

**CABINET - 23 NOVEMBER 2016****TRANSFORMING AND INTEGRATING PRACTICAL HOUSING SUPPORT
IN LEICESTERSHIRE****REPORT OF THE CHIEF EXECUTIVE AND
DIRECTOR OF ADULTS AND COMMUNITIES****PART A****Purpose of the Report**

1. The purpose of this report is to present the Lightbulb Programme Business Case for transforming practical housing support in Leicestershire and to seek the Cabinet's agreement for the implementation of the integrated model of housing support in line with this Business Case, and approval for the Leicestershire Equipment, Adaptations and Assistive Technology Strategy and associated Delivery Plan.

Recommendations

- 2 It is recommended that:
 - a) The potential benefits of service transformation and integration set out in the Lightbulb Programme Business Case be noted;
 - b) The Lightbulb Programme service model set out in the Business Case as the future mechanism for delivering the housing support offer across Leicestershire be agreed;
 - c) The Leicestershire Equipment, Adaptations and Assistive Technology Strategy and Delivery Plan be approved;
 - d) The Director of Adults and Communities, in consultation with the Director of Public Health as Senior Responsible Officer for the Early Help and Prevention Review, be authorised to progress the practical actions set out in the Business Case to support implementation of the Lightbulb Programme service model across the County.

Reasons for Recommendations

- 3 The proposed new integrated model for housing support 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).
- 4 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.

Timetable for Decisions (including Scrutiny)

- 5 At the Adults and Communities Overview and Scrutiny Committee on 8 November 2016 the Chair and Spokesperson of the Health and Overview Scrutiny Committee were invited to attend in order to discuss the report and comments are set out at paragraphs 32 to 33 below.
- 6 It is intended that 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 Equalities and Human Rights Impact Assessment (EHRIA) relating to the proposed service re-alignment.

Policy Framework and Previous Decisions

- 7 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.
- 8 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.
- 9 The Lightbulb programme will make a significant contribution to achieving the aims set out in the Adult Social Care Older Persons Accommodation Strategy, will support delivery of the Early Help and Prevention Review, and represents an opportunity to work in partnership alongside district councils to achieve service transformation in line with the Councils objectives.

Resources Implications

- 10 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.

- 11 The financial model assumes the new Lightbulb service offer will be implemented from within existing funding streams which currently sit across different partner organisations. These are already directed towards meeting this demand but Lightbulb will bring this funding together to support a new, integrated and cost effective service model.
- 12 Existing funding streams that have been identified as part of the financial model for the Lightbulb Programme including the following County Council resources:
 - a) Funding that supports the delivery and processing of assessments for minor adaptations and equipment (currently delivered through the Community Assessment Team (CAT) contract, delivered by the Red Cross at a value of £136,717). If proposals are approved this contract will end in September 2017.
 - b) Funding that supports the housing based advice, information and signposting offer (currently delivered through the Home Improvement Agency (HIA) contract, delivered by Papworth at a value of £164,683). If proposals are approved this contract will end in September 2017.
 - c) A proportion of existing occupational therapy resource, freed up as a result of a move towards a trusted assessor approach through the Lightbulb Programme.
- 13 Further financial analysis and costing work is required to establish the level of funding to be committed to the Lightbulb Programme from the council, recognising that the Lightbulb model represents an efficient and cost effective approach to delivery demonstrated through the attached Business Case.
- 14 The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

None.

