

**SURREY COUNTY COUNCIL****CABINET****DATE: 13 DECEMBER 2016****REPORT OF: MR MEL FEW, CABINET MEMBER FOR ADULT SOCIAL CARE,  
WELLBEING AND INDEPENDENCE****MRS HELYN CLACK, CABINET MEMBER FOR WELLBEING  
AND HEALTH****LEAD OFFICER: HELEN ATKINSON, STRATEGIC DIRECTOR ADULT SOCIAL  
CARE AND PUBLIC HEALTH****SUBJECT: APPROVAL TO AWARD CONTRACTS FOR THE PROVISION  
OF MENTAL HEALTH SERVICES – FIRST STEPS AND  
COMMUNITY CONNECTIONS IN SURREY****SUMMARY OF ISSUE:**

This report seeks approval from Cabinet to award six contracts for the provision of two Mental Health Services (First Steps and Community Connections) in Surrey to commence on 1 April 2017 as the current arrangements end on 31 March 2017.

These contracts will enable Surrey County Council to fulfil its statutory duties under the Care Act 2014 to prevent, reduce and delay the care and support needs of those with mental health and emotional health issues. The Care Act gave Surrey County Council new duties to promote wellbeing. Adult Social Care, Public Health and the Clinical Commissioning Groups in Surrey have worked together to maximise the opportunities to ensure the outcomes of people with mental health needs are met in the most cost effective way. By recommending the contract awards of these two co-produced, evidence based and robustly evaluated mental health services, the County Council will effectively demonstrate its support for parity of esteem for mental health and improve the mental wellbeing of Surrey citizens.

Mental health services are significantly underfunded compared with physical health services. By commissioning these services, we will ultimately decrease the demand on and cost of the more complex mental health services, this is described in more detail from paragraph 19 of this report.

First Steps is the first level of the mental health pathway in Surrey and will include:

- Early Intervention for mild to moderate mental health problems via guided self-help, 'emotion-gyms' (guided group sessions) in community based settings, phone-line/email support and sign-posting people to relevant services.
- Mental health and suicide prevention training and professional development for staff and volunteers in contact with the Surrey population (in the public, voluntary, private sector and wider community)
- Active awareness-raising and anti-stigma campaigns for emotional and mental

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health.

This service will actively support people in Surrey to continue to live healthy lifestyles, function in their daily lives and help prevent escalation of need.

Surrey Community Connections services are open access services, delivered by the voluntary sector, to support people (aged 16 and over) with mental health needs to stay well in their communities. Surrey County Council provides leadership for these jointly commissioned services, working with all the Clinical Commissioning Groups in Surrey. The services promote social inclusion, community participation, mental well-being and recovery by connecting people to 'mainstream' activities in their community by offering a variety of group activity and one to one support.

The outcomes delivered by Community Connections services include:

- enabling an individual's recovery;
- helping people develop and maintain a support network;
- and giving people personalised support to fit their needs.

Feedback from service users was that the service gives them the opportunity to get out and meet other people with similar issues. They are able to discuss problems in a safe environment and do not feel so isolated.

This report provides details of the procurement process, including the results of the tender evaluation, engagement and consultation. Parts 1 and 2 of this report demonstrate why the recommended contract awards deliver best value for money and contribute to the strategic goals of Wellbeing and Resident Experience.

Recommissioning and award of the First Steps contract to the recommended provider will help Council deliver savings.

Due to the commercial sensitivity involved in the contract award process, the detailed evaluation report and financial details of successful providers have been circulated as a Part 2 report.

#### **RECOMMENDATIONS:**

It is recommended that the background information set out in this report be noted and six contracts are awarded for three years from 1 April 2017, with an option to extend for two periods of one year each for:

- First Steps county wide service - one contract awarded
- Community Connections Services – five localised contracts are awarded.

Details of the awards and the contract values are in the Part 2 report.

#### **REASON FOR RECOMMENDATIONS:**

The current agreements will expire on 31 March 2017. A full tender process, in compliance with the requirements of Public Contract Regulations and Procurement Standing Orders, has been completed and the recommendations provide best value for money for the Council following a thorough evaluation process.

Both of the services will be delivered in Surrey from local bases. The recommended providers have committed to be proactive in providing apprenticeships and volunteering opportunities to Surrey residents whilst delivering efficiencies for the Council.

#### **DETAILS:**

##### **Background:**

1. Mental health is everyone's business: we all have mental health, just as we have physical health that can fluctuate at different points in our lives. Lifestyle factors, the communities in which we live, the local economy and the environment all impact on an individual's mental health.
2. 1 in 4 people in the UK will experience a mental health problem each year. These people often do not seek help due to the stigma that still surrounds mental illness hence the importance of widely available self-help information and anti-stigma interventions as well as open access, local support.
3. The World Health Organisation states that mental health problems can account for a greater impact on the individual than cardiovascular disease or cancer and have wide-reaching effects on people's education, employment, physical health, and relationships.

##### **National and local imperatives**

4. The Care Act (2014) consolidates and modernises the framework of care and support law; it sets out new duties for local authorities and partners, and new rights for service users and carers. It places new duties on local authorities to prevent, reduce and delay care and support needs. There is an emphasis on the wellbeing principle that underpins the Act and duties around integration and collaboration with other public sector organisations.
5. Community Connections services are jointly commissioned with Surrey's Clinical Commissioning Groups; the County Council leads this programme of work. This integrated approach is embedded in the commissioning of mental health services locally.
6. With Adult Social Care, Clinical Commissioning Groups and Public Health commissioners working collaboratively on these contracts, there is assurance that there is no duplication of work, that value for money is attained across the whole system and people with mental health needs can achieve the best possible outcomes.
7. The recently published All-Party Parliamentary group on social work report into adult mental health services found that funding for mental health services remains inadequate and is not at parity with physical health spending. The report also found that reductions in social care budgets are having a profoundly negative impact across adult mental health and partner services. Continuing to commission Community Connections services helps meet the recommendations for early intervention, working towards parity of esteem and integrating support across the system.

8. The Integrated Commissioning Strategy for Emotional Wellbeing and Mental Health identifies priority areas in Surrey including: early intervention, working as a whole system, crisis care, enabling recovery and working in partnership with service users and carers. The First Steps and Community Connections services have an integral role in the mental health pathway which helps contribute to the delivery of these priorities.
9. The Council's Joint Strategic Needs Assessment and evaluation of Community Connections Services in Surrey have identified a need to provide community based support for people with mental health needs to enable recovery and help to stay well.

**What the services deliver.**

10. The role that both First Steps and Community Connections services play in the mental health pathway is crucial.
11. First Steps is the first level of the mental health pathway in Surrey providing mental health promotion and anti-stigma services. First Steps directly promotes its services to the public by advertising in GP surgeries, libraries, pharmacies and community centres so people can self-refer. First Steps also raises awareness of the service with key health and social care staff who can then refer people.
12. The target audience for the First Steps service is residents of or working in Surrey aged 18+ who are experiencing mild-moderate emotional and/or mental health problems. First Steps recognise the needs around transition between CAMHS and adult services and engage with educational institutions to support people aged 16-18 via mental health information leaflets and booklets designed specifically for young people. First Steps will also link with CAMHS staff and youth advisors.
13. Community Connections services bridge the perceived gap between primary and secondary care mental health. They also act as a community based support network for individuals throughout their recovery journey, promoting independence, avoidance and management of crisis and a reduction in dependence on secondary and primary care services.
14. At the end of 2015/16, Community Connections services were supporting over 4,500 people at that point in time. Throughout the year there was a flow of new referrals and closures, illustrating that services were reaching new people with mental health needs, as well as enabling people to achieve a positive outcome from the service they had received and move on. Service users fed back that they don't feel so lonely and isolated when they use the service; Community Connections gave them new skills and confidence.
15. When Community Connections services delivered during 2014/15 were evaluated, it was clear that both flexibility and ability to design services to meet local needs and outcomes were significantly beneficial to service users. Therefore, the service specification reflects this and services are based around the outcomes they are expected to deliver. Key components of a successful Community Connections service are:
  - Listening to and involving people in the design and development of services.

- Partnership working and local connections/networks with other voluntary and statutory providers.
  - Helping people to make and maintain support networks.
  - Giving people a reason to get out and about.
  - Supporting self-help and recovery.
  - Providing a range of courses, groups and activities.
  - Having high quality staff and volunteers.
  - Providing a personalised approach and enabling people to be active in their own recovery.
16. Community Connections services are also key partners in the delivery of local safe havens, nationally recognised out of hours support for people experiencing a mental health crisis.
  17. There is strong evidence to suggest that investment in services such as First Steps that promote mental well-being (including early intervention and prevention) improves quality of life, life expectancy, educational achievement, productivity and economic outcomes; and reduces violence, antisocial behaviour and crime. Those that attended the Emotion Gym sessions experienced an improvement in individual mental wellbeing, a new level of awareness of mental health and a sense that they can start to gain control.
  18. Similarly, Community Connections services have a robust local evidence base which demonstrates that they provide excellent outcomes for individuals, are value for money and prevent escalation of needs.
  19. The Department of Health (DoH) states that *“Investment in the promotion of mental wellbeing, prevention of mental disorder and early treatment of mental disorder results in significant economic savings even in the short term”*. Due to the broad impact of mental disorder and wellbeing, these savings occur in a number of sectors including health, social care and criminal justice. The DoH report demonstrates that a range of costs to other public sector bodies can be avoided by delivering mental health promotion and prevention activities. For example, for every £1 spent on workplace health promotion programmes an annual return of investment of £9 can arise from reduced absenteeism and increased productivity.
  20. In addition, a report on the cost-effectiveness of anti-stigma campaigns identified that £421 per person with depression can be saved through stigma prevention campaigns. First Steps is an anti-stigma and mental health promotion service (which includes workplace wellbeing, mental health and suicide prevention training) and will directly deliver a service that supports such outcomes in Surrey.
  21. Community Connections services enable significant savings through whole system cost avoidance; supporting people with a mental health needs to reduce reliance on statutory mental health services, maintaining their recovery journey and crisis prevention. Service users often comment that it’s the social interaction that keeps them well.

22. An example of potential cost avoidance for Community Connections can be demonstrated as follows:

Under the current contracts the average cost to support an individual was £118.06 for a year. By supporting individuals to become less reliant on statutory mental health services savings will be delivered through avoiding use of services such as:

- acute psychiatric in-patient admission which typically costs £11,300; or
- a year's worth of Community Mental Health Recovery Service support which costs around £4,536 per year (which is a cost to the Council and the CCGs).

Just one in-patient admission avoidance equates to the cost of 96 individuals being supported by Community Connections services. Other cost avoidance for the County Council would be reducing the need for individuals to require supported living or other outreach services delivered by County Council staff.

### **Procurement Strategy and Options**

23. The existing agreements for the provision of First Steps and Community Connections services will expire on 31 March 2017. The incumbent providers are Virgin Care Limited (delivering First Steps) and Catalyst, Richmond Fellowship, Mary Frances Trust, WWAG, Cornerhouse (delivering locally based Community Connections services).
24. A single stage 'open' tender procedure, compliant with the European Public Procurement Regulations and Procurement Standing Orders, has been carried out including advertising the contract opportunity in the Official Journal of the European Union (OJEU) on 25 July 2016.
25. Before going out to tender several commissioning options were reviewed by the project steering group. The new service specifications were informed by the evaluation of current First Steps and Community Connections services and concept days which were attended by a number of different agencies, service users and carers alongside CCG commissioners.
26. The commissioning models for those two Mental Health Services differ significantly; Community Connections services adopt a localised approach whereas First Steps is a Surrey wide service.
27. Several options were considered when completing the Strategic Sourcing Plan (SSP) prior to commencing the procurement activity, including the following:
- a. To commission an integrated mental health service with Public Health or
  - b. To undertake a joint procurement process with separate specifications for First Steps and Community Connections.
28. After a full and detailed options analysis it was decided to undertake a joint procurement process as the most efficient way to approach the provider market.



