



SURREY

<b>Agenda item:</b> 9
<b>Paper no:</b> 5

	Surrey County Council use	ICBs use
<b>Section 151 Finance cleared on:</b>	09/09/2022	N/A
<b>Legal cleared on</b>	09/09/2022	
<b>Joint Executive Director cleared on:</b>	15/09/2022	
<b>Cabinet Member cleared on:</b>	14/09/2022	

<b>Title of Report:</b>	<b>Surrey All Age Mental Health Investment Fund Arrangements</b>	
<b>Status:</b>	<b>TO APPROVE</b>	
<b>Committee:</b>	<b>Surrey-wide Commissioning Committees in Common</b>	<b>Date: 21/09/22</b>
<b>Venue:</b>	Wood Hatch Place, Reigate/MS Teams	
<b>Presented By:</b>	Kate Barker- Joint Strategic Commissioning Convener-Children & Mental Health	
<b>Author(s)/ Lead Officer(s):</b>	Kate Barker- Joint Strategic Commissioning Convener, Children & Mental Health Liz Williams- Joint Strategic Commissioning Convener, Adult Learning Disability, Autism and Mental Health	

### Executive Summary:

1. This report provides an update on the development of the Mental Health Investment Fund and proposals for managing the fund going forward. The Mental Health Investment Fund, set up by the County Council in early 2022, is a transformation investment designed to attract match funding from partners, with Surrey Heartlands ICS confirming a non-recurrent contribution of £4m in March 2022, bringing the total available for new investment to £10.5m.
2. The new MHIF is a Surrey wide resource, to enable the delivery of the outcomes in Priority Two of the Health and Wellbeing Strategy. This priority area is focused on prevention, removing barriers, and supporting people to become proactive in improving their emotional health and wellbeing. The new MHIF will be used for new, and or existing, non-statutory services which can help support local neighbourhood and place-based delivery, in collaboration with our community assets across Surrey.
3. This paper summarises the way in which the new Mental Health Investment Fund ('the MHIF') has been prioritised and mobilised to date, with work progressing on two distinct arrangements:

- A transfer of funds agreement between Surrey County Council and Community Foundation for Surrey to match fund Community Foundations Mental Health Scale Up Fund.
  - Designing the process which will enable the Council to administer and deliver the remaining MHIF of £9.5m.
4. The first stage of the award process has enabled an innovative collaboration between Surrey County Council with Community Foundation Surrey (CFS), who share Surrey's ambitions to improve the emotional health and wellbeing of our residents. The arrangements for the new CFS Mental Health Scale Up Fund were finalised in early September and the fund is now live.
5. The report also outlines the proposed process for administering the second part and the suggested next steps to finalise the delivery plan for mobilisation and implementation of a fair, transparent, equitable application, and award process for potential non -statutory, community-based applicants for new Mental Health Investment Funding. Work to shape the delivery of the new MHIF has been informed by engagement from officers responsible for Your Fund Surrey to ensure shared learning and consistency in approach and proposes the establishment a MHIF Advisory Panel to ensure involvement of elected members, representatives of the Independent Mental Health Network as well as colleagues from SCC and NHS,
6. A MHIF Programme delivery group will be responsible for arranging and implementing the marketing of the new fund, the application and evaluation process for panel reviews, and proposing the thresholds for the scope of criteria, The delivery group will include technical specialists from commissioning, procurement, legal and finance, communications and engagement and business intelligence.
7. It is proposed that the performance and activity monitoring of the new MHIF delivery group, is reported up to and monitored by the system Mental Health Delivery Board. All decisions in relation to the MHIF will also be published and an annual report presented to the Committee in Common as well as regular reporting through Health and Wellbeing Board as part of Priority 2 and engagement through the Surrey Heartlands Place Based Boards and Adult and Health Select Committee as appropriate.
8. These proposals taken as a whole aim to help deliver the Priority 2 ambitions of Surrey's Health & Wellbeing Strategy to improve the emotional health and well-being in those areas which have been a challenge in Surrey. The Committees in Common is asked to support the recommendations as outlined to confirm this direction of travel and the delegations outlined.
9. If approved by Committees-in Common, the countywide all Age MHIF Programme delivery plan will be designed and defined during September to October 2022, for a

planned implementation and mobilisation process to commence in October to November 2022.

<b>Conflict of Interest:</b> The Author considers:	None identified	✓
<b>Previous Reporting:</b> (relevant committees/ forums this paper has previously been presented to)	Committee name: Surrey ICS Executive Board Meeting date: 18/07/22 Outcome: Approved Committee: Commissioners Collaborative Meeting date: 02/09/22 Outcome: Progress noted	
<b>Freedom of Information:</b> The Author considers:	Open	

#### Decision Applicable to:

Decision applicable to the following partners of the Committees in Common:	NHS Surrey Heartlands ICB	✓
	NHS Frimley ICB	✓
	Surrey County Council	✓

#### Recommendation(s):

Committees in Common is asked:

1. To delegate decision making about the deployment of and budget accountability for Mental Health Investment Fund (MHIF) monies to the Joint Executive for Public Service Reform, in line with delegation levels.
2. To consider and agree the proposed process, to define the criteria, and governance for managing the Mental Health Investment Fund
3. Note the role of the Member Advisory Panel in helping to shape the MHIF and defining the funding thresholds and timing of funding rounds

Agree that an annual review mechanism is developed to allow for public scrutiny of the activity, delivery, and performance of the fund, for example via an annual report to the Committee in Common.

4. Agree to the MHIF programme governance and accountability reporting to the system Mental Health Delivery Board
5. Agree that £100K be allocated from MHIF to establish a core MHIF team to manage the delivery of the fund as well as other set up costs,

#### 6. Reason for recommendation(s):

In January 2022 Surrey County Council announced as part of the county's No One Left Behind agenda, £6.5m of transformation investment focused on Early Intervention and Prevention mental health interventions in Surrey. This transformation investment by the

Council was designed to attract match funding from partners, and indeed in March 2022 Surrey Heartlands ICB confirmed a non-recurrent contribution of £4m bringing the total available for new investment to £10.5m. This funding has been combined into a Mental Health Investment Fund (MHIF), further details of which are set out in this paper.

The new MHIF is a Surrey wide resource, to enable the delivery of the outcomes in Priority Two of the Health and Wellbeing Strategy. This priority area is focused on prevention, removing barriers, and supporting people to become proactive in improving their emotional health and wellbeing. The new MHIF will be used for new, and or existing, non-statutory services which can help support local neighbourhood and place-based delivery, in collaboration with our community assets across Surrey.

The evaluation of the impact of the Mental Health Investment Fund will include the voice of service users, carers and those with lived experience and the workforce and volunteers who may be delivering new projects and services.

The aims of the Community Vision 2030 and principles of Surrey County Council's Organisation Strategy will guide the use of the MHIF:

- Focus on ensuring no one is left behind
- “Take a fresh approach to working in partnership”
- “Support people to help themselves”
- “Involve and engage residents earlier and more often in designing and delivering services, and responding to challenges”

### **OUTCOME MEASURES By 2030:**

- Adults, children, and young people at risk of and with depression, anxiety and other mental health issues access the right early help and resources
- The emotional well-being of parents and caregivers, babies and children are supported
- Isolation is prevented and those that feel isolated are supported
- Environments and communities in which people live, work, and learn build good mental health
- See Appendix 1 for Purpose and Criteria

## **7. Update on MHIF progress since July 2022**

### **Part 1 – Surrey County Council and Community Foundation Surrey - Design and delivery**

The Strategic Commissioning Convener has engaged and convened with Commissioning, Public Health, and Strategic procurement, Legal and finance technical specialists to advise and focus on the two distinct arrangements for planning and administration of the Mental Health Investment Fund.

