London Directors of Children's Services (ALDCS), working with NHS England and the Mayor's Office for Policing and Crime (MOPAC) commissioned a review in 2018 of the use of Secure Children's Homes by London's children and young people. This review provided detailed evidence of the need for provision in London, which has informed this report.
- 4.11. There is also a shortfall of high-cost low incidence provision in London, estimated as at least 225 places, which drives up costs resulting in overspends across London local authorities which exceed £100 million. The Competition and Markets Authority highlighted the lack of suitable local provision nationally, but particularly in London citing – 'lack of placements of the right kind, in the right place...materially higher prices...and providers carrying very high levels of debt.'

5. The proposed provision and alternatives options considered

5.1. The Association of London Directors of Children's Services (ALDCS), London Councils, NHS and London Innovation and Improvement Alliance (LIIA) have expressed unanimous support for the development of secure children's home provision and developed a business case for secure children's home provision in London. This business case has formed the basis of a successful bid to Department for Education and funding has been allocated to develop the required provision for London children.

5.2. As well as ALDCS members, a range of stakeholders were engaged throughout the development of the business case including:

- London Councils' Executive, Leaders' Committee and Lead Members;
- Society of London Treasurers;
- Local authorities (children's social care and youth offending teams);
- Central government (Department for Education, the Mayor's Office for Policing and Crime, OFSTED, Ministry of Justice);
- Clinical experts and practitioners within the field of children's services and health;
- Third sector organisations delivering children's services and
- Children and young people with lived experience of SCH.

5.3. The proposed provision will be designed specifically for London, with purpose-built accommodation. This will reduce the risk of beds needing to be held vacant after a high-risk child is placed there in order to maintain a safe environment. The provision is being designed with co-located step-down facilities with wrap-around support, which is an innovative approach to supporting the children post-placement. This will enable a smoother transition and a return to the family or to the most appropriate long-term placement that will meet the child's needs. This will also prevent use of emergency placements following a 72-hour placement in secure, when the local authority may not have enough time to identify best next placement or prepare child and family for safe return home. This can lead to placement breakdowns or return to care, which incur avoidable costs and impact detrimentally on outcomes for the child.

5.4. The business case to address the need for Secure Welfare Provision, considered a range of options as listed below –

- Do nothing
- One small Secure Children's Home (8-12 places)
- One large Secure Children's Home (20-24 places)
- Two small Secure Children's Homes (8-12 places each)
- Enhancing existing resource
- Specialised community team
- Step-down facility
- Specialised open facility

5.5. These were evaluated through stakeholder engagement and assessment against the following criteria –

- Impact on early intervention and prevention
- Accessibility of a secure placement
- Continuity of care and relationships
- Care and education in the placement
- Transition from secure to community
- Value for money
- Initial investment
- Deliverability

5.6. This options analysis has led to the recommendation for Secure Welfare Children's Homes provision for London with capacity for 24 placements, alongside facilities for step-down accommodation and support to support the children after placement. The key reasons are summarised below –

- Provision for 24 places would meet the demand in London
- Step-down provision would enable better exit planning and work to take place to support children and young people within the community, reducing the likelihood of repeat placements in secure welfare
- Step-down facilities will enable more holistic support to be provided to prevent unnecessary transitions into secure provision for children and young people on the edge of a secure placement

5.7. The following options were rejected for the reasons given:

- Enhancing existing resource - rejected due to the complexity of allocating resource to disparate CAMHS, social care and YOT teams across London and the lack of a joined-up approach across London.
- Specialised community team - rejected due to the risk of duplicating the role of Community Forensic CAMHS teams and fragmenting care pathways.

5.8. In February 2022, DfE confirmed the funding to take a proposal forward for Secure Children's Home provision in London with 24 places, alongside step-down provision. The step-down provision will provide for much improved transition after placement. Over £3 million has been allocated for development, with capital of over £50+ million expected subject to completion of the development phase. The development funding is currently being held by the London Borough of Barnet on behalf of all London local authorities. DfE is reviewing progress against gateway milestones, one of which is the commitment of local authorities in London. This report seeks that commitment.