- a. Option (a) was rejected as although both services are universal, the ways in which they engage with the community are different. First Steps is an open broadcast provision of self-help information aimed at improving self-care, whereas Community Connections is an open access support provision for people with mental health issues. As a result, outcomes are measured in completely different ways. There is also an additional complexity of the differing funding streams and budget management.
- b. Option (b) was chosen as the one delivering best value for the Council through providing community based support networks for individuals throughout their recovery journey, promoting independence, avoidance and management of crisis and a reduction in dependence on secondary and primary care services with the associated savings (as outlined in paragraph 19 to 22). Due to the commonalities between the provider market, stakeholders and service outcomes the procurement of both First Steps and Community Connections was aligned. This allowed for a streamlined process, alleviated process demands placed on the providers and allowed for joined-up thinking across Adult Social Care and Public Health.

29. In the tender a Surrey-wide First Steps service was included as a separate lot whereas Community Connections was split into five lots, one for each CCG area.

30. A joint project team was set up to manage the process which included representatives from Adult Social Care, Public Health, Procurement, Clinical Commissioning Groups and the Surrey Coalition of Disabled People.

#### **Use of e-Tendering and market management activities**

31. An electronic tendering platform was used enabling the tender process to be as accessible as possible.
32. A provider engagement event was held on 25 July 2016 to stimulate interest, raise awareness of the services and explain the tendering process to be used.

#### **Key Implications**

33. By awarding a contract to the providers recommended for the provision of First Steps and Community Connections services to commence on 1 April 2017, the Council will be meeting its statutory duties under the Care Act 2014 to prevent, reduce and delay the care and support needs for those with mental and emotional health issues.
34. The management responsibility for these contracts lies with: the Public Health lead (First Steps); and the senior commissioning manager for mental health in Adult Social Care (Community Connections). Both services will be managed in line with the Contract Management Strategy and plan as laid out in the contract documentation.
35. Performance will be monitored through a series of Key Performance Indicators as detailed in the contracts and reviewed at quarterly monitoring meetings.
36. Social Value requirements were included in the tendering process. Bidders were asked in their tender submissions to provide details of how they would

implement and deliver the commitments made in their Employment and Skills Plan (ESP), including opportunities that would be offered within the local area and over the term of the contract via work experience placements, apprenticeships and work with priority groups including employment of those currently Not in Education, Employment and Training (NEET).

37. The providers recommended for contract award have given contractual commitments which include:
- Identifying a service user's and carer's goals and aspirations to provide access to a broad range of opportunities to contribute to the economic, social and environmental wellbeing of Surrey.
  - Developing the workforce from within by providing opportunities such as: placements, volunteering, mentoring, and peer work as a stepping stone to future qualifications and employment as well as enhancing wellbeing.
  - Working with local businesses to 'sponsor' activities, fundraise, or provide resources, (human and equipment) as part of a community development approach.
  - Providing Social Value by using local services, goods, facilities, and businesses within the Boroughs and Districts.

### **Competitive Tendering Process**

38. A competitive tendering process was carried out. It was decided that the open tender procedure was appropriate in order to attract more providers to bid for the service. Providers were given 46 days to complete and submit their tender.
39. Tender submissions were evaluated against initial pass/fail criteria including Good Business Standing, Insurance Requirements and Financial Information, which all providers passed. Responses were then evaluated against the quality criteria and their weightings as shown below.

### **First Steps**

<b>Award Criteria</b>	<b>Weighting</b>
Quality	<b>80%</b>
<i>Service Delivery and Operations</i>	37%
<i>Priority Groups</i>	10%
<i>Staffing</i>	6%
<i>Accessibility and Engagement</i>	17%
<i>Presentation</i>	10%
Value for Money	<b>15%</b>
Social Value	<b>5%</b>
<b>Total</b>	<b>100%</b>



## Community Connections

Award Criteria	Weighting
Quality	<b>80%</b>
<i>More people have better mental health</i>	20%
<i>More people will recover</i>	30%
<i>People will have a positive experience of care and support</i>	30%
Value for Money	<b>15%</b>
Social Value	<b>5%</b>
<b>Total</b>	<b>100%</b>