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PART B

Background

- 15 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 governed by Leicestershire's Health and Wellbeing Board.
- 16 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 in Leicestershire were given a £1million Transformation Challenge Award from the Department for Communities and Local Government in 2015/16 to take the concept forward (see Appendix B).
- 17 The current picture of housing support in Leicestershire is funded and managed across two tiers of eight local authorities, meaning it is fragmented and difficult to navigate. Different housing support needs are often assessed and dealt with in isolation by different agencies, involving a range of different practitioners resulting in duplication for the end user.
- 18 At present, waiting times within the various parts of the system can be lengthy and uncoordinated, 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.
- 19 The Lightbulb Programme will create 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 an overall assessment of a person's housing support needs, which will highlight areas to be improved, at the earliest opportunity.
- 20 The Lightbulb Programme pathway will see housing expertise extended more widely 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 including:
 - a) Assessment and ordering of minor adaptations and equipment;
 - b) Assessment and delivery of DFG applications¹;
 - c) Assessment and resolution of wider practical housing support needs:
 - Handyperson service;
 - Home security service.
 - d) Support with housing related health and wellbeing needs:
 - Warm homes;
 - Energy efficiency;

¹ Note - Completion times for DFGs illustrated in the Lightbulb Business Case (page 25) reflect averages for 2014/15 and delivery times have improved in certain areas (including Oadby and Wigston which has reported an improvement from an average of 48 weeks to 32 weeks).

- Assistive technology;
 - Falls prevention;
 - Advice and signposting;
 - Accessing local support services.
- e) Support with planning for future housing needs;
- f) Information and signposting to specialist organisations or services.
- 21 A centralised management, performance monitoring and development ‘hub’ will ensure consistency and resilience across the County.
- 22 Lightbulb Programme pilot projects have been running over the past 12 months to test elements of this new service model and provide an evidence base. These pilot projects have shown that the Programme can:
- Produce significant potential savings for 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;
 - Improve customer experience through reduced waiting times and putting the customer at the heart of the process.
- 23 The Cabinet was informed at its meeting on 16th September that Charnwood Borough Council had objected to the pooling of Disabled Facilities Grant allocation within the Better Care Fund but had subsequently indicated that it wished to progress the matter as per a recommendation of the Integration Executive. This meant that an additional DFG allocation requested by Charnwood be transferred from the BCF pooled budget to Charnwood and that the corresponding amount be transferred by Charnwood to the BCF pooled budget. The County Council has paid Charnwood the full amount (£347,000). At the time of writing and contrary to a press report (2nd November) Charnwood had not paid any money into the BCF, reported as “handed over more than £300,000 to the County Council”. It is hoped the matter can finally be resolved soon.
- 24 Aligned to 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 C). This supports the development of a more integrated and efficient approach to delivery and 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.
- 25 In addition, the recent development of the Adults and Communities Older Persons Accommodation Strategy (a report on which is also on the agenda for this Cabinet meeting) 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 enable the older population over the coming years through effective preventative models of accommodation related support.

- 26 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, including in-house provision of Occupational Therapy, and commissioned services:
- the Home Improvement Agency, delivered by the Papworth Trust, which provides housing related information, advice, equipment and adaptations. and
 - the Community Assessment Team contract, delivered by The British Red Cross which carries out basic assessments for minor equipment and adaptations.
- 27 The reviews 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 delivery of these forms of services in Leicestershire.

Consultation

- 28 A customer and carer insight and engagement exercise was completed during 2015. 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 have helped to shape the redesigned service model from a customer perspective and ongoing customer feedback mechanisms are embedded in the Lightbulb Programme
- 29 Key themes from feedback included:
- That early advice is important to help people understand accommodation choices now and in the future;
 - There is confusion regarding routes to accessing appropriate support;
 - There is confusion regarding the roles and responsibilities of agencies involved in supporting people in the home;
 - The necessity, at present, to repeat information to a number of agencies as there is a lack of coordination;
 - Health, housing, and social care are not seen as separate issues so integration is key to dealing with them effectively.
- 30 The Leicestershire Equipment, Adaptations and Assistive Technology Strategy has been shared widely with stakeholders (including the Lightbulb Programme Board, Chief Housing Officers Group, Urgent Care Board and the Integration Executive), who supported the development of closer working via the Lightbulb offer.
- 31 Consultation on the Older Persons Accommodation Strategy (4 July to 23 September 2016) showed 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”.