- **Part 1** has been the activities and plans in need of prioritisation for Surrey County Council arranging a direct award to Community Foundation Surrey (CFS) of just under £1m, to match fund the new CFS “Mental Health Scale Up Fund

- The CFS award is exempt from a formal procurement route as it is the only provider that can match fund and link to the Voluntary Community and Social Enterprise (VCSE) (Regulation 32(2)(b)(ii) of The Public Contracts Regulations 2015 states that the Council can make a direct award of a contract to a provider where services can be supplied only by a particular provider where competition is absent for technical reasons and where no reasonable alternative or substitute exists.)
- CFS will then match fund to the same value from their own charitable resources.

The scope for the new CFS “Mental Health Scale Up Fund” has been developed as a collaboration between officers at SCC and CFS, supported by Strategic Commissioning Conveners. It is aligned to the Priority 2 Outcomes and priority population groups in the Health and Wellbeing Strategy. The scope of Mental Health Scale Up Fund is inclusive of ages from 0-30 years and covers:

*In recognition of an unprecedented level of need for support for young people’s mental health in Surrey coming out of the Covid pandemic, the Community Foundation for Surrey set out to develop a new fund based on the following:*

- Set up in response to a clear major increase in serious and critical incidents in young people’s mental health incidents in Surrey.
- Identified a need for step change in provision – short-term, small grant funding is not supporting sustainability of approach.
- Desire to grow and develop programmes that can evidence they are working.
- Stop the ‘post-code lottery’ – help should be available to all who need it in Surrey when and where they need it.
- We know the Community Foundation for Surrey has funded excellent provision by the Voluntary and Community Sector in specific local areas – which we aim to grow into cross-Surrey provision so that everyone can access support whenever they need it.
- We would like to support wrap-around support for long-term, that grows and develops as the needs of the young person and their family change over time – including organisations with differing expertise working together in partnership.
- We aim to fund joined-up thinking on a large-scale.
- CFS funding supports Community groups, charities, and other members of the VCSE sector but not the public sector or private companies.

CFS has undertaken independent engagement activity led by Prosper Communities to inform the development of its Scale Up Fund.

Since January CFS has been meeting with representatives of the voluntary and public sector operating in the field of young people’s mental health, it has also met with those with lived experience. This fact finding and evaluation will continue through the life of the Scale Up Fund.

All Grant awards will have their progress reviewed annually, and CFS will periodically convene Summit type events to bring together practitioners to share best practice.

8. The Transfer of Funds Agreement between SCC and CFS includes the following responsibilities which CFS will report:
  - (a) provide a quarterly update regarding transfer of funds into this fund, on grants awarded from the Mental Health Scale-Up Fund since the preceding update.
  - (b) conduct all accounting, audit and reporting obligations related to the operation and management of the Mental Health Scale-Up Fund and transfer of funds into it.
  - (c) not disclose any information relating to transfer of funds to the Mental Health Scale-Up Fund without prior consent.
  - (d) deal with applications for grants in accordance with the Grant-making Policy.
  - (e) monitor projects which have received grants and provide annual updates.
  - (f) ensure compliance with all statutory duties and obligations in relation to management of the Mental Health Scale -Up Fund and transfer of funds into it.

10. Surrey County Council Officer authorisation for transfer of funds from Surrey County Council to Community Foundation Surrey was completed on 1 September 2022. The CFS Scale Up Fund application process is now live via its website  
[www.cfsurrey.org.uk/mental-health-scale-up-fund](http://www.cfsurrey.org.uk/mental-health-scale-up-fund)

## **Part 2: Surrey All Age Mental Health Investment Fund**

Surrey's refreshed Health and Wellbeing Strategy (HWB) 2022 highlights a focus on reducing health inequalities to ensure no-one is left behind. This approach is expanded through encouraging partners who will be applying for new MHIF to focus upon the priority populations in delivering the outcomes of the strategy. In addition to the needs of those experiencing mental illness of some sort, which is itself a priority population in our recently refreshed HWB across the priority populations (of identity and geography), it is recognised that many of these groups will have increased needs with regards to mental health. *Further information on a number of these are detailed in Surreys current JSNA chapter (DA, LAC, care leavers, substance misuse) and this chapter will soon be updated and published*

Surrey County Council's Adults and Health Select Committee has requested supportive evidence which illustrates the current scope of mental health improvement projects which are being targeted across neighborhoods and place, for people living in geographic areas which experience the poorest health outcomes. This will be a key criterion in the application criteria for new MHIF funding, to ensure there is a fair and proportionate investment for those areas with the greatest evidence of need and poorer outcomes.

## **Part 2: Surrey County Council Procurement and Contracting Standing Orders and Grant policy process**

We are currently designing the process which will enable the Council to administer and deliver the MHIF £9.5m. This will ensure transparency, fairness, compliance and mitigate any risks.

We are setting up a MHIF Advisory panel, which will have responsibility for oversight of the design and delivery of the Council's recommended MHIF award, evaluation, and reporting process. The Advisory panel will include Cabinet Member portfolio leads, representation from Independent Mental Health Network, and technical expertise includes representatives from both County Council and NHS. This design phase will form the foundation of a detailed MHIF criteria and evaluation plan, with milestones which will set out:

- When initial launch of community-based Market Engagement event will take place, the identified outcomes, and benefits from the event, to ensure the most appropriate routes to market is identified, and importance of equalities, inclusivity, and impact, in the process of reviewing bids to the Fund.
- To ensure all areas of delivery are understood and clearly set out for the market
- What resources are required to deliver and where they will be drawn from
- The route and criteria for bid application, financial thresholds and authorisation, evaluation, and impact and reach of our choices
- Key performance indicators for reporting and monitoring
- Contract or grant award and phasing
- System governance reporting schedule

### **System leadership**

Subject to agreement of Committees in Common members in considering this Executive Report, responsibility, and accountability for the Mental Health Investment Fund (MHIF) will transfer to the Joint Executive Director for Public Service Reform from 1 October 2022 to reflect the joint nature of the fund across Surrey County Council and Surrey Heartlands ICS.

The reporting and accountability will be up to the ICB/ICP Mental Health System Delivery Board, who has a remit to oversee mental health improvement and transformation in Surrey. All decisions in relation to the MHIF will also be published and an annual report presented to the Committee in Common as well as regular reporting through Health and Wellbeing Board as part of Priority 2 and engagement through the Surrey Heartlands Place Based Boards and Adult and Health Select Committee as appropriate.

## **Process and thresholds**

The below sections provide highlights of the proposed process for delivering the MHIF. It will be tested with a recommended period of co-development with groups of residents, people with lived experience and other stakeholders in the run-up to the formal launch of the Fund, likely to be in the Autumn. We are incorporating learning from Your Fund Surrey.

- It is proposed that the administration of the Fund is kept as flexible as possible.
- A minimum threshold of £10K is set for applications to the Fund to focus its investment where it can have the greatest impact and to enable more effective management
- Thresholds can be reviewed as the life of the MHIF develops, in line with reviewing the number of bids and amount of money left in the Fund
- To streamline processes as much as is possible, the level of detail required as part of a submission to the Fund will reflect the level of funding being bid for smaller project proposals will be subject to a more simplified application process than larger projects, which in turn will require more detail to support the level of due diligence required.
- To maintain as streamlined a process for application to the MHIF as possible, it is proposed that there will be five stages to the process
  - **Expression of interest** – Applicants will be asked to submit their ideas to the Fund via an expression of interest which will be kept as streamlined as possible
  - **Invitation to apply following feedback and submission of application** – Depending on the level of funding requested, the project will be required to supply further details, including passing initial pass/fail criteria
  - **Assessment of applications** – Applications will be scored against the full criteria by officers, and those that are applicable will be shortlisted
  - **MHIF panel to review shortlisted applications** – The Panel will review and make a final decision on the shortlisted applications
  - **Award of funding** – Following the recommendation or decision by the Panel an award of funding will be made, with a funding agreement and monitoring programme put in place to ensure the delivery of agreed outcomes; we will seek procurement and legal advice dependent on the size and scale of the funding request.