40. Further information regarding tender evaluation and scoring is included in the Part 2 report.

### CONSULTATION:

41. A number of stakeholders have been involved throughout the commissioning and procurement process. A multi-agency group was formed to steer the work which included representation from Adult Social Care, Public Health, the CCGs and Surrey Coalition of Disabled People. A concept day was held on 3 March 2016 for First Steps and 7 June 2016 for Community Connections. Both events were attended by a wide range of stakeholders. A market engagement event was held and the Independent Mental Health Group (Surrey's service user and carer network) was represented throughout. The evaluation panels included commissioners from health and social care, senior social workers, service users and carers as well as procurement.

### RISK MANAGEMENT AND IMPLICATIONS:

42. The following key risks associated with the contract and contract award have been identified, along with mitigation activities:

Category	Risk Description	Mitigation Activity
Financial	Services do not deliver quality outcomes expected to demonstrate increased value for money	The recommended bidders committed to increased levels of activity in their tender responses. Key Performance Indicators will be in place and monitored in quarterly review meetings. Finance have been engaged from the outset.
	Potential risk that during the contract life the providers will request an increase against the annual service delivery cost.	The annual cost of the contract is fixed for the duration of the contract.

	First Steps - The ring fence on the Public Health budget is removed in future years necessitating a renegotiation of the contract value	Ability to vary the contract is contained within the Terms and Conditions. The contract includes a 'Termination Clause' (Condition 36 of the contract) which will allow the Council to terminate the contract with six months' notice should priorities change.
	The budget for Community Connections could change over the contract period	We have included a standard break clause in the terms and conditions if the budget is removed or reduced.  The 'Termination Clause' will allow the Council to terminate the contract with six months' notice should priorities change.
Reputational	New services do not establish in time for commencement date.	Three months have been set out for mobilisation activities. SCC will work with the successful providers to support them throughout this process.
	Data Protection or Safeguarding breach	The 'Termination Clause' will allow the Council to terminate the contract immediately in the event of a safeguarding or data protection breach.
Service Delivery	Quality of service delivered does not meet objectives and needs.	Strong contract management and quarterly contract review meetings.
	The successful providers go into administration and/or cease to exist therefore unable to deliver services.	All bidders successfully completed satisfactory financial checks.  The contract includes an Exit Plan for commissioners to follow and ensure smooth transition to a new arrangement.

#### **Financial and Value for Money Implications**

43. Full details of the contract values and financial implications are set out in the Part 2 report.
44. The procurement activity has delivered within budget. Within the contracts it is clear that no overspend can occur and this will be included in performance monitoring meetings.
45. First Steps recommissioning has delivered a saving that is detailed in the Part 2 report.
46. The new First Steps specification includes integration with two additional preventative mental health services – Time to Change Surrey and Suicide

Prevention training – with a greater focus on driving efficiencies, reaching more people and innovation. This will empower the successful provider to deliver a better quality preventative mental health service to Surrey residents.

47. Community Connections contracts will be managed to ensure providers continue to deliver more value through increased numbers of referrals and improved outcomes which play an integral part of the mental health pathway. During 2015/16 4,500 people were referred to the community connections service and recommended bidders have agreed that this will continue to increase over the new contract period – detail of this is included in the Part 2 report. This trajectory is evidenced through the previous contract performance and will be monitored as part of performance monitoring going forward. Further detail of the cost avoidance Community Connections services deliver is included in paragraph 22 of this report.
48. The new contracts include specific Key Performance Indicators (KPI) reporting requirements to demonstrate increased numbers of referrals and improved outcomes.
49. Bidders were asked to detail any expected efficiencies, savings or financial benefits that could be realised if they were successful in being awarded more than 1 lot, to be agreed post award. One of the bidders have been successful in three lots and have agreed that further savings can be achieved through efficiencies.
50. Many of the savings derived from this service will benefit the health system rather than directly impacting on council expenditure. It is therefore appropriate that 28% of the Community Connections service will continue to be funded directly by Surrey's Clinical Commissioning Groups and a further 33% from Surrey's Better Care Fund. Further details about funding arrangements are outlined in Part 2 of the report.