Overview and Scrutiny

- 32 The Adult Social Care Overview and Scrutiny Committee considered the Business Case at its meeting on 8 November. Members welcomed the ambitious proposals set out in the business case, as they would improve access to the service and simplify the process for service users. The strengthened link between housing and health was also supported, as good housing was known to have a positive impact on health.
- 33 Some concerns were expressed around the size of the pilots and the challenge of scaling them up to provide a countywide service. The Committee was assured that the pilots had provided a convincing case that services could be improved and delivered more efficiently.

Proposal

- 34 It is proposed that the Lightbulb Programme model set out in the Business Case (Appendix A) is supported as the future mechanism for delivering the housing support offer across Leicestershire and that this is implemented by October 2017.
- 35 It is intended that the CAT and HIA contracts be extended to the end of September 2017, after which the County Council will invest a proportion of the funding to the Lightbulb Programme. These extensions will be undertaken by the Director of Adults and Communities. The Department is also undertaking a review of its in-house Occupational Therapy function to determine the necessary steps required to support Lightbulb service delivery.
- 36 The proposal to realign current investment in the CAT and HIA contracts to the Lightbulb Programme will be further informed by a period of targeted engagement (with the current providers of the HIA and CAT services and other key stakeholders) and a subsequent, full EHRIA being completed. The purpose of the engagement exercise will be to:
 - Ensure the most appropriate approach for realignment of the investment is undertaken.
 - Ensure effective consideration of impacts across the service area as a whole.
 - Identify any mitigating actions required prior to implementation to ensure a smooth transition into new ways of working.
- 37 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 (Cabinet, 17 June 2016). The realignment of investment will support the delivery of a more integrated approach to the delivery of

housing related support and governance relating to any future actions relating to this investment will be aligned to the Early Help and Prevention Transformation Programme.

Background Papers

Report to the Cabinet, 17 June 2016 – Early Help and Prevention Review

<http://ow.ly/hWtf305WmRJ>

Report to the Cabinet, 16 September 2016 – Better Care Fund Plan/Disabled Facilities Grant

<http://ow.ly/6BYz3064YYS>

Appendices

Appendix A: Lightbulb Business Case for Transforming and Integrating Practical Housing Support in Leicestershire

Appendix B: Transformation Challenge Award – 2015-16 Final Bid Form

Appendix C: Leicestershire Equipment, Adaptations and Assistive Technology Strategy 2016–2020

Appendix D: Equality Impact and Needs Assessment: Lightbulb

Appendix E: EHRIA for the Leicestershire Equipment, Adaptations and Assistive Technology Strategy 2016–2020

Appendix F: EHRIA - The Home Improvement Agency contract, the Community Assessment Team Contract and related in-house resource

Relevant Impact Assessments

Equality and Human Rights Implications

- 38 An EHRIA has been completed by Blaby District Council on behalf of all partners as part of the development of the Lightbulb Business Case (attached as Appendix D).
- 39 An EHRIA screening questionnaire has been completed for the Equipment, Adaptations and Assistive Technology Strategy (Appendix E) and a further screening questionnaire has been completed relating to all elements of implementation arising from this report, including the HIA contract, the CAT contract and in-house resource to ensure effective consideration of impacts across the service area as a whole (Appendix F).
- 40 The EHRIA's screening forms were presented to the Departmental Equalities Group on the 8th November 2016 and in summary it was noted that:
 - The Equipment Adaptations and AT Strategy highlights the intention to move from a landscape of equipment, adaptations and assistive technology that is sizeable and assessment and access pathways that are complex to a more integrated and coherent approach.
 - The Strategy was well aligned to the wider Adult Social Care strategy.
 - The Lightbulb Programme can be (in part) a delivery vehicle for the strategy i.e. a less complex customer journey, with a single point of access.

- The proposed changes should have a positive effect upon the customer base, improving resolution times, improving complex customer journeys and saving resources.

41 A full EHRIA will be undertaken 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

- 42 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.
- 43 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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