## **Recruitment to support project capacity- September 2022**

We have scoped a workforce model to support the implementation and mobilisation delivery phase, approximately £100K which we are recommending is funded from the MHIF budget for an 18-month fixed term contract:

## **Evaluation and Impact**

We will reference the refreshed outcome metrics for Priority 2 in the Health and Wellbeing Strategy. The new metrics better link the outcomes and priority populations and will provide clarity on the areas in which our MHIF will need to focus. The metrics will form the KPIs for the new MHIF evaluation criteria and reporting:

**Priority Two** aims to impact in the following ways and the new MHIF will measure impact of the new investment against the listed aims:

- Ensuring the right early help and resources are available to support mental health across life stages
- Support during pregnancy and for young families
- Recognising and addressing the impact of isolation
- Building good mental health in the range of spaces and places including schools and workplaces

### **Section 151 Officer Commentary**

Although considerable progress has been made to improve the Council's financial position, the financial environment remains challenging. The UK is experiencing the highest levels of inflation for decades, putting significant pressure on the cost of delivering our services. Coupled with continued increasing demand and fixed Government funding this requires an increased focus on financial management to ensure we can continue to deliver services within available funding. In addition to these immediate challenges, the medium-term financial outlook beyond 2022/23 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for much of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority to ensure stable provision of services in the medium term.

The Section 151 Officer recognises the important contribution that the Mental Health Investment Fund can make to the delivery key health and wellbeing priorities to ensure no one in Surrey is left behind. The Section 151 Officer can confirm that the Council is holding the combined £10.5m of SCC and NHS funding ringfenced for the MHIF and notes that just under £1m of this funding will be paid to Community Foundation Surrey with the remaining £9.5m to be invested based on bids received and evaluated by the Mental Health Improvement Delivery Board.

The Section 151 Officer can also confirm that the Council's Finance team will help to establish robust governance arrangements for the MHIF which will be essential to ensure investments are targeted to deliver best value outcomes in line with Surrey's health and wellbeing priorities. The Section 151 Officer notes that once confirmed these arrangements will be reported to this Committee and would recommend that Committee members closely review these arrangements to satisfy themselves of their robustness.

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

Legal Services will provide such assistance as is required and will advise on the options available once the Market Engagement Events have taken place.

Legal Services will also draft the appropriate Agreements/Contracts.

## **Next Steps**

A detailed implementation and delivery plan for Part 2 of the Mental Health Investment Fund will be provided when we have completed the critical work, evaluated the outcome from the launch of MHIF community-based Market Engagement, and confirmed the appropriate route to market. It is intended this will be presented to local system Mental Health Delivery Board in October 2022.

**The principles and criteria for the MHIF are included in Appendix 1, below.**

### **Report Author**

**Kate Barker- Joint Strategic Commissioning Convener**

**Kate.Barker@surreycc.gov.uk**

# **Appendix 1: Criteria and Purpose of Mental Health Investment Fund**

## **Proposed Criteria & Principles for MHIF**

### **Purpose**

- Targeted funding for Early Intervention and Prevention
- To support recovery and maintenance e.g. helping people back into employment, independent living
- To support for example those experiencing family crisis or breakdown; impact of bereavement; ending of a relationship; homelessness, eviction or a period of insecure housing; moving to a new area and losing a support network; loneliness and social isolation; unemployment or loss of a job; poverty or problems with benefits; increasing use of drugs or alcohol and exposure to stress from other sources.
- To reduce demand on statutory services
- To reduce long term costs the system will face in the future
- To promote innovation for example use of technology, or peer support, or a series of interventions around a particular vulnerable group and that allows organisations to be creative in how they responded.
- To support the implementation of Surrey County Council Commissioning intentions, NHS Long term Plan and Health and Wellbeing Priorities

### **Scope**

- All Age Mental Health Services and Learning Disability and Autism
- Those disproportionately affected by mental ill health e.g. BAME and other hard to reach groups
- Primarily for VCSE however applications will be considered from existing partnerships including those with statutory agencies thus creating opportunities for matched funding
- Multi-year projects recognising that benefits realisation may not always be immediate
- To address any current funding gaps based on a systemwide understanding of current services
- Increased appetite for risk - innovation versus transformation and recognition that investment into innovative service development may not always deliver the results required

This page is intentionally left blank