

SURREY COUNTY COUNCIL

CABINET MEMBER FOR

DATE: 8 OCTOBER 2015

LEAD OFFICER: JULIE FISHER, INTERIM STRATEGIC DIRECTOR FOR CHILDREN, SCHOOLS AND FAMILIES

SUBJECT: EXTENDED HOPE PROPERTY REFURBISHMENT



SUMMARY OF ISSUE:

In February 2015 Surrey County Council (SCC) received £729,000 of revenue funding (funding to be expensed immediately and not to be used to acquire or improve a long term asset) from the Department for Education's (DfE) Social Innovation Fund. This funding was granted following a bid to create an out of hours Assessment and Support Service and respite unit for young people in mental health crisis. SCC and partners (NHS Guildford and Waverley Clinical Commissioning Group and Surrey and Borders NHS Foundation Trust) have been working since this funding was granted to put the bid into operation.

The proposed site for the respite unit is on the site of a SCC owned and operated children's home: Libertas, in Guildford. An existing building on the site has been identified as being suitable. The funding for this capital scheme was due to be met from a budget carry forward of £150,000 at the end of 2014/15. However, the estimate cost is now slightly higher than this original estimate. There is scope to potentially use an underspend in capital funding from 2015/16 to cover the additional cost.

The purpose of this paper is to seek approval to proceed with this scheme at a different cost. Further financial details are available in the Part 2 report, attached as Annex 1

RECOMMENDATIONS:

It is recommended that the Cabinet Member approve the refurbishment of a building on the site of Libertas Children's home to create a respite unit for young people in mental health crisis. The financial details of this are laid out in the Part 2 of annex to this report.

REASONS FOR RECOMMENDATIONS

The funding received from the DfE was allocated as revenue funding despite the bid submission requesting capital funding in order to refurbish the HOPE children's home respite unit. The DfE stipulated that capital work costs must be met by the bidder and also that the project continues to have support from senior colleagues within SCC to deliver the project. The respite unit is a critical part of the bid proposal and will ensure that partners are much better able to support the emotional and mental health needs of young people in crisis. Therefore the reason for the above recommendation is to ensure that this aspect of the bid can be achieved.

DETAILS:

1. The funding provided from the Social Innovation Fund has enabled partners to develop a service that has been an aspiration for many years. The service seeks to provide wrap around support for young people experiencing mental health crisis, addressing the current lack in support out of hours. Currently, this gap in support can lead to young people unnecessarily presenting at A&E, being inappropriately admitted to paediatric wards or even ending up in care in an out of county placement. The aim of the new service is to provide young people with an out of hours response which better meets their emotional and mental health needs.
2. The service will provide an out of hours addition to the established and well-regarded HOPE Service in Surrey, which is currently only a 09:00 – 17:00 service. The revenue funding from the DfE will allow for the creation of 'Extended HOPE'. Extended HOPE will provide an out of hours Assessment and Support Service, staffed by Community Psychiatric Nurses operating between 17:00-23:00 every day of the week. This aspect of the service will provide support for young people and their families/carers when in mental health crisis. The Extended HOPE respite unit will provide a short stay (maximum 10 days) residential provision for up to two young people at any time whose mental health needs do not require inpatient psychiatric admission but who would benefit from a short safe stay away from home.
3. Partners are confident that both aspects of the Extended HOPE service will be critical in providing a more young person-centred service, which in turn will improve outcomes for young people by keeping them closer to their community in Surrey. Furthermore, partners are confident that the service will reduce A&E and paediatric ward admissions and reduce psychiatric hospital admissions and out of county social care placements; therefore reducing costs throughout the system. Assurance in relation to improving outcomes and savings generated will be enabled through the service's partnership with the Anna Freud Centre. The Anna Freud Centre is a well respected charity working in the field of children's mental health. Researchers from the Centre will be providing an evaluation of the service for the DfE in March 2016 and evaluation tools will also be embedded within the service to allow future evaluations to take place.
4. A key aspect of the funding award from the Social Innovation Fund was that the project would be sustained and become a mainstream service. The bid demonstrated to the DfE that it would be sustained through letters of support from partners stating that if the project was successful they will commit to future funding post April 2016. This funding will be continued through the existing pooled budget arrangement between the Clinical Commissioning Groups (CCGs) and SCC. Future funding will be possible through the project demonstrating savings across the system as well as improvements in outcomes which the Anna Freud Centre evaluation tools will help to establish. SCC will achieve savings through a reduction in the costs of placements for children looked after by reducing the need for expensive out of county placements. The CCGs will achieve savings from a reduction in the use of paediatric assessment beds and NHS England will see costs reduce due to fewer psychiatric inpatient beds being required. Once the service has been established for a period of time data will be analysed to understand whether the service has been a success in terms of improved outcomes and cost saving.

