

SURREY COUNTY COUNCIL

CABINET

DATE: 25 APRIL 2023



REPORT OF CABINET MEMBER: MARK NUTI, CABINET MEMBER FOR ADULTS AND HEALTH
NATALIE BRAMHALL, CABINET MEMBER FOR PROPERTY AND WASTE

LEAD OFFICER: LIZ BRUCE, EXECUTIVE DIRECTOR FOR ADULT SOCIAL CARE AND INTEGRATED COMMISSIONING
LEIGH WHITEHOUSE, DEPUTY CHIEF EXECUTIVE AND EXECUTIVE DIRECTOR OF RESOURCES

SUBJECT: TRANSFORMATION OF ACCOMMODATION WITH CARE AND SUPPORT FOR WORKING AGE ADULTS: DELIVERY STRATEGY FOR MODERNISING AND TRANSFORMING ACCOMMODATION WITH SUPPORT FOR PEOPLE WITH MENTAL HEALTH NEEDS

ORGANISATION STRATEGY PRIORITY AREA: EMPOWERING COMMUNITIES AND TACKLING HEALTH INEQUALITIES

Purpose of the Report:

A paper was brought to Cabinet in November 2021 setting out Adult Social Care's (ASC) Accommodation with Care and Support Strategy for people with mental health needs (Surrey County Council, 2021)¹.

This report seeks Cabinet approval of the delivery strategy for the Accommodation with Care and Support (AwCS) Programme for Mental Health and in-principle approval of all five sites disclosed in Part 2 of this report for new Supported Independent Living (SIL) accommodation. This is subject to the completion of feasibility assessments and full financial business cases including affordability of delivery.

SIL will be delivered through a variety of mechanisms through Surrey County Council (the council) identified sites, through independent sector provision (both new and reprovisioned accommodation) and through partnership working with the district and borough councils (D&Bs).

¹ Surrey County Council (2021) *Transformation of Accommodation with Care and Support for Working Age Adults: Modernising and Transforming Accommodation with Support for People with Mental Health Needs*. Available at: <https://mycouncil.surreycc.gov.uk/documents/s82573/1.0%20Part%201%20Cabinet%20Report%20-%20Master%20Mental%20Health%20AwCS.pdf>

Recommendations

It is recommended that Cabinet:

1. Approves the delivery strategy for the Accommodation with Care and Support Programme for Mental Health.
2. Gives in-principle approval for the sites listed in Part 2 to be used for Supported Independent Living accommodation for people with mental health needs. Subject to successful completion of feasibility studies at the site, business cases will be presented to Cabinet to confirm final approval for the development of SIL accommodation at these sites including any required capital funding from the council.
3. Approves capital funding of £2.1m from the Corporate Feasibility Fund for a feasibility study to progress Supported Independent Living accommodation at five identified sites disclosed in Part 2 of this report.
4. Approves procurement of appropriate supply chain partners for the delivery of all associated services required for the feasibility studies (which includes appointments, contract award and negotiation of any contractual changes based on the appointments) in accordance with the council's Procurement and Contract Standing Orders.
5. Agrees that, regarding the procurement of supply chain partners for the feasibility studies, within the +/-5% budgetary tolerance level, the Executive Director of Resources and the Director of Land and Property are authorised to award such contracts.

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.**

The mental health AwCS programme will contribute to 'The Housing, Homes and Accommodation Strategy for Surrey' by ensuring that the council and partners are delivering the SIL needed for our residents.

Approving the sites in principle for mental health SIL, which are part of the council's current estate portfolio, will allow us to re-use or optimise existing freehold assets.

Background:

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

1. Demand for mental health services has continued to rise following the Covid-19 pandemic. In January 2020, there were 1,621 open cases with a primary social care need of mental health, which has now increased by 71% to 2,779 in January 2023. This does not capture clients who have mental health as a secondary need.
2. The Covid-19 resident survey (Surrey-i, 2020) found that some of the biggest impacts for mental health and wellbeing were reported by Surrey residents aged 16-34.² (Utilisation of mental health SIL for this cohort has risen 97% comparative to January 2020). The survey also found that lower income families had been disproportionately affected and where these two cohorts overlap, the impact on some young, low-income women was worse.
3. Analysis of projected demand for mental health services following the Covid-19 pandemic has been completed. The Centre for Mental Health projected that most need arising from Covid-19 should present between 2020-2023 and all need would present by 2025. However, as this research was conducted prior to the national lockdowns in November 2020 and January 2021, these events were not factored into the projection, and we are yet to see the plateau described. Where it is not currently possible to assert when demand following Covid-19 will plateau, demand in 2030 has been calculated as a range. This is then applied proportionally based on projected populations for each district and borough. The subsequent estimated projected deficit is 185-210 SIL units in 2030.