#### **Section 151 Officer Commentary**

51. The County Council is facing a very serious financial situation, whereby it is forecasting a significant revenue budget overspending in this year, and does not have a balanced nor sustainable budget plan for future years. Although this planned expenditure has been included within the current Medium Term Financial Plan, agreeing to this recommendation will reduce the council's options to balance the budget in the future.
52. It is noted though that the award of these contracts is within the current budget envelope and allows for increased volume of services with associated cost avoidance savings. The services are also important aspect of collaborative joint working arrangements across Surrey's health and social care system, and the award of these contracts within existing resources will enable these arrangements to continue.

#### **Legal Implications – Monitoring Officer**

53. Following approval for route to market at the SGM, a full competitive tendering process has been undertaken by the Council using the open procedure in accordance with the Public Contracts Regulations 2015 and the Council's Procurement Standing Orders. Legal Services have advised on and prepared bespoke contracts for the Services in conjunction with the CCGs.

### **Equalities and Diversity**

54. An equalities impact assessment has been written and is available as Annex 1 to this report. The contracts will be managed and monitored in line with Surrey's obligations under the equalities monitoring framework.

### **Other Implications:**

55. We have negotiated a transfer of the First Steps Intellectual Property from Virgin Care (who is the incumbent provider) to Surrey County Council and any future new provider as part of a contract variation on the existing contract. Intellectual Property is addressed directly in the new contract terms and conditions.

### **Safeguarding responsibilities for vulnerable children and adults implications**

56. The terms and conditions of the contract stipulate that the provider will comply with the Council's Safeguarding Adults and Children's Multi-Agency procedures, any legislative requirements, guidelines and good practice as recommended by the Council. This will be monitored and measured through the contractual arrangements.
57. The service will operate a client centred approach, working collaboratively with other Health and Social Care Services.

### **Public Health implications**

58. First Steps is a Public Health funded service and contributes to the national Public Health Outcomes Framework (PHOF): Objective 2 'people are helped to live healthy lifestyles, make healthy choices and reduce health inequality',
59. Community Connections services link in with Public Health to provide tiered support for individuals with a focus on the priority areas in Surrey identified in the Integrated Commissioning Strategy for emotional wellbeing and mental health, including: early intervention, working as a whole system, crisis care, enabling recovery and working in partnership with service users and carers. The Community Connections services are an integral part of the mental health pathway which helps achieve these priority areas.

### **WHAT HAPPENS NEXT:**

60. The timetable for implementation is as follows:

<b>Action</b>	<b>Date</b>
Cabinet decision to award (including 'call in' period)	19 December 2016
'Alcatel' Standstill Period	19 – 29 December 2016
Contract Signature	1 March 2017
Contract Commencement Date	1 April 2017

61. The Council has an obligation to allow unsuccessful providers the opportunity to challenge the proposed contract award. This period is referred to as the 'Alcatel' standstill period.

62. The Council will work closely with the successful providers to ensure a smooth transition from current provisions of the services.
63. The new providers will be required to work with the current providers with regards to the transfer of staff under the Transfer of Undertakings (Protection of Employment) Regulations 2006 to ensure the continuity of staff for current service users and the successful transfer of the services.

**Contact Officer:**

For queries relating to Community Connections the contact officers are:

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For queries relating to First Steps the contact officers are:

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**Consulted:**

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Diane Woods, Mental Health & Learning Disabilities Surrey CCG Collaborative  
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Daryl Mogridge, Senior Principal Accountant  
Anna Price & Lucinda Derry, Principal Accountants  
Wil House, Finance Manager  
Naz Fox, Legal Services  
Jane Bremer, Senior Commissioning Manager NW Surrey  
Surrey Coalition of Disabled People

**Annexes:**

Annex 1 - Equality Impact Assessment  
Part 2 Report – Commercial details and agreement award.

**Sources/background papers:**

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