5. SCC's Property Services have been engaged in the project throughout its development. A full scope of the building work required for the respite unit was undertaken and a specification drawn up in order to undertake the required tender process. This has now been undertaken and the successful contractor notified. It is important that the service is up and running as soon as possible so that the Anna Freud Centre can evaluate the success of both aspects of the Extended HOPE service. The Assessment and Support Service will be operational from 1 October 2015 and, if capital funding is approved, the contractor is expected to have finished refurbishment works in time for an early January launch of the respite unit.

CONSULTATION:

6. From conception through to project development and implementation, a range of partners have been involved. Young people from the Children and Adolescent Mental Health Services (CAMHS) Rights and Participation team have been members of the project group involved in the development of the project, providing guidance on communications, participating in interview panels and providing input on the look and feel of the respite unit environment. Partners from Surrey and Borders NHS Foundation Trust and NHS Guildford and Waverley CCG have been active members of the project group also, providing specialist input throughout project development. As the respite unit will be registered as a children's home, Ofsted have been engaged with the project from the outset in order to help smooth the passage of the Ofsted registration application. Support for the project from senior officers and Members has been provided through the development of the project.

RISK MANAGEMENT AND IMPLICATIONS:

7. There is a risk to the newly proposed out of hours service if SCC does not proceed with the refurbishment of the proposed respite unit. This is because revenue funding was granted by the DfE with the stipulation that capital funding for the respite unit was met through other funding sources. There is a risk that young people's outcomes will not be improved to the same extent as if the residential aspect of the service were not developed. Young people from the CAMHS Youth Advisor group told partners that sometimes young people need some time away from, but close to, home to come out of the trauma of their mental health crisis. The residential aspect of the service would provide a place, not available anywhere else in Surrey, for young people to be supported to overcome their crisis, providing wrap around support to young people and their families/carers and contributing to a reduction in family/placement breakdown.

Financial and Value for Money Implications

8. In April this year the Cabinet approved a request to carry forward the under spend in the foster carer grants capital budget to finance Extended HOPE and therefore most of the funding has already been planned. A small element of additional funding can be met from within existing capital budgets in 2015/16.
9. Once the respite provision has been developed the ongoing financial implications of running the unit have been considered as part of the overall business case.

Section 151 Officer Commentary

10. It is acknowledged that this capital scheme is an important element of developing an out of hours service for HOPE. The DfE grant funding has already been earmarked for revenue set up costs so additional capital funding was required to develop the respite provision.
11. A full business case was evaluated at Investment Panel to develop this service so the full financial implications of this scheme have been considered.

Legal Implications – Monitoring Officer

12. The Council owes a fiduciary duty to its Council tax payers, analogous to that owed by trustees responsible for looking after property belonging to other people. Accordingly, in deciding to spend money a local authority must take account of the interests of Council taxpayers who have contributed to the Council's income and balance those interests against those who benefit from the expenditure. It will also need to act in a prudent way having regard to the short and long term consequences of the decision. The HOPE Service is a multi agency service for young people aged 11-18 who have complex mental health, emotional, social and educational needs that cannot be met by one agency alone. The provision of capital funding to enable an extended service to be created will assist the Authority in meeting its statutory duties towards vulnerable young people

Equalities and Diversity

13. It was not felt that an Equalities Impact Assessment was necessary for this particular report. This is because the service is going to provide an important addition to the support available to young people in mental health crisis. The service is therefore seeking to bolster support for some of the most vulnerable young people in Surrey.

Corporate Parenting/Looked After Children implications

There are significant positive potential impacts for Looked After Children. Looked After Children are at greater risk of mental health difficulties and therefore this service will provide additional support to this cohort. The service may prevent young people's placement breaking down through the support provided through the respite unit in particular.

Safeguarding responsibilities for vulnerable children and adults implications

14. This service has significant positive potential impacts for children who go missing and who are at risk of Child Sexual Exploitation providing a safe place for young people who are in severe emotional and mental distress.

WHAT HAPPENS NEXT:

15. If approval is granted then the contractor will be notified and a site start date will be agreed as soon as possible. It is expected that the contractor can start on site in mid to late October and this will enable the building refurbishment to be completed in time for the service to be operational in early 2016.

16. Review of the success of the service will be undertaken by the Anna Freud Centre next year and also done internally later in 2016 to ascertain the effectiveness of the service.
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Contact Officer:

Angela Sargeant, CAMHS Service Development Manager, 07968 834018

Consulted:

Details of who has been consulted on the issue:

Paula Chowdhury, Strategic Finance Manager for Children's Schools and Families
Debbie Chantler, Interim Group Manager, Legal and Democratic Services

Annexes:

Annex A: Part 2 information

Sources/background papers:

n/a

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