5.9. The DfE development grant will cover the PLV's costs during the development period, therefore local authorities will not be required to make a financial contribution to the running of the PLV until the SCH provision launches. During this development phase, PLV members will work collaboratively to agree how the SCH provision will be run and managed. This includes:

- developing and approving the pricing strategy and revenue model for generating financial income;
- developing the practice model and operating model including but not limited to:
 - the approach to working with children, young people and their families,
 - safeguarding and risk management arrangements,

- quality assurance arrangements,
 - the commissioning approach / staffing model,
 - the process for managing referrals and placement allocation.
- Inputting into and approving a refreshed business case which will
 - revisit and update the ‘case for change’,
 - provide up to date and well-developed costings, informed by the final model of practice and operating model,
 - identify the benefits that will be delivered by the new model (financial and non-financial),
 - consider the most suitable route for appointing a service provider.

5.10. During the development period, member local authorities will also explore alternative models for covering the cost of running the PLV that does not require annual subscription.

6. Proposed vehicle to share risks and benefits

6.1. The following models were assessed to determine the best approach for risk-sharing, commissioning and oversight of the new provision:

- A lead London local authority
- An existing pan-London entity
- A new pan-London entity
- Joint venture with a third party

6.2. Following analysis and evaluation of the risks and challenges of each option it is recommended that the Pan-London Vehicle is structured as a new legal entity allowing the new provision to be jointly owned and managed by London local authorities as the risk of investment and operating costs is too great for any one local authority. This new Pan-London Vehicle will manage the commissioning and oversight of the new provision, so the benefits and risks are shared across local authorities. It also means that all member local authorities will be on an equal or close to equal footing in decision making.

6.3. The following options have been considered as the legal basis for setting up and running the PLV:

- Company Limited by Shares
- Company Limited by Guarantee
- Limited Liability Partnership
- Charitable Status
- Community Interest Company

6.4. Officers recommend that the PLV should be established as a Company Limited by Guarantee as outlined in Appendix 1 to this report. This enables joint ownership, with limited liability and any profits being held within the Company for future provision.

6.5. The PLV will be hosted in a larger organisation as it will comprise a small number of staff. The key options are for it to be hosted in the London Borough of Barnet as the current fund-holding body or to be hosted in the local authority

where the new Secure Children's Home is located, which is yet to be finalised. The location of the PLV will be agreed after the location of the Secure Children's Home has been finalised.

6.6. Tax implications for the agreed structure will need to be fully understood, so as to avoid unnecessary VAT consequences.

6.7. The legal basis, membership and decision-making processes are set out in more detail in Appendix 1.

7. Finances and resources

7.1. The development costs (c£3 million) and the capital costs (c£50+ million) will be provided by Department for Education, subject to completion of agreed project milestones. This is a significant investment in provision for London's most vulnerable children which will be secured for London with the commitment of London local authorities

7.2. The total annual of cost of placements at Secure Children's Homes that the new provision would replace was estimated in the original business case (2019 figures) as £7.8 million per annum. The new provision overseen by the PLV has an estimated cost of £7.5 million (2019 figures), based on the original business case – note that these costs have not been adjusted for inflation. See Appendix 2 for inflation adjusted financial modelling.

7.3. Further, there are additional financial benefits as outlined below –

- Reduction in staff travel time to out of region Secure Children's Homes
- Reduction in staff time sourcing placements
- Reduction in secure transportation costs
- Reduction in use and cost of unregulated/bespoke provision, often sourced at short notice and at extremely high costs (over £12,000 per week)
- Potential for the PLV to gain a share of any margin achieved and consequently reduce the cost of membership
- Potential further savings through other joint commissioning projects

7.4. The full business case will be revised and updated following site confirmation and local authority confirmation of participation. In the meanwhile, the costs have been updated using the Consumer Price Index (CPI) and evidence from London local authorities, with summary modelling in Appendix 2.

7.5. The financial commitment by each local authority is £20K per year (payable only once the provision has launched) from 1st April 2023 to 31st March 2028 for the operating costs of the PLV, with an opt-out facility after three years, informed by the revised business case, detailed model and confirmed location. Additionally, each participating local authority will share in the risk and benefits of operating the Secure Children's Home provision estimated to be £8 million per year (adjusted from 2019 for inflation). As demand for provision exceeds the capacity of the new London Secure Children's Home provision, the risks are minimal and the benefits across London are significant. A range of

scenarios are modelled in Appendix 2, setting out the financial impact in each case.

- 7.6. Provision at Secure Children's Homes costs between £7k and £10.5K per week, based on sample London data. Where Secure Children's Home provision is not available, alternative provision is very costly, typically £12k+. Nationally, the Association of Directors of Children's Services (ADCS) has highlighted more than twenty local authorities paying £20K+ per week (equivalent to £1m per year) and one example of a local authority paying just under £50k per week (equivalent to over £2m per year). Some London local authorities have no children on Secure places currently, but these are very significant costs even if only experienced once every few years.
- 7.7. For this report, the operating costs of the new Secure Children's Home, plus transport costs and the running costs of the PLV are compared for a range of occupancy levels and placement fees. The modelling is conducted for a three-year period as initially commitment is sought from local authorities for five years, two years of which are planned as set-up and three years as the initial operating period. Commitment will then be sought for each subsequent five-year period. Four scenarios for occupancy levels are considered:
- 100% occupancy
 - 90% occupancy
 - 85% occupancy
 - 50% occupancy in Year 1 followed by 85% in Years 2 and 3
- 7.8. Three levels of placement charges are considered based on the sample London data referred to in section 4.6: £8250 per week as the mid-point of current Secure Children's Home Charges; £10,000 per week; and £12,000 per week, with the latter recognising this provision will replace some very costly alternatives.
- 7.9. The modelling also considers via a graph the placement charge for a variety of occupancy levels, enabling implications of the full range of occupancy to be viewed from 100% down to 60%. All modelling allows a 10% margin for the provider, although provider costs would be expected to be determined competitively through procurement.
- 7.10. The modelling demonstrates most scenarios generate a surplus to support future provision. The risk of the lower occupancy scenarios being realised is low as there is a shortfall of provision nationally so places could be taken up from outside London if agreed. It is proposed that provision would be prioritised for the London local authorities which have opted into membership.
- 7.11. Placement costs will be funded by individual local authorities using budgets currently deployed on children's placements and from the modelling are expected to be less than current costs. Placements for London local authorities which opt to be members will be charged at cost, whereas other London local authorities will be charged a higher fee, for example to cover the cost of voids, with all surplus income supporting future provision.

- 7.12. As owner of the provision, the PLV (and thus member local authorities) will have more control over the pricing structure and will be able to reduce the wide variation in charges that can arise within very short timeframes. This will significantly provide more transparency in costs and pricing.
- 7.13. The PLV member local authorities will lead the strategic development of the provision and have scrutiny over the quality of the service delivery through the quality assurance part of the commissioning arrangements. Improved quality of provision will lead to better outcomes for children and reduced future costs from repeat placements and other support.
- 7.14. The PLV will also be developed with the potential for wider joint commissioning in future. This will enable collective action to address significant financial pressures and shortfalls in provision for children, particularly those needing high-cost low incidence provision. Further the PLV will enable joint pan-London market intelligence and market shaping, including developing new private, voluntary, independent and local authority provision.
- 7.15. Commitment:
- The support of London local authorities is required in order to secure the capital funding from Department for Education, which is estimated at £50+ million.
 - Commitment is sought for a five-year period, 1 April 2023 to 31 March 2028, with a breakpoint after three years after the refreshed business case has been developed, as well as the service pricing structure, commissioning approach, operating model, practice model and the SCH's location is confirmed. Thereafter, commitment will be sought for ten-year periods, with breakpoints every five-years.
 - To cover the running costs of the PLV, the financial commitment from each local authority is £20k per year, subject to inflation adjustment and payable only once the provision has launched. This is unless an alternative model for funding the PLV, that does not require an annual subscription, is agreed by members during the development phase.
 - Commitment is sought to participate in joint commissioning arrangements
- 7.16. It is recommended that the decision to proceed after three years is delegated as appropriate within the local authority and after consultation with the Director or Finance, the Lead Member and the Council's Monitoring Officer.

8. Benefits and Risks

- 8.1. There are clear benefits for London local authorities joining the PLV for commissioning and the joint development of Secure Children's Home provision for London. The key advantages are highlighted below:
- Development of secure provision in London increasing capacity locally and reducing the overall national shortfall in provision
 - Local provision for children with accompanying step-down arrangements will improve outcomes and reduce cost of future provision
 - Reduced staff travel time to meetings and visits and reduced transport costs

- Reduced reliance on private care placement market and high-cost provision
- Priority access to the provision
- Access to provision at cost, whereas others will be charged a higher fee, to include cost of voids etc.
- Opportunity to shape the future Secure Children’s Home and step-down provision and be part of ongoing governance
- Opportunity to be part of wider joint commissioning through the PLV in future such as addressing the shortfall in high-cost low incidence provision