Table One: Analysis of Supported Independent Living Estimated Projected Demand, Existing Capacity and Future Requirements

Estimated Demand	2023 Capacity in Surrey	Estimated Projected Deficit in 2030
465 – 485 individuals	279 units	185 – 210 units

³

Role of accommodation with care and support

4. Providing safe, stable and good quality accommodation is essential to preventing mental health problems and can be a vital element to promoting recovery (Public Health England, 2019)⁴.

² *Impact of Covid-19 on our Communities | Surrey-i* (2020). Available at: <https://www.surreyi.gov.uk/covid-impacts/> (Published 16 Dec 2020).

³ The modelling assumes a 100% occupancy in all Dynamic Purchasing System settings, which would not be conducive to flow. The Royal College of Psychiatrists recommends a maximum bed occupancy of 85% (Mental Health Watch, 2023)

⁴ Public Health England (2019) *Mental health and wellbeing: JSNA toolkit: Mental health: environmental factors*. Available at: <https://www.gov.uk/government/publications/better-mental-health-jsna-toolkit/2-understanding-place> [Updated 25 Oct 2019]

5. A strengths-based and person-centred approach to developing accommodation with care and support for people with complex mental illness will encourage increased engagement with community occupations, more activities and higher levels of personal empowerment.
6. We have received positive feedback from individuals living in SIL. We worked with an individual, who has achieved improved mental health outcomes and independent living skills from Shared Lives SIL, to produce a video sharing their story. Shannon's Shared Lives Story can be viewed at the following link - [Surrey Supporting Residents to Live Independently – Shannon's Shared Lives Story](#)

Market Analysis of gaps in mental health Supported Independent Living provision

7. Market analysis has highlighted a requirement for SIL specialisms to meet complex mental health needs including mental health and Autistic Spectrum Disorder (ASD), Eating Disorders, Emotionally Unstable Personality Disorder, and individuals with a Forensic background.
8. Analysis of existing SIL has identified the requirement for more self-contained accommodation for individuals who would like to live in SIL and may be unable to live in shared accommodation due to certain risks or vulnerabilities. The proportion of self-contained SIL that needs to be delivered is approximately 70% (130 to 145 units) of the projected demand.
9. Geographical opportunities for development of SIL have been identified in Elmbridge and Waverley, where there is currently no provision, and Mole Valley, Tandridge, Epsom & Ewell and Spelthorne where there is limited provision.

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

10. Delivery of the programme will be via the three workstreams that make-up the AwCS mental health programme. The definitions for each workstream are outlined below:

A Place to Call Home – 'A Place to Call Home' is accommodation with support that meets the needs of people with long term and enduring mental health problems.

Support to Recover – 'Support to Recover' is accommodation that is medium term (up to 2 years) to help people recover and become more independent.

Short Term Support – 'Short Term Support' is accommodation with support options to help prevent a hospital admission, manage a crisis or to avoid homelessness.

Progress Achieved Delivering the Strategy

11. We have recruited a dedicated Mental Health Supporting Independence Team to review people in existing SIL and identify if that accommodation is still the most appropriate for them.

12. We are working with providers on the council's SIL Dynamic Purchasing System (DPS), to develop an equitable SIL offer for individuals with mental health needs in Surrey. The DPS has 20 providers with 81 provisions with 286 units available. Of these, 51 provisions are in Surrey and 30 are outside of Surrey. 266 units are shared accommodation and 20 are self-contained. Specialist SIL has been developed for people with complex mental health needs including people with a forensic background, Learning Disability and/or Autism and substance misuse.
13. Work is underway with providers to more accurately represent the gender split of Surrey's population and individuals known to Surrey mental health social care services on the DPS. There is clear evidence to show that women are underrepresented in SIL DPS accommodation. This is highlighted in the most recent performance data from DPS providers, where 65% of people are male and 35% are female in DPS accommodation. This is not comparable with the gender split of open cases to mental health social care teams and to the Surrey population as a whole, which shows that men comprise 49% of the Surrey population and women 51%.
14. The council's in-house mental health SIL, delivered by the Move to Independence service (MTI), currently offers 27 units of recovery focused SIL for individuals with a range of needs to support them to live in more independent accommodation within two years. The service also offers outreach support to individuals when they move on from the MTI service.
15. We completed a review of Housing Related Support (HRS) funded services for mental health, homelessness and other socially excluded groups. The outcome of the review was to extend all the HRS contracts and implement new contract documents and service specification. This achieved greater certainty for providers and increased their commitment to working together to improve services.

Delivering the Mental Health Strategy Workstreams

Providing Supported Independent Living on Council Owned Land

16. We are exploring the opportunity to develop council owned land for SIL. Land and Property, in partnership with Adult Social Care Commissioners, have completed initial site suitability and community viability assessments. This has identified five potential SIL sites for A Place to Call Home and Support to Recover. The site names and locations are available in the Part 2 report.
17. To support future site development we have co-produced a design specification for A Place to Call Home and Support to Recover accommodation. This specification was developed collaboratively drawing on expertise and input from Land and Property, a design consultant, operational colleagues, including occupational therapy, and a member of the Independent Mental Health Network, to represent service user voice.
18. The Sunbury Hub development, approved by Cabinet in July 2022 (Surrey County Council, 2022)⁵, will include six self-contained units of SIL for people with mental

⁵ Surrey County Council, 2022. *Sunbury Hub*. [Online]

Available at:

https://members.surreycc.gov.uk/documents/s86860/Sunbury%20Hub_Part%201.pdf

health needs. Land and Property will look to identify additional opportunities where SIL can be incorporated as part of future hub developments.

Market Development Through the New Dynamic Purchasing System

19. The programme continues to stimulate the market to develop specialist SIL to meet the complex mental health social care needs of individuals in Surrey. Many new providers who have applied and been accepted onto the council's the Dynamic Purchasing System (DPS) offer specialist services for people with complex mental health needs including people with a forensic background, Learning Disability and/or Autism and substance misuse.
20. A new DPS will be tendered in 2023 with planned 'go live' from 1 April 2024. This new DPS will cover mental health and disabilities. We are proposing to separate provider market services into a) Support to Recover and b) A Place to Call Home. Proposals were presented and feedback was gathered from all mental health social care teams, as well as identifying learning from the current DPS. A forum of SIL providers, health and social care professionals and housing colleagues was held on 14th March where feedback on our proposals was gathered. Focus groups with residents of SIL settings are underway. This feedback will be used to inform a refreshed service specification.

Expanding the Move to Independence Service

21. An appraisal of Adult Social Care's in-house recovery service, Move to Independence (MTI), has been completed and a business case has been developed and approved by Adult Social Care's leadership team to expand the service to support an additional 16 individuals. The expansion will take an area-based model to ensure equitable distribution of the service across Surrey. This will include an estimated 1 property of 4 units in the following areas: Reigate & Banstead and Tandridge, Mole Valley and Elmbridge, Spelthorne and Runnymede and Woking.
22. Performance data from financial year 2021/22 shows 88% of individuals who 'moved on' achieved more independent living outcomes within 2 years.
23. MTI will continue to work with wider partners; D&Bs, registered providers of social housing and health colleagues to secure properties to support the expansion of the service. We will work to negotiate nomination rights to ensure an equitable offer across Surrey. This is the current approach of MTI.

Accessing District and Borough Council Housing Stock

24. Working in partnership with D&Bs is essential to delivering additional SIL across the county. We are working collaboratively with D&Bs to identify sites for new build SIL as well as identifying existing housing that could be repurposed for SIL. These could include sheltered housing that is in low demand or general needs housing that could provide shared SIL.
25. In delivering their housing and homelessness duties, the D&Bs face significant challenges in finding suitable accommodation for individuals who present with challenging mental health needs and therefore working in partnership will deliver the best outcomes for Surrey's residents.

Short Term Support

26. The approach for implementing the Short-term Support workstream continues to be developed including how partners can be engaged to work in collaboration to explore system assets and resources to improve the accommodation with care and support offer.

Whole Strategy Delivery

27. The contribution that each of the workstreams is anticipated to make to the overall programme is summarised in the table below.

Table Two: Overview for delivery of 185 – 210 units of Mental Health Supported Independent Living

		Delivery Lead			
		Total Units	Council	Market	District and Borough Councils
Accommodation Type	Self-Contained Accommodation	(130 - 145) 70% of total projected demand	40%	40%	20%
	Shared Accommodation	(55 - 65) 30% of total projected demand	25%	75%	0%

Consultation:

28. Extensive consultation on these proposals has taken place 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, D&B Housing colleagues.

Risk Management and Implications:

29. 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 council may wish to consider how as part of this programme it can make a positive contribution towards the recruitment and retention of staff.

30. A further mitigating factor for this risk is that mental health already has a dynamic purchasing system with 20 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.
31. There is a risk that the new mental health SIL accommodation units that it is anticipated the council would need to provide the land to develop on and lead will not be affordable within available financial resources. We will continue to consider the financial viability of delivering this accommodation on council owned land through market testing and preparing full financial business cases.

Financial and Value for Money Implications:

32. The core assumption across the delivery of SIL on council owned land has to date been that any new accommodation developed on the council's own land will be broadly self-financing. The key assumption underpinning this approach is that the borrowing costs of any required capital expenditure and any ongoing revenue expenditure will be offset by a combination of cashable care package savings and rental income and service charges.
33. The current SIL accommodation available in the market means that people are not always able to access the right care and support at the right time in the right place. This may mean people remain in settings funded by the NHS or in high need social care services for longer than desirable, or in some cases people may have to wait to access support. The creation of new SIL accommodation will help address these issues and meet increased demand. This is aligned to the Council's strategic objectives to tackle health inequalities and an area that the Council is committed to improve. Although it is anticipated that the development of new SIL accommodation for people with mental health needs would reduce the level of increased spend required to meet increased demand, work undertaken to date indicates that this may not result in cashable care package savings for the council.
34. Although cashable savings may not be delivered through the development of new SIL accommodation, cost avoidance benefits are expected to be delivered. These benefits may be achieved by providing the right amount of care and support an individual requires over their lifetime through delivering care and support at the right time, in the right place. This will help reduce the lengths of stay and delayed discharges in more intensive settings (such as inpatient settings operated by the NHS), which are not aligned to the needs of the individual. It should also mean that less is spent across health and social care in supporting individuals over their lifetime care pathway than may otherwise be the case without the new SIL accommodation. Whilst important, these will not deliver cashable savings by reducing the amount currently spent on care packages and will not directly offset the cost to the Council of any capital investment required in developing the new SIL accommodation. It is likely that any capital investment deemed to be required for the development of SIL accommodation for people with mental health needs would not be fully self-financing in line with the current Medium Term Financial Strategy planning assumption.

We are exploring through market testing all potential delivery models to identify the most affordable options for the council. Should capital investment by the Council be required then this will need to be reviewed in terms of affordability in the context of

the Council's refresh of the capital programme for its Medium Term Financial Strategy.

35. Work is underway to assess the financial implications of different options of delivering SIL mental health accommodation on its own land. Decisions on the potential development of SIL accommodation on council owned land are important for its commitment to improving outcomes for people with mental health needs. Alongside this there is an urgent need to decide the future of the five sites set out in Part 2 of this paper, because there are costs for maintaining vacant sites. Firstly, there is the cost of maintaining the site. Secondly there is an opportunity cost from either not using them for another council purpose, or not selling the land if it is determined that the development of SIL accommodation at these sites is not viable for the council and no alternative use is identified.

Section 151 Officer Commentary:

36. Although significant 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 the majority 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.
37. In this context the Section 151 Officer recognises the need for expanding SIL accommodation for people with mental health needs but would highlight to Cabinet the importance of any future investment committed by the Council being financially sustainable within available resources. It is essential for the financial implications of the developing SIL accommodation on council owned land to be fully considered to identify affordable delivery models.
38. Therefore, the Section 151 Officer reinforces the need for confirmation of affordable delivery models to be completed and for further papers to be presented to Cabinet as required within a suitable timeframe. This will enable the Council to decide the best future use for the sites set out in Part 2 of this paper and ensures the Council does not maintain vacant sites pending decisions for longer than required.

Legal Implications – Monitoring Officer:

39. This paper follows on from a paper brought to Cabinet in November 2021 in relation to the Adult Social Care Accommodation with Care and Support Strategy for people with mental health needs. Approval is now sought in relation to a delivery strategy as well as in principle approval for five sites which includes proposals for the provision of Supported Independent Living accommodation.
40. At this stage initial site assessments have taken place to identify five council owned sites referred to in the Part 2 paper. The council has extensive powers under

legislation to facilitate the delivery strategy. These powers include provisions under Section 2(1) of the Local Authorities (Land) Act 1963, which provides that a local authority may, for the benefit or improvement of its area, erect, extend, alter or re-erect any building and construct or carry out works on land. As further site-specific information becomes available tailored legal advice should be sought to ensure that the council meets its legal obligations.

41. No procurement activity has taken place at this time; however, specific legal advice will be given during the procurement process to ensure that the relevant legislation in place at that time is complied with.
42. Cabinet is under fiduciary duties to residents in relation to spending of public monies. Accordingly, Cabinet Members will want to satisfy themselves that the proposals represent an appropriate use of the council's resources.'

Equalities and Diversity:

43. An initial Equality Impact Assessment (EIA) is included as Annex 1. This considers the particular implications of the SIL 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:
Corporate Parenting/Looked After Children	Potential positive impact for looked after children because looked after children have a higher likelihood of requiring SIL.
Safeguarding responsibilities for vulnerable children and adults	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. The effective management of Safeguarding and the requirements for reporting incidents is specified in the contract with care providers.
Environmental sustainability	SIL arrangements maximise on the value of accommodation being in close proximity to community facilities including public transport. The council will comply with best practice and any locally/nationally approved planning requirements.

<p>Compliance against net-zero emissions target and future climate compatibility/resilience</p>	<p>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.</p> <p>The Programmes are at the early stage of development, the extent of impact will be assessed for each programme at design stage.</p>
<p>Public Health</p>	<p>SIL can positively impact on public health outcomes, including:</p> <p>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 employment (Mind, 2011)⁶</p> <p>Improved health outcomes resulting from improved contact with community health services.</p> <p>Improved wellbeing resulting in increased independent living skills, e.g., financial management, exercising, choice and control.</p> <p>SCC Public Health officers have been consulted on the Programme and have shared their endorsement for this approach.</p>

What Happens Next:

- 46. 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.
- 47. Feasibility studies will be conducted to confirm that the sites are suitable for the development of SIL mental health accommodation. Concurrently, work will continue to determine delivery models for developing accommodation on the sites set out in the Part 2 paper, led by Land and Property officers. The financial implications for the council of these options will be modelled.
- 48. Continue working with partners including Surrey and Borders Partnership NHS Foundation Trust, Surrey Heartlands Integrated Care System, D&Bs, existing providers and people with lived experience to deliver this challenging strategy.
- 49. Continue to refine and track any cost avoidance savings that can be achieved via this approach.

⁶ Mind, 2011. *Five Ways to Wellbeing*. [Online]
 Available at: <https://www.mind.org.uk/media-a/5740/five-ways-to-wellbeing.pdf>

50. Subject to successful completion of feasibility studies and identification of appropriate delivery models, the indicative timelines for the delivery of Supported Independent Living on the sites set out in the Part 2 paper are as follows:

Activity	Indicative timeline for completion
Full business cases presented to Cabinet	Autumn 2023
Design and planning	Spring 2024
Contractor appointment and mobilisation	Spring 2024
Construction begins	Summer 2024
Handover and residents move in	Summer 2025

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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: Equality Impact Assessment

Annex 1 Appendix 1: Mental Health Commissioning Map of DPS Providers November 2021

Part 2 Report

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