



Agenda item: 7
Paper no: 5

Title of Report:	Surrey All Age Mental Health Investment Fund (MHIF): Process For Use Of Funding	
Status:	TO APPROVE	
Committee:	Surrey-wide Commissioning Committees in Common	Date: 28/06/2023
Venue:	Woodhatch Place/ Virtual meeting	
Presented By:	Lucy Clements – Health Integration Policy Lead, Surrey Heartlands and Surrey County Council Rachel Crossley – Joint Executive Director, Public Service Reform	
Author(s)/ Lead Officer(s):	Lucy Clements – Health Integration Policy Lead, Surrey Heartlands and Surrey County Council	

Executive Summary:

The ambition of the MHIF was to bring new capacity into the system and support innovative approaches to addressing the rising demand on mental health services. Focusing on preventing mental ill health will have a long-term impact on reducing need and demand for mental health services. Supporting organisations to deliver these innovative approaches will support the statutory services in place and lead to a diversity in approach to mental ill health prevention.

Following Round 1 of the MHIF process, the panel recognised there was a compelling case for funding the extension and expansion of some current prevention and early intervention programmes, whilst ensuring contracts were managed holistically, and recommended that a solution was found to enable that flexibility whilst not losing the benefits of the innovation fund. We are therefore seeking permission for £1m to be made available for our integrated adult commissioning service and £1m is made available for our integrated children’s commissioning service to work with Place leaders, Public Health colleagues and utilise the Joint Strategic Needs Assessment to identify service enhancements or extensions which meet the needs of Priority 2¹ of the Health and Wellbeing Strategy and the criteria of the MHIF.

The Executive Lead for the MHIF – Rachel Crossley – will authorise any additional commissioned services.

The paper is also asking for approval for £1.2m of the MHIF to invest in a 2-year school-based needs intervention programme which delivers against the criteria of Priority 2 of the HWB strategy, one of our priority populations and aligns with the criteria of the MHIF.

¹ Priority 2 HWB Strategy: “Supporting people's mental health and emotional well-being by preventing mental ill health and promoting emotional well-being” [Surrey Health and Well-being Strategy - update 2022 | Healthy Surrey](#)

We need authority from Committees in Common to ring-fence a portion of the MHIF money to deliver this programme. This funding would be invested into an existing contract jointly commissioned by Surrey Heartlands ICB and Surrey County Council.

Members of the Surrey Heartlands Contracting, Commissioning and Commercial Committee has reviewed this proposal and endorsed its recommendations.

Governance:

Conflict of Interest: The Author considers:	None identified	✓
Previous Reporting: (relevant committees/ forums this paper has previously been presented to)	Committee name: Surrey Heartlands Commissioning, Contracting and Commercial Committee Meeting date: 12/06/2023 Outcome: Agreed Committee name: Surrey-wide Commissioning Collaborative Meeting date: 26/05/2023 Outcome: agreed based upon agreement at CCC	
Freedom of Information: The Author considers:	Open – no exemption applies. Part I paper suitable for publication.	✓

Decision Applicable to:

Decision applicable to the following partners:	NHS Frimley ICB	n/a
	NHS Surrey Heartlands ICB	✓
	Surrey County Council	✓

Recommendation(s):

The Surrey-wide Commissioning Committees are asked to:

1. Agree £1.2m of the MHIF budget to be used to support a school-based needs mental health intervention programme which will be invested into an existing contract which is jointly commissioned by Surrey Heartlands ICB and Surrey County Council.
2. Agree £1m of the MHIF budget be used by the Surrey Adults Integrated Commissioning team to fund the extension and expansion of specific current prevention and early intervention programmes which align with the criteria of the MHIF and Priority two of the Health and Wellbeing Strategy.
3. Agree £1m of the MHIF budget be used by the Surrey Children’s Integrated Commissioning team to fund the extension and expansion of specific current prevention and early intervention programmes which align with the criteria of the MHIF and Priority two of the Health and Wellbeing Strategy.

Reason for recommendation(s):

The Mental Health Investment Fund (MHIF) is a Surrey wide resource to enable the delivery of the outcomes in Priority Two of the Health and Wellbeing Strategy. The three recommendations in this paper, alongside the ongoing funding rounds for the MHIF, will enable residents of Surrey to receive MH prevention support which is managed in a

holistic and structured way and enables the flexibility of extending and expanding specific prevention and early intervention programmes with a proven delivery benefit, whilst not losing the benefits of the innovation fund.

Next Steps

1. The proposal for the school-based needs intervention programme in respect of recommendation 1 above is to be progressed by Surrey Heartlands ICB as the lead commissioner through a contract variation.
2. In respect of recommendations 2 and 3 above, the commissioning teams will be communicated with immediately and actions commenced to identify specific programmes for expansion/enhancement so that existing contracts can be varied and/or new contracts procured in accordance with Surrey County Council's and Surrey Heartlands ICB's governance procedures.

1. Details

1.1 Introduction

- 1.1.1 The Surrey All Age Mental Health Investment Fund (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.
- 1.1.2 The fund is used to support services which are non-statutory; developed by local, community-based groups. The priority for funding is to innovative schemes that directly impact local interventions supporting our priority populations and the delivery of the outcomes of Priority Two of the Health and Wellbeing Strategy.
- 1.1.3 The MHIF has completed its first round of funding and has provisionally supported ten projects spanning up to 3 years. The successful projects all provide innovative, community-focused programmes which support the prevention of mental ill health and promotion of emotional well-being across Surrey.
- 1.1.4 Governance of the contracts awarded through funding rounds and outcomes related to these contracts is overseen by the Mental Health Prevention Oversight Delivery Board (MHPODB). We are asking Commissioning Collaborative and then Committees in Common to agree to the above three recommendations which will use a proportion of the money within the MHIF for supporting clearly identified children and adult mental health prevention programmes.
- 1.1.5 Round two of the MHIF goes live in June and will be run as an open procurement process so any organisation which meets the eligibility criteria is able to apply for funding. All bids will be assessed by a panel which represents the ICB, SCC, Cabinet members, the VCSE, integrated commissioning representatives and Public Health. A moderation exercise will be undertaken to agree consensus scores following the individual evaluation exercise carried out by members of the evaluation panel and funding will be awarded in line with the Invitation to Tender. Contracts will subsequently be entered into with the successful bidders.
- 1.1.6 The MHIF was set up in 2022 with a total of £10.5m of funds, comprised of £6.5m contribution from SCC and £4.0m from the ICB. Since its start up, the Council has entered into an Agreement with Community Foundation for Surrey for just under £1.0m on a match funded basis and £0.6m is currently being distributed to successful bidders from round 1 based on approvals previously granted by the Committees in Common. After taking into account costs associated with the management of the MHIF of £0.1m, £8.8m remains in the fund to be spent. If the three recommendations set out in this paper are agreed, there would be £5.6m of the MHIF to be used for future rounds of bidding from non-statutory organisations.

1.2 Support for Service Enhancements

- 1.2.1 The ambition of the MHIF was to bring new capacity into the system and support innovative approaches to addressing the rising demand on mental health services. Focusing on preventing mental ill health will have a long-term impact on reducing need and demand on mental health services. Supporting organisations to deliver these innovative approaches will support the statutory services in place and lead to a diversity in approach to mental ill health prevention.
- 1.2.2 Through Round 1 of the MHIF process, it became clear there were many bids which came forward delivering outstanding benefits for the residents of Surrey,

but which did not meet the criteria of the MHIF. The panel recognised there was a compelling case for funding the extension and expansion of some current prevention and early intervention programmes and recommended that a solution was found to enable that flexibility whilst not losing the benefits of the innovation fund.

1.2.3 The panel did not want to set up a process of having disjointed contracts by approving extensions or expansions of contracts through the MHIF with substantive contracts being held by commissioning managers, but instead wanted to ensure contracts are managed in a holistic and measured way.

1.2.4 In order to ensure appropriate governance and audit trail, we are seeking permission to use £2m of the MHIF to support the expansion or extension of existing and/or new services in line with the following:

- It is proposed that £1m is made available for our integrated adult commissioning service and £1m is made available for our integrated children's commissioning service to use, but that these teams take a fully holistic view of the individual's pathway and work with colleagues across Public Health and other areas to ensure the services they commission are fully representative of an individual's needs.
- Commissioning teams must work with Place leads to identify what specific, local, needs there are around Mental Health Prevention and commission enhancement to services which meet the needs of local residents.
- The funding will be used for an enhancement of existing services in place in order to ensure there is a low risk of the main service becoming destabilised when the funding envelope is reached. In addition, the funding may be used for new services.
- Teams will utilise the JSNA to identify, and assess the impact of, the right commissioned services to extend or expand.
- The funding is not to be used to support delivery of "Business As Usual" of existing commissioned services.
- The service enhancement will have a clear evidence base of delivery and impact and be deemed by the commissioning teams to deliver outstanding outcomes for the residents of Surrey Heartlands areas.
- The service enhancement will align with the criteria and principles of the MHIF which includes:
 - The service enhancement will deliver against Priority 2 of the Health and Wellbeing Strategy: "supporting people's mental health and emotional well-being by preventing mental ill health and promoting emotional well-being."
- This is a one-off agreement and the funding is not recurrent, therefore the schemes supported using this funding must either have ongoing funding identified, or recognise they will need to step-down once the funding envelope has been reached.
- There is existing commissioning, contract and data support in place to manage the services and outcomes.

1.3 Approvals and Reporting

1.3.1 The funding needs to be committed within 12 months of Committees in Common approval.

1.3.2 Lead sponsors for this funding within the commissioning teams will be:

- Director of Integrated Children's Commissioning
 - Director of Integrated Commissioning, Adult Social Care & Integrated Commissioning
- 1.3.3 Place Collaboratives would have approved the projects proposed to be commissioned by the Integrated Commissioning teams.
- 1.3.4 There will be Elected Member involved in approving the projects proposed to be commissioned by the Integrated Commissioning teams.
- 1.3.5 Final approval of what the £2m will be spent on will be taken by the Executive responsible for the Mental Health Investment Fund – Rachel Crossley (Joint Executive for Public Service Reform) in line with the previous delegation of decision making for the MHIF approved by the Committees in Common.
- 1.3.6 Ongoing reporting against these projects will be reported to the MHIF manager with oversight and governance of these additional programmes taken by the MHPODB in line with existing schemes. We will look to use an outcomes based model of evaluating these projects

1.4 Support for School Based Needs Intervention Programme

- 1.4.1 We wish to use £1.2m of the MHIF to invest in a 2-year school-based needs intervention programme which delivers against the criteria of Priority 2 of the HWB strategy, one of our priority populations and aligns with the criteria of the MHIF. This project will accelerate the mental health provision going into primary schools, and link further with the school-based needs team by having one or more additional Early Intervention Coordinators to work specifically in Primary schools across all of Surrey.
- 1.4.2 This will be delivered through a variation to an existing contract which is jointly delivered by Surrey Heartlands ICB and Surrey County Council. £1.2m of the MHIF will be ring-fenced to deliver this programme. As the lead commissioner, Surrey Heartlands ICB will deal with the contract variation and oversee delivery of the service.

1.5 Conclusion

- 1.5.1 The MHIF was set up based on the principles of enabling Surrey residents to access services which supported people's mental health and emotional well-being by preventing mental ill health and promoting emotional well-being. Based on learning from the first round of bidding, we have put forward the above two proposals as a way of enabling Surrey residents to truly have access to services which will work for them; both meeting the needs identified, and closing the gaps identified, from the first round of funding.
- 1.5.2 The benefits of agreeing to this proposal are significant: we will be ensuring more of the *right* services are supported and therefore enable Surrey residents to access support which we know works for them. The risk of agreeing with this proposal is low: there will still be £5.6m of the MHIF available for future rounds.

2. Consultation:

- 2.1 Members of the Surrey Heartlands Contracting, Commissioning and Commercial Committee has reviewed this proposal and endorsed its recommendations.
- 2.2 No public engagement/consultation is required.

2.3 In developing this proposal, the following stakeholders have been consulted:

- Integrated Adults and Children’s commissioning teams
- Members of the SCC Executive Team
- Members of the Surrey Heartlands Executive Team
- Members of Commissioning Collaborative
- Elected Members (via draft reports meeting and Cabinet Members on the assessment panel)

3. Risk Management and Implications:

Risks relating to these proposals are as follows:

Type of risk	Risk	Implication	Mitigation
Non-financial	By not agreeing to the SWP use of funds additional MH support will not be provided to schools across Surrey	Significant implication to the support provided by schools to children	Status-quo maintained
Non-financial	Money used by the commissioning teams is not spent on services appropriate to the core purpose of the MHIF or relevant to Place	The fund is used to support "business as usual" services or used to support services not relevant to local priorities.	Place Collaboratives have to approve the commissioned services and Exec Lead for MHIF has to approve the commissioned services assuring themselves that all criteria has been met and the services are truly “extensions or expansions”.
Financial	There will be limited funds available to be spent on remaining MHIF bidding rounds	Reduced amount available for small-scale innovative programmes	There will still be £5.6m available for use in bidding for the MHIF in addition to the funds already committed in R1
Financial	By not proceeding with utilising some of the MHIF for commissioned extensions/enhancements, we will be flooding the market with small-scale VCSE schemes with limited capacity for onward funding.	Successful programmes may have to stop as substantive funding not available	Enable commissioning teams to support services with a clear evidence base.