8.2. There are risks associated with joining the vehicle and oversight of the London Secure Children’s Home, which are highlighted alongside mitigating actions in the table below:

Risk	Mitigating action
Failure to achieve expected occupancy levels leading to significant revenue loss	The shortfall in provision in London and nationally makes this a very unlikely risk, although it could be experienced temporarily such as in the initial operating period or other scenarios highlighted below. Lower occupancy in the initial operating period has been modelled. Governance, management oversight, and adequate levels of experienced staff will be key to ensuring good occupancy and these are built into current plans. The PLV and London provision will work closely with the central SCH co-ordination unit to proactively sell places to UK local authorities at a cost that will recover the loss / potential loss of revenue.
Unsatisfactory outcome from statutory inspections	Recruitment of experienced Registered Manager and other managers with experience of managing a similar provision. Regular monitoring and quality reviews will reduce this risk. Robust management and swift turnaround would be required if an inspection was less than satisfactory.
Child serious injury or death	Robust risk management policies, procedures and training. Strong practice model, safeguards, rigorous performance reviews and effective oversight, with experienced managers and staff who will be in place to minimise this risk.
Temporary closure of the provision or changes to its registration conditions that limit the full use of places – in response to safeguarding or child	Ofsted use enforcement powers proportionately and there are a range of options open to them before the closure of a provision. Closure happens only in

protection concerns	<p>exceptional circumstances.</p> <p>Mitigation actions include robust safeguarding and child protection arrangements, policies, and training; recruitment of suitably qualified staff and robust quality assurance and monitoring arrangements.</p>
Permanent closure of the provision	<p>Ofsted use enforcement powers proportionately and there are a range of options open to them before the closure of a provision. Closure happens only in exceptional circumstances.</p> <p>Mitigation actions include: robust safeguarding and child protection arrangements, policies, and training; recruitment of suitably qualified staff and robust quality assurance and monitoring arrangements.</p> <p>In the unfortunate and unlikely event that permanent closure happens robust business continuity arrangements will outline the steps to be followed with regards to children placed at the provision.</p> <p>Should the PLV be wound up: PLV members will agree to be liable for the debts of the PLV up to a nominal amount e.g., £1. Prior to the launch of the PLV, members will agree, with legal advice, what will happen to the SCH and other related assets, and this will be included in the articles of association,</p>
Adverse publicity/Reputational damage from failure of the centre linked to the above or other factors	Proactive communications, strong practice model, safeguards, rigorous performance reviews and effective oversight, management and staffing will be implemented to minimise this risk.
Share of first year operating losses at the London Secure Children's Home	Mitigation options for the forecasted first year operating losses are currently being explored with the project SRO and Steering Committee. Options include a phased approach to implementing the service that will align operating costs to the amount of revenue that can reasonably be expected and securing a

	<p>set-up grant to help cover the period until optimum occupancy can be achieved.</p> <p>If this, or an alternative solution are not found prior to opening, Haringey will have the opportunity to withdraw its membership of the PLV.</p>
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9. Progress to date and next steps

- 9.1. The business case for new provision has been developed, including evidence of need, by London local authorities, with Health and the Mayor's Office for Policing and Crime (MOPAC).
- 9.2. In response to the business case developed for an SCH in London, the Department for Education has allocated c£3m of development funds, with c£50m+ of capital funding subject to progress in against key milestones.
- 9.3. A Secure Children's Home and Community Project Steering Group has been established, comprising London Directors of Children's Services, together with Health, Mayor's Office for Policing and Crime (MOPAC) and the Department for Education. This group is providing oversight until the formation of the proposed Pan-London Vehicle.
- 9.4. A site search has been conducted, based on the statutory criteria for a Secure Children's Home. From a long list of over 400 sites initially considered, two preferred options have been identified, one of which is being taken forward first for more detailed assessment.
- 9.5. A practice model for the provision is being developed by a multi-agency group which will provide an innovative approach to working with children, young people and their families / networks. Haringey has representation on this group through the AD for Children's Social Care.
- 9.6. Following decisions by London local authority Cabinets or equivalent decision-making bodies across London, the Pan-London Vehicle will be formed as a legal entity with members from the London local authorities who have agreed to opt in.
- 9.7. Subject to a sufficiently large number of London local authorities opting in, then the development of the London Secure Children's Home will proceed, with planned opening between 2025 and 2026.
- 9.8. Following revision of the business case, local authorities will be asked to confirm their commitment for the remainder of the five-year period based on the commitment in principle sought in this paper. At this stage, it will be possible for local authorities to opt out, but this is considered unlikely as risks are low given the demand for provision.

