

SURREY COUNTY COUNCIL**CABINET****DATE: 30 NOVEMBER 2021****REPORT OF CABINET MEMBER: SINEAD MOONEY, CABINET MEMBER FOR ADULTS AND HEALTH****LEAD OFFICER: SIMON WHITE, EXECUTIVE DIRECTOR FOR ADULT SOCIAL CARE****SUBJECT: TRANSFORMATION OF ACCOMMODATION WITH CARE AND SUPPORT FOR WORKING AGE ADULTS: MODERNISING AND TRANSFORMING ACCOMMODATION WITH SUPPORT FOR PEOPLE WITH MENTAL HEALTH NEEDS****ORGANISATION STRATEGY PRIORITY AREA: EMPOWERING COMMUNITIES AND TACKLING HEALTH INEQUALITIES**

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Purpose of the Report:

This report seeks Cabinet agreement for the inclusion of a programme to support people with mental health needs in the existing Adult Social Care (ASC) Accommodation with Care and Support Strategy¹ (AwCS). The Strategy already has specific programmes for older people and people with learning disabilities and/or autism.

The inclusion of a programme to support people with mental health needs in this Strategy recognises the importance that Surrey places on improving mental health outcomes, experiences, and services for people with mental health needs in Surrey.

Recommendations:

It is recommended that Cabinet:

1. Agree the inclusion of the Mental Health Programme within the scope of the Accommodation with Care and Support Strategy.
2. Note the resources required to progress the Programme's requirements as part of the dedicated Transformation Support Unit funded Accommodation with Care and Support Programme Team.
3. Approve in principle the site set out in Part 2 of this report to include supported independent living provision subject to further work to confirm the feasibility of developing the accommodation on the site, and if appropriate a further Cabinet decision to seek approval of the business case for allocation of financial resources in Surrey County Council's capital programme.

¹Accommodation with Care and Support Strategy - https://www.surreycc.gov.uk/data/assets/pdf_file/0006/84768/Accommodation-with-Care-and-Support-Strategy-.pdf

Reason for Recommendations:

Tackling health inequality and empowering our communities are two of the Council's four strategic priorities. Poor mental health is a key factor in a range of conditions and personal situations, such as substance misuse, unemployment, poor physical health, that create and/or worsen health inequality. The mental health system in Surrey is under great stress and is struggling to manage the demands made upon it.

The mental health AwCS programme will contribute to tackling health inequality and empowering our communities by making sure no one is left behind. It will enable a strong focus on prevention and addressing services gaps, alongside improving outcomes for people with mental health needs. It will achieve this by focusing on three specific areas: **a place to call home, support to recover, and short-term support.**

Executive Summary:

Strategic context for supporting people with mental health needs

1. Supporting people with mental health needs is a priority in Surrey. A focus on improving mental health and wellbeing, particularly for those with severe and enduring mental health needs, fits with the Community Vision for Surrey 2030² which states 'By 2030, Surrey will be a uniquely special place where everyone has a great start to life, people live healthy and fulfilling lives, are enabled to achieve their full potential and contribute to their community, and no one is left behind.'
2. SCC's Organisational Strategy 2021 to 2026³ sets out four priority areas and this programme of work will contribute towards achieving two of those priorities, which are: 'Tackling Health Inequality' and 'Empowering Our Communities'.
3. Surrey's Health and Wellbeing Board (HWB) published a 10 year Health and Wellbeing Strategy⁴ in 2019, with three priorities. This Programme will support the delivery of the following two HWB priorities
 - Priority One – 'Helping People in Surrey to lead a healthy life'. This priority has a focus on 'a whole systems approach to eliminate rough sleeping in Surrey, providing better support to people experiencing severe and multiple disadvantage in Surrey and 'specialist housing to enable independent living.'
 - Priority Two – 'Supporting the mental health and emotional wellbeing of people in Surrey.'
4. These strategies implemented by SCC and in partnership with our strategic partners demonstrate the importance of mental wellbeing in Surrey and the need for a systemwide response to demand for mental health services. Adult Social Care is one part of the mental health system in Surrey. We work closely with our strategic partners. These partners include Surrey and Borders Partnership NHS Foundation Trust, Clinical Commissioning Groups, District and Borough Councils, and the

² Community Vision for Surrey 2030 - <https://www.surreycc.gov.uk/council-and-democracy/finance-and-performance/our-performance/our-organisation-strategy/community-vision-for-surrey-in-2030>

³ Organisational Strategy 2021 to 2026 - <https://www.surreycc.gov.uk/council-and-democracy/finance-and-performance/our-performance/our-organisation-strategy/2021-to-2026>

⁴ Health and Wellbeing Strategy - <https://www.healthysurrey.org.uk/about/strategy>

voluntary sector.

Demand for mental health services and the impact of the Covid-19 pandemic on mental health and wellbeing in Surrey

5. It is currently estimated that in 2020 182,747 (Joint Strategic Needs Assessment) people in Surrey had a diagnosed mental health problem. Demand for Adult Social Care mental health services is rising month on month. There has been a 45% increase demand between January 2020 and September 2021. In January 2020 1,621 there were recorded as having a primary social care need of mental health compared with 2,353 in September 2021. This figure excludes people who will have a mental health need but are not in receipt of a service from Adult Social Care, this includes people who are in homeless shelters; in B&B emergency accommodation and/ or have a substance misuse issue.
6. Dame Carol Black was commissioned by the Home Office and Department for Health and Social Care to undertake a Two Part independent Review of Drugs ⁵. Part two was published in July 2021. The report highlights the close links between drugs, mental health and housing issues. 'For many people, mental health problems and trauma lie at the heart of their drug and alcohol dependence. However, they are too often excluded from mental health services until they resolve their drug problem and excluded from drug services until their mental health problems have been addressed.
7. The Covid-19 pandemic has had a significant impact on mental health and wellbeing in Surrey and has shone a spotlight on existing inequalities. These inequalities are particularly stark in mental health. For example, a recent survey conducted by Surrey Minority Ethnic Forum⁶ found that mental health is still highly stigmatised in Black, Asian and Minority Ethnic (BAME) groups, that the pandemic has had a detrimental impact on mental health and faith and community leaders do not know what help and support is available.
8. The Covid-19 resident survey⁷ found some of the biggest impacts for mental health and wellbeing have been reported by Surrey residents aged 16-34 and lower-income families: where these aspects overlap, or intersect, the impact on some young, low-income women is worse. The local rapid needs assessment⁸ for mental health recommends we must tackle inequalities in mental health.
9. Alongside the local evidence of increased demand, the Centre for Mental Health⁹ forecasts that 8.5 million adults will require mental health support as a direct result of the pandemic over the next 3-5 years.

⁵Independent Review of Drugs by Dame Carol Black: Government Response - <https://www.gov.uk/government/publications/independent-review-of-drugs-by-dame-carol-black-government-response>

⁶Surrey Minority Ethnic Forum - The Mental Health impact of Covid-19 on people from BAME groups and barriers to accessing services and support - https://8f714ac2-325e-4914-9811-71321407d1cb.filesusr.com/ugd/986712_aa9b56225525485eba4794e0c9281d66.pdf

⁷COVID-19 Residents Survey - <https://www.surreyi.gov.uk/covid-impacts/>

⁸Mental Health Rapid Needs Assessment - <https://www.surreyi.gov.uk/dataset/2op1d/covid-19-rapid-needs-assessments>

⁹Centre for Mental Health COVID MH Forecasting - https://www.centreformentalhealth.org.uk/sites/default/files/publication/download/CentreforMentalHealth_COVID_MH_Forecasting4_May21.pdf

The Surrey Mental Health Summit

10. In response to rising pressures on mental health services a Surrey Mental Health Summit (The Summit) took place in November 2020. It was a valuable awareness raising and 'call to arms' event which renewed commitment and energy to work together as system partners to design and invest in transformative solutions that will improve emotional wellbeing and mental health outcomes for residents of Surrey.
11. As a result of The Summit, a mental health partnership was established, and this partnership published a Mental Health partnership Board Report¹⁰ and Improvement Plan¹¹ in June 2021 outlining areas for improvement in mental health services. The report placed a focus on a more preventative and early help approach, as well as improving access to and preventing gaps in mental health services.
12. The Summit highlighted the inequalities that people with mental health needs face in Surrey. A report by the Centre for Mental Health¹² found that some groups of people have far poorer mental health than others, often reflecting social disadvantage. In many cases, those same groups of people have less access to effective and relevant support for their mental health, and if they do get support, their experience and outcomes are often poorer. This triple barrier of mental health inequality affects large numbers of people from different sections of the population.
13. In Surrey these barriers are evidenced by the data: excess mortality in under 75s with a severe mental illness is significantly higher than in our comparator authorities; men in Surrey with a severe mental illness will die 22 years younger than other men in Surrey, and women will die 16 years younger¹³. The percentage of adult carers in Surrey having as much social contact as they would like is far worse than the England average¹⁴. Unemployment rates in people who are in contact with secondary mental health services are higher in Surrey than other areas¹⁵.

Role of accommodation with care and support

¹⁰ Mental Health partnership Board Report -

<https://mycouncil.surreycc.gov.uk/documents/s78570/Item%206%20-%20Annex%201%20-%20Mental%20Health%20Partnership%20Board%20Report.pdf>

¹¹MHPB Improvement Plan - <https://mycouncil.surreycc.gov.uk/documents/s78578/Item%206%20-%20Annex%202%20-%20MHPB%20Improvement%20Programme.pdf>

¹² Centre for Mental Health – Commission for Equality in Mental Health – Mental Health for All? The Final Report for Equality in Mental Health November 2020 - https://www.centreformentalhealth.org.uk/sites/default/files/publication/download/CentreforMH_Commission_FinalReport.pdf

¹³ Public Health England – Severe Mental Illness - <https://fingertips.phe.org.uk/profile-group/mental-health/profile/severe-mental-illness/data#page/1/gid/8000039/pat/6/ati/102/are/E10000016/iid/93454/age/168/sex/4/cid/4/tbm/1/page-options/oww-do-0>

¹⁴ Public Health England: Public Health Profiles - <https://fingertips.phe.org.uk/search/carers#page/0/gid/1/pat/6/ati/102/are/E10000030/iid/90638/age/168/sex/4/cid/4/tbm/1>

¹⁵ Public Health England: Public Health Profiles - <https://fingertips.phe.org.uk/search/mental%20health>

14. The importance of **safe and settled accommodation** is well documented as a determinant of good mental health and wellbeing. Public Health England (2019) in their published Joint Strategic Needs Assessment and the Five Year Forward View for Mental health (2016)¹⁶ outline that housing is critical to the prevention of mental health problems and the promotion of recovery. Homelessness and **poor-quality housing are risk factors for mental health problems. Stable, good quality housing is a protective factor for mental health and can be a vital element of recovery**¹⁷.
15. Other evidence around the impact of accommodation with support is outlined in a systematic review¹⁸ conducted in 2021. This review identified that people with severe mental illness living in accommodation with medium support participated in more community occupations, more activities and had a higher level of personal empowerment than people living in accommodation with high support. We are calling this type of accommodation with care and support, 'Supported Independent Living'. An overview of the key principles for supported independent living can be found in Annex 1.

Existing specialist accommodation and market analysis of our current provision

16. ASC already commissions accommodation with care and support for people with mental health needs. This includes the Mental Health and Substance Misuse Supported Independent Living Framework. This went live in April 2020 and will run until April 2024. Currently there are 13 supported living providers on the framework offering 264 placements. Providers are able to bid to come onto the framework throughout the life of the contract.
17. ASC also commissions Housing Related Support from a variety of providers, which includes 272 units of lower-level supported living; 489 units providing night shelters, short and long term support for people who are or have been homeless.
18. Despite this existing accommodation gaps in provision have been identified. A system wide audit was conducted in March 2021, focusing on four cohorts: eating disorders, autism spectrum disorder, emotionally unstable personality disorder and people with a forensic history. It was found that there were 79 people in these cohorts who were not accommodated appropriately because that type of support is not available in Surrey.
19. As the system leader for supported independent living services, in 2018 Adult Social Care undertook a strategic commissioning assessment on the current status of the specialist accommodation with care and support services market in Surrey. A system wide working group was established, and a market position statement (MPS)¹⁹ was developed and finalised. This analysis illustrated the importance of feeling connected, having a place to call home and a person-centred approach being taken