4. Financial and ‘Value For Money’ Implications

- 4.1 All approved expenditure will come out MHIF funds which are held in SCC’s reserves. As set out in the paper, £1.7m has already been agreed against approved projects and associated costs and if recommendations in this report are approved, there will be further commitments of £3.2m leaving £5.6m of funds remaining for round 2.
- 4.2 It is expected that the projects funded out of the MHIF will have a range of whole system benefits through investment into preventative services therefore requiring less expenditure on mental health treatment and support services in subsequent years than would otherwise be required while also improving outcomes for Surrey residents. It will be important for the Mental Health Improvement Delivery Board to closely monitor the delivery of targeted outcomes and associated benefits.

5. Section 151 Officer Commentary

- 5.1 Significant progress has been made in recent years to improve the Council’s financial resilience and the financial management capabilities across the organisation. Whilst this has built a stronger financial base from which to deliver our services, the increased cost of living, global financial uncertainty, high inflation and government policy changes mean we continue to face challenges to our financial position. This requires an increased focus on financial management to protect service delivery, a continuation of the need to be forward looking in the medium term, as well as the delivery of the efficiencies to achieve a balanced budget position each year.
- 5.2 In addition to these immediate challenges, the medium-term financial outlook beyond 2023/24 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 the majority 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 the stable provision of services in the medium term.
- 5.3 In this context the Section 151 Officer can confirm that the remaining £8.8m of MHIF monies not yet committed are held in the Council’s reserves and subject to Committees in Common approval, £3.2m of this funding will be deployed to implement the proposals set out in this paper leaving £5.6m for future deployment. The Section 151 Officer recognises that effective deployment of MHIF monies should have whole system benefits that would support financial sustainability across the system as well as delivering improved outcome for residents. The Section 151 Officer would emphasise the importance of tracking the impact of the deployed MHIF monies so learning can be used to ensure future allocations maximise whole system benefits and value for money.

6. Legal Implications – Monitoring Officer

- 6.1 Regulation 72 of The Public Contracts Regulations 2015, as amended, (PCRs) enables the Council to modify contracts without a new procurement process.
- 6.2 Rule 2.7 of the Procurement and Contract Standing Orders states that any procurement, including extensions and variations to Contracts set out in the Annual Procurement Forward Plan and approved by Cabinet, is deemed authorised irrespective of the Contract value, and must be advertised, awarded

and signed/sealed in line with table 2.7.a columns F-J. Any procurement not authorised as above must be authorised in accordance with table 2.7.a Summary table column E.

- 6.3 The Council will work with the various parties to the existing contracts so that the various contracts can be varied in line with Regulation 72 of the PCRs and in accordance with the Council's and Surrey Heartlands ICB's governance procedures. Any new services will be procured in accordance with the Council's and Surrey Heartlands ICB's governance procedures.
- 6.4 Legal Services will advise and assist, as required, on the modifications/variations of the Council's existing contracts and the procurement of any new services.

7. Equalities and Diversity

- 7.1 The use of the MHIF is specifically being used to focus on priority populations and key neighbourhoods specified in the Health and Wellbeing Strategy.
- 7.2 Any relevant commissioned services will need to complete an EQIA.

8. Other Implications

- 8.1 None other than those set out in the main body of the report.

Consulted:

Committee name: Surrey Heartlands Commissioning, Contracting and Commercial Committee

Meeting date: 12/06/2023

Outcome: Agreed

Committee name: Surrey-wide Commissioning Collaborative

Meeting date: 26/05/2023

Outcome: agreed based upon agreement at CCC

Annexes:

None

Sources/background papers:

Health and Wellbeing Strategy: [Surrey Health and Well-being Strategy - update 2022 | Healthy Surrey](#)

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