10. Consultation

10.1. There has been wide consultation on the proposals outlined in this report to ensure it accurately reflects the aspirations and priorities of London local authorities. The groups that have been consulted are outlined in paragraphs 2.1 and 2.2.

10.2. Consultation with relevant groups will be ongoing throughout the development phase and this will include engagement, consultation and coproduction with children, young people and their families as appropriate.

11. Statutory Officer Comments (Director of Finance (procurement), Head of Legal and Governance, Equalities)

11.1. Finance

The Department for Education will be providing £3m for development costs and c£50m capital costs for a Pan-London Vehicle (PLV) to oversee the development and running of London's Secure Children's Home (SCH) provision for a five-year period from 1st April 2023 to 31st March 2028, with a breakpoint after three years. By joining the PLV, Haringey is estimated to benefit from placements at a reduced cost, improved quality of provision and a mechanism for future joint commissioning leading to further savings.

By the three-year breakpoint period a refreshed business case will have been developed, as well as the service pricing structure, commissioning approach, operating model, practice model and the SCH's location confirmed. During the development phase further work would have been done to understand the risk/benefits of operating the secure children's home provision through the PLV, therefore the impact to Haringey's current Placement Budget of £13m.

Once the PLV has launched, membership of the PLV will be at a fixed annual cost of £20K (adjusting for inflation as required), unless an alternative model of funding is agreed by members. Membership costs will be met from the Placement Budget.

11.2. Procurement

Strategic Procurement has been consulted in the preparation of the report; there are no immediate procurement ramifications

11.3. Legal

12.3.1 The Council can become a member of the proposed PLV which will be a company limited by guarantee and has the power to do so in Section 1 of the Localism Act 2011. The general power is a very broad based power which allows local authorities to do anything that an individual generally may do subject to the limits set out in section 2.

12.3.2 Section 4 of the Localism Act 2011 provides that where, in the exercise of the general power an authority does things for a commercial purpose then it must do them via a company. In addition, under section 111 of the Local Government Act 1972 the Council a secondary power to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any

property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.

12.3.3 Members should note that the Council will have to serve an 18 months' notice if it wishes to end its membership. The PLV will make its decision through its Board. It is proposed that the PLV members will appoint six "representative" directors to the PLV board of directors (out of a total of eleven PLV directors). The PLV board's will report to the joint committee. The members of the joint committee will each act as a representative of their respective local authority at "shareholder/owner" level. The joint committee will be involved in approving the PLV's business plan, budget and the other reserved matters to be decided on behalf of the PLV member local authorities.

12.3.4 The Council will be required to enter into a funding agreement in order to fund the running of the PLV.

12.3.5 Once the PLV has been established, the Council will be one of its Members/ owners. The Cabinet and / or the Leader shall be the body responsible for discharging the Council's role as Member of the PLV and may delegate that function to another body (e.g. a Sub-Committee of Cabinet), a Lead Member or a Chief Officer.

11.4. Equality

11.4.1 These proposals are aimed at improving a range of outcomes for Haringey's most vulnerable children and young people, including health and education. The current arrangements for secure welfare provision are exacerbating poorer outcomes for this group, particularly those from Black and other Minority Ethnic groups who, based on Pan-London analysis, are overrepresented in secure welfare provision.

11.4.2 As well as securing better outcomes for Haringey's Black and other minority ethnic children and young people, a new London based SCH provision will help address the racial disparities and issues relating to their overrepresentation in secure welfare provision.

11.4.3 In partnership with other London local authorities, the Council will design the SCH provision, and any other services developed and managed through the PLV, to ensure the specific needs of Haringey's children and young people are taken into consideration.

11.4.4 As part of the work to develop the new SCH provision and other PLV services, an Equalities Impact Assessment will be undertaken to consider the impact of these services on children, young people and their families, in terms of protected characteristics.

11.4.5 Any consultation responses received as part of the EIA that raise matters related to equalities, diversity and inclusion will be addressed in the final service delivery model and kept under review, this includes any impacts to staff.

12. Appendices

- Appendix 1: Legal Structure and Membership
- Appendix 2: Financial Modelling
- Appendix 3: Project Risk Register

13. Local Government (Access to Information) Act 1985

Not applicable.