¹⁶ NHS England – Five Year Forward View - <https://www.england.nhs.uk/five-year-forward-view/>

¹⁷ Public Health England – Mental Health: environmental factors - <https://www.gov.uk/government/publications/better-mental-health-jsna-toolkit/2-understanding-place>

¹⁸ [The level of formal support received by people with severe mental illness living in supported accommodation and participation: A systematic review - PubMed \(nih.gov\)](https://pubmed.ncbi.nlm.nih.gov/36111111/)

¹⁹Market Position Statement - https://www.surreycc.gov.uk/data/assets/pdf_file/0019/157150/Accommodation-with-care-and-support-mental-health-statement.pdf

in supported living settings; all these aspects supported people's mental health and wellbeing and enabled recovery.

Our transformative approach to specialist accommodation for people with mental health needs

20. It is essential that we implement our Accommodation with Care and Support Programme for people with mental health needs to respond to increasing demand in Surrey, improve our existing provision and ensure nobody is left behind.

21. There are three key workstreams within this Programme which will enable ASC to deliver the mental health Accommodation with Care and Support Programme:

- **A place to call home** that meets people's long term accommodation and support needs. This could include ongoing support from skilled staff from mental health services, adult social care, the voluntary and/ or housing providers. People with a range of mental health needs including those who have more complex need through to those who benefit from a small amount of support to stay well and included in the community can be supported in this way, to help people live and thrive in the place they call home. The projects included in this workstream are:
 - i. Development of self-contained units that meet the accommodation and support needs of the individual.
 - ii. Access to Extra Care Housing
- **Support to recover** that is medium term and helps people recover. This can be high/medium/ low need support from skilled staff who can support people including those with more complex needs. Aimed at enabling people to recover and be well enough to move into a place to call home within 2 years. The projects included in this workstream are:
 - i. Review current supported independent living provision
 - ii. People with complex needs have access to recovery support within Surrey
 - iii. Review in-house delivery of recovery support (Move to independence (MTI))
 - iv. Review all housing related support funded services
- **Short term support** is accommodation with support options to help prevent a hospital admission, manage a crisis or to avoid homelessness – this could be spending a few nights in temporary accommodation then going home again or staying for a number of weeks whilst accommodation is identified to prevent someone becoming homeless. The projects included in this workstream are:
 - i. Develop support to prevent hospital admissions and support hospital discharge
 - ii. Develop accommodation for people who have a mental health need and are homeless/ or at risk of becoming homeless

22. The model for 'Our Vision for a Place to Call Home' can be found in Annex 2.

'Changing Futures' Programme

23. In addition to the work that will be delivered through this Programme, SCC Public Health successfully bid for funding from a Ministry of Housing Communities and Local Government programme called 'Changing Futures'²⁰. SCC was awarded £2.8m over 3 years. The funding will support people who experience three or more of the five following issues: mental health, substance misuse, domestic abuse, homelessness and or contact with the criminal justice system. The Changing Futures bid was co-produced with people of lived experience and part of the vision states 'support individuals to live in accommodation where they feel safe.'

Consultation:

24. Extensive consultation on these proposals including: consultation with people of lived experience via the Independent Mental Health Network, which has endorsed the approach set out. Internal partners including mental health operational teams, Land and Property and Public Health. External partners including Surrey and Borders Partnership NHS Foundation Trust, Surrey Heartlands Integrated Care System, District and Borough Council Housing colleagues.
25. In addition, stakeholder engagement on accommodation with care and support for people with mental health needs commenced several years ago. As outlined in the background section above ASC undertook a wide ranging engagement and consultation exercise in 2017 and 2018 to develop the MPS. Which led to the development of Mental Health and Substance Misuse Supported Living Framework.

