



**CABINET – 19 DECEMBER 2023**

**REVIEW OF THