



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE

8 NOVEMBER 2016

TRANSFORMING AND INTEGRATING PRACTICAL HOUSING SUPPORT IN LEICESTERSHIRE

REPORT OF THE CHIEF EXECUTIVE AND DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of the Report

1. This purpose of this report is to present the Lightbulb Programme Business Case for transforming practical housing support in Leicestershire and to seek the Committee's views on the implementation of the integrated model of housing support in line with this Business Case.

Policy Framework and Previous Decisions

2. The Lightbulb Programme sits alongside a range of other initiatives as part of Leicestershire's developing Unified Prevention Offer, ensuring a co-ordinated approach to preventative services both across the County and different stakeholder organisations, including district councils and local Clinical Commissioning Groups. The Lightbulb Programme is represented on the Unified Prevention Board and the strategic direction provided by this Board will ensure the integrated housing pathway developed through the Lightbulb Programme is fully aligned with other initiatives as part of the comprehensive prevention offer.
3. The Lightbulb Programme's integrated approach to housing support directly aligns with the vision outlined in Leicestershire's Adult Social Care Strategy - 'to make the best use of available resources to keep people in Leicestershire independent'. The Lightbulb Programme's service model will help ensure people get the right level and type of support at the right time to help prevent, delay or reduce the need for ongoing support and maximise their independence.
4. In April 2015, the County Council and district partners were awarded £1 million Transformation Challenge Award funding from the Department for Communities and Local Government to transform practical housing support services in Leicestershire through the Lightbulb Programme.
5. A Programme Team was appointed to take this work forward with partners and develop a new integrated model for housing support that would:
 - Deliver savings to the health and care economy by maximising the part housing support can play in keeping people independent in their homes; preventing or reducing care home placements or demand on other social care services; avoiding

unnecessary hospital admissions/readmissions or GP visits and facilitating hospital discharge;

- Improve the customer journey; making services easier to access and navigate and ensuring the right solution is available at the right time with the right outcome;
 - Provide efficient, cost effective service delivery, particularly in relation to the delivery of Disabled Facilities Grants (DFGs).
6. The Lightbulb Programme Business Case presents the outcome of this work to date, including setting out the evidence base for change, outlining the potential savings, efficiencies and customer benefits based on activity within a number of pilot projects and detailing the new Lightbulb service delivery model for practical housing support.
 7. The new Lightbulb model will require a significant level of change and the Business Case also outlines work required across all partners to implement new ways of working during 2017/18, including the ending of related contracts and realignment of investment to support the Lightbulb model.

Background

8. In 2013, Leicestershire's Housing Services Partnership developed the Housing Offer to Health in conjunction with the Chartered Institute of Housing. The offer included setting out how housing services can support and promote the health and wellbeing of Leicestershire citizens and offering to concentrate the collective efforts of the seven district councils on developing services to help health and social care partners achieve their Better Care Fund objectives. This work was subsequently adopted by Leicestershire's Health and Wellbeing Board.
9. The concept of Lightbulb was one of a number of practical opportunities to emerge from this work, now part of the Unified Prevention Offer. The County and district councils made a partnership bid to the Department for Communities and Local Government and were successfully awarded a £1 million Transformation Challenge Award in 2015/16 to take this concept forward (see Appendix A).
10. The current picture of housing support in Leicestershire is both fragmented and complex to navigate. Support is funded and managed across two tiers of eight local authorities meaning it is difficult for customers to know where to start. There are frequent handoffs and different housing support needs are often assessed and dealt with in isolation by different agencies, involving a range of different practitioners.
11. Waiting times within the various parts of the system can be lengthy and unco-ordinated, delaying the social, health and economic benefits to be gained from supporting individuals to continue to live independently in their homes and missing opportunities for more holistic solutions.
12. The Lightbulb Programme creates an integrated, targeted and customer focused pathway across Leicestershire using a new Housing Support Co-ordinator role which will bring together functions currently carried out across the County and district councils. The locally developed Housing 'MOT Checklist' provides a toolkit to identify a range of non-complex housing support needs and deliver and co-ordinate person centred solutions.

13. The Lightbulb Programme pathway will see improved housing expertise and self-help at key contact and triage points (the Adult Social Care Customer Service Centre and First Contact Plus), together with locally based Lightbulb teams delivering the housing support offer:
- (i) Assessment and ordering of minor adaptations and equipment;
 - (ii) Assessment and delivery of DFG applications;
 - (iii) Assessment and resolution of wider practical housing support needs:
 - Handy person;
 - Home security.
 - (iv) Support with housing related health and wellbeing needs:
 - Warm homes;
 - Energy efficiency;
 - Assistive technology;
 - Falls prevention;
 - Advice and signposting;
 - Accessing local support services.
 - (v) Support with planning for future housing needs;
 - (vi) Information and signposting to specialist organisations or services.
14. A centralised management, performance monitoring and development 'hub' will ensure consistency and resilience across the County.
15. Lightbulb Programme pilot projects have been running over the past 12 months to test out elements of this new service model and provide an evidence base to support the case for transformation. Analysis and outcomes from these pilot projects have shown:
- Significant potential savings to the local health and care economy through helping to reduce falls, emergency admissions and length of hospital stay;
 - Process efficiency gains, with potential to reduce the delivery cost of DFGs by working collaboratively across Leicestershire;
 - Improved customer experience through reduced waiting times and putting the customer at the heart of the process.
16. In line with the development of the Lightbulb Programme the Adults and Communities Department has developed a new Leicestershire Equipment, Adaptations and Assistive Technology Strategy (attached as Appendix B). The Strategy supports the development of a more integrated and efficient approach to delivery and recognises the overall ambition of the Lightbulb Programme to maximise the contribution that housing support can play in keeping vulnerable people independent in their homes. This approach aims to help to avoid unnecessary hospital admissions or GP visits and facilitating timely hospital discharge.
17. In addition, the recent development of the Older Persons Accommodation Strategy and the outcomes of the public consultation undertaken between July-September 2016 recognise the value of working alongside the Lightbulb Programme to develop a stronger partnership approach to aid the integration of housing, health and care.
18. The Adults and Communities Department has also undertaken reviews of existing contracts or internal functions that can support implementation of a more coherent, better aligned and more cost effective housing support offer through the Lightbulb

model. This has included in-house provision of Occupational Therapy, and commissioned services including the Home Improvement Agency (HIA) and Community Assessment Team (CAT) contracts.

19. The review outcomes have confirmed that alignment with the Lightbulb Programme model will not only provide opportunity to deliver a more holistic offer from a customer perspective, but will also maximise efficiency of housing support delivery in Leicestershire.

Proposal

20. It is proposed that the Lightbulb Programme model set out in the Business Case (Appendix C) is supported as the future mechanism for delivering the housing support offer across Leicestershire and that further work is undertaken to move towards implementation of this model by or no later than October 2017.
21. It is proposed that the CAT and HIA contracts are extended to the end of September 2017, after which the County Council will invest a proportion of the funding to the Lightbulb Programme. In addition, the Department is undertaking a review of its in-house Occupational Therapy function to determine the necessary steps required to support Lightbulb service delivery. It is intended that this will be in implementation phase by or no later than October 2017.
22. The proposal will be subject to a period of targeted engagement in respect to the proposed changes (with the current providers of the HIA and CAT services and other key stakeholders) and a subsequent, full Equalities and Human Rights Impact Assessment (EHRIA) being completed. The purpose of the engagement exercise will be to ensure effective consideration of impacts across the service area as a whole and to identify any mitigating actions required prior to implementation.
23. The Director of Public Health has been consulted on the proposed actions in his role as Senior Responsible Officer for the delivery of recommendations set out in the Early Help and Prevention Review (presented to the Cabinet on 17 June 2016). The proposals outlined will support the delivery of a more integrated approach to the delivery of housing related support and governance relating to any future actions will be aligned to the Early Help and Prevention Transformation Programme.

Consultations

24. A customer and carer insight and engagement exercise was completed during 2015 by an external consultant to inform the development of the Lightbulb Programme. This involved a series of workshops and one to one interviews with carers, service users and the general public. Key findings from this and other ongoing engagement work, including findings through the Older Persons Accommodation Strategy consultation, have helped to shape the redesigned service model from a customer perspective. In addition, ongoing customer feedback mechanisms are embedded in the Lightbulb programme.
25. Key themes from the above engagement mechanisms have included:
 - Early advice is important to help people understand accommodation choices now and in the future;

- Confusion regarding routes to accessing appropriate support;
- Confusion regarding the roles and responsibilities of agencies involved in supporting people in the home;
- The necessity to repeat circumstances to a number of agencies;
- Health, housing and social care are not seen as separate issues so integration is key.

26. The Leicestershire Equipment, Adaptations and Assistive Technology Strategy has been shared widely across stakeholders including the Lightbulb Programme Board, Chief Housing Officers Group, Urgent Care Board and the Integration Executive. Stakeholders support the intention to develop closer working between the County Council and district partners by developing the Lightbulb offer to facilitate a better customer journey and more efficient and cost effective adaptation processes.
27. In addition, the Adults and Communities Department have concluded the consultation for the Older Persons Accommodation Strategy which was undertaken from 4 July to 23 September 2016. There was strong support for intentions to improve information and advice regarding housing support and key themes relating to supporting people to plan ahead effectively, understanding the different types of support available and ensuring support is available in a crisis were highlighted in consultation feedback. The following are direct quotes received by respondents from this consultation:-

“Clearly the various bodies need to work closer together and work to one common system”.

“As we are living longer then the need is getting greater to improve the services that we can provide which is cost effective and benefits all, we also need to educate people more so that we know what is available to us, a one stop shop would be good as a resource centre as its very difficult to find the correct information when it is required”.

Resources Implications

28. The financial model for the Lightbulb Programme is based on an assumption of no additional resources. A costed model for the Lightbulb service has been developed based on robust mapping of existing demand for housing support across partner organisations. This has informed the level of demand for Lightbulb across the County.
29. The financial model assumes the new Lightbulb service offer will be implemented from within existing funding streams which currently sit across different partner organisations and are already directed towards meeting this demand but in a fragmented and ineffective way. Lightbulb will bring this funding together to support a new, integrated and cost effective service model.
30. Existing funding streams that have been identified as part of the financial model for the Lightbulb Programme include the following County Council resources:
- (i) Funding that supports the delivery and processing of assessments for minor adaptations and equipment (currently delivered through the CAT contract, delivered by the Red Cross at a value of £136,717);

- (ii) Funding that supports the housing based advice, information and signposting offer (currently delivered through the HIA contract, delivered by Papworth at a value of £164,683);
 - (iii) A proportion of existing occupational therapy resource, freed up as a result of a move towards a trusted assessor approach through the Lightbulb Programme.
31. Further work will be undertaken to establish funding committed to the Lightbulb Programme, recognising that the Lightbulb model represents an efficient and cost effective approach to delivery demonstrated through the attached Business Case.
32. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Timetable for Decisions

33. A report detailing the proposals as set out in this report and seeking the Cabinet's agreement to the Lightbulb Programme Service Model (as set out in the attached Business Case) and associated actions will be presented to its meeting on the 23 November 2016.
34. Any comments the Committee wishes to make will be forwarded to the Cabinet for consideration at its meeting on 23 November 2016.
35. If approved, the proposals will be implemented no later than October 2017, which will allow sufficient time for officers to complete further engagement and complete a detailed EHRIA relating to the proposed service re-alignment.

Circulation under the Local Issues Alert Procedure

None.

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Background Papers

- Report to Cabinet, 17 June 2016 – *Early Help and Prevention Review*
<http://ow.ly/kWbA305GJkY>

List of Appendices

- Appendix A: Transformation Challenge Award – 2015-16 Final Bid Form.
- Appendix B: Leicestershire Equipment, Adaptations and Assistive Technology Strategy 2016–2020.
- Appendix C: Lightbulb Business Case for Transforming and Integrating Practical Housing Support in Leicestershire.
- Appendix D – Equality Impact and Needs Assessment: Lightbulb.

Relevant Impact Assessments

Equality and Human Rights Implications

36. An EHRIA has been completed by Blaby District Council on behalf of all partners as part of the development of the Lightbulb Business Case and is attached as Appendix D.
37. An EHRIA screening questionnaire covering all elements referred to within this report will be presented to the Cabinet on 23 November, including the Home Improvement Agency contract, the Community Assessment Team Contract, in-house resource changes and the associated Equipment, Adaptations and Assistive Technology Strategy to ensure effective consideration of impacts across the service area as a whole. A full EHRIA will be required prior to any implementation of the potential changes referred to within this report, to ensure any risks and required mitigating actions can be effectively identified and addressed.

Partnership Working and Associated Issues

38. Partners have previously recognised the level of change required to transform existing service provision and meet the objectives outlined within this report and, through the Transformation Challenge Award bid, have committed to work together to progress this change. Moving forward through this Lightbulb Programme Business Case will see this commitment continue through the implementation phase, ensuring that residents of Leicestershire will benefit from a greatly improved housing support service offer in the future.
39. In order to maximise efficiency and deliver transformation in relation to practical housing support services in Leicestershire through the Lightbulb Programme, it is vital that all partner organisations are continually committed to supporting the programme.

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