Risk Management and Implications:

26. There is a risk that it will not be possible to identify sufficient new accommodation and/or providers to meet the demand. Health and social care providers of services are experiencing ongoing problems recruiting and retaining staff. The County Council may wish to consider how as part of this programme it can make a positive contribution towards the recruitment and retention of staff.
27. A further mitigating factor for this risk is that mental health already has a dynamic purchasing system with 13 providers on it with more providers applying. By working with current providers to modify existing provision and develop new provision much of the demand could be met by this existing contract.
28. The provision of care and support at any of the SCC developed supported independent living sites will be subject to either open procurement or a call off from an established framework. The procurement process will explicitly state key performance indicators that will facilitate the Council to secure high-quality provision.
29. The relevant governance route for such a procurement will be followed including presenting a recommendation to the Commissioning Committees in Common as appropriate.

²⁰ Department for Levelling Up, Housing & Communities and Ministry of Housing, Communities & Local Government - Changing Futures: prospectus -

<https://www.gov.uk/government/publications/changing-futures-changing-systems-for-adults-experiencing-multiple-disadvantage/changing-futures-changing-systems-to-support-adults-experiencing-multiple-disadvantage>

Financial and Value for Money Implications:

30. This Programme will help deliver financial and non-financial benefits to the wider health and care system in Surrey. The partners who may see benefits as a result of this programme of work will include Surrey and Borders Partnership NHS Foundation Trust, Borough and District Council Housing Departments, Police and the Ambulance service.
31. In 2021/22 SCC is forecasting to spend £16.4m on care package expenditure for people with mental health needs who entered the care system prior to old age. Forecast assessed charges from residents as contributions towards their care costs of £0.6m and other care package income of £4.9m, largely funding from the NHS, reduce the net cost that SCC is required to cover from its general funding to £10.9m.
32. The delivery of the Accommodation with Care & Support Programme for people with mental health needs is likely to take place during a continued period of constrained public finances. A key principle for developing accommodation for people with mental health needs is therefore ensuring services are commissioned as cost effectively as possible and within the resources available while still delivering improved outcomes for Surrey's residents.
33. If this strategy and approach is not successful, then it is likely that the cost of supporting people with mental health needs will continue to rise in line with the increased demand as set out earlier in the report. The three workstreams outlined in the approach will help with cost avoidance by ensuring that people are not accommodated inappropriately in high need accommodation; that people remain in the county and that people receive support in the most appropriate accommodation for them. This includes moving people on to live independently and reducing support when it is appropriate to do so.
34. In addition to managing increased demand, the approach outlined is an enabler to achieving efficiencies within ASC's Medium-Term Financial Strategy (MTFS), which are reliant on the availability of appropriate accommodation for people with mental health needs whose care SCC is required to fund.
35. The delivery of this programme is dependent on the success of a transformation bid for additional resource. If this bid were to be unsuccessful then alternative resource would need to be identified within ASC.
36. Financial implications relating to the site discussed in the Part 2 of this report will be considered as part of the business case for that site as a whole and will be subject to a separate Cabinet approval. No financial resources in relation to the site are being committed at this stage.

Section 151 Officer Commentary:

37. Although significant progress has been made over the last twelve months to improve the Council's financial position, the medium-term financial outlook beyond 2021/22 remains uncertain. The public health crisis has resulted in increased costs which may not be fully funded. With uncertainty about the ongoing impact of this and no clarity on the extent to which both central and local funding sources might be affected in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for most of the past decade. This places an onus on

the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term.

38. As such, the Section 151 Officer supports the inclusion of a programme to support people with mental health needs in the existing Adult Social Care Accommodation with Care and Support Strategy. As set out in this report, the Mental Health service has seen a significant rise in demand, and the council's Medium-Term Financial Strategy (MTFS) is dependent on the ability to manage this demand appropriately within constrained financial resources. The provision of new short term accommodation for mental health clients is designed to enable targeted support to be provided on a pathway to independence reducing long term needs.
39. At present the Council's capital programme does not include provision for new Mental Health accommodation. As such, a robust business case will need to be prepared clearly setting out the financial implications for each proposed development to enable Cabinet to determine whether capital resources should be invested in developing the new accommodation.
40. It will be important to closely monitor progress in how the strategy's implementation mitigates financial pressures over the medium term and be agile in adapting to changing circumstances to keep spending within available budget resources.

Legal Implications – Monitoring Officer:

41. The inclusion of the Mental Health Programme into the Accommodation with Care and Support Strategy will assist the Council in meeting its statutory obligations to residents with identified needs under the Care Act 2015 and the Mental Health Act 1983 as amended.
42. Any Strategies that allow the Council to meet needs and reduce future needs in a more cost effective way is a recognition of the Council's fiduciary duty to act prudently and in a financially responsible manner.

Equalities and Diversity:

43. An initial Equality Impact Assessment (EIA) is included as Annex 3. This considers the particular implications of the Supported Independent Living Programme of the Accommodation with Care and Support Strategy for people with one or more protected characteristics.
44. Positive impacts identified at this stage centre on:
- Residents' improved experience and outcomes
 - More people remaining independent within their own homes for longer
 - Accommodation that is fit for purpose
 - Accommodation that is fit for the future
 - Increased choice and control for individuals (and their carers/families).

Other Implications:

45. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

Area assessed:	Direct Implications:
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Corporate Parenting/Looked After Children	Potential positive impact for looked after children who have a higher because looked after children have a higher likelihood of requiring supported independent living.
Safeguarding responsibilities for vulnerable children and adults	Set out below.
Environmental sustainability	Set out below.
Compliance against net-zero emissions target and future climate compatibility/resilience	Set out below.
Public Health	Set out below.

SAFEGUARDING RESPONSIBILITIES FOR VULNERABLE CHILDREN AND ADULTS IMPLICATIONS

- 46. Improving the accommodation options available for people with care and support needs can be expected to have a positive impact, ensuring that vulnerable adults can live within safe, secure environments with appropriate care and support services designed around their needs and aspirations.
- 47. The effective management of Safeguarding and the requirements for reporting incidents is specified in the contract with care providers.

ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS

- 48. Supported independent living arrangements maximise on the value of accommodation being in close proximity to community facilities including public transport.
- 49. The Council will comply with best practice and any locally/nationally approved planning requirements.

COMPLIANCE AGAINST NET-ZERO EMISSIONS TARGET AND FUTURE CLIMATE COMPATIBILITY/RESILIENCE

- 50. The proposed programmes have the potential to support Surrey’s net-zero and resilience ambitions through supporting low carbon transport, green skills required to decarbonise homes, decarbonisation of businesses among others.
- 51. The Programmes are at the early stage of development, the extent of impact will be assessed for each programme at design stage.

PUBLIC HEALTH IMPLICATIONS

- 52. Supported independent living can positively impact on public health outcomes, including:

- Increased wellbeing and reduced isolation and/or loneliness through social inclusion, active participation in community life and engagement in learning opportunities / with support offers to employment²¹
- Improved health outcomes resulting from improved contact with community health services.
- Improved wellbeing resulting increased independent living skills, e.g., financial management, exercising choice and control.

53. SCC Public Health officers have been consulted on the Programme and have shared their endorsement for this approach.

What Happens Next:

54. If Cabinet approve the recommendations the next steps will be to continue to drive through the workstreams on a place to call home, support to recover and short term support.

55. Continue to work closely with Land and Property Services on the potential for delivering further supported independent living provision on SCC owned sites.

56. Continue working with partners including Surrey and Borders Partnership NHS Foundation Trust, Surrey Heartlands Integrated Care System, District and Borough Councils, existing providers and people with lived experience to deliver this challenging strategy.

57. Continue to refine and track any cost avoidance savings that can be achieved via this approach.

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Consulted:

District and Borough Council Housing colleagues

Independent Mental Health Network

Surrey and Borders Partnership NHS Foundation Trust

Surrey Heartlands Integrated Care System

Annexes:

Annex 1: The Key Principles of Supported Independent Living

Annex 2: Our Vision for a Place to Call Home

Annex 3: Equality Impact Assessment

Annex 3 Equality Impact Assessment – Appendix 1 – Mental Health Commissioning Map of Current DPS Providers

Part 2 Cabinet Report

²¹ Mind - 5 Ways to Wellbeing - <https://www.mind.org.uk/media-a/5740/five-ways-to-wellbeing.pdf>

Sources/background papers:

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4. Healthy Surrey – Health and Wellbeing Strategy - <https://www.healthysurrey.org.uk/about/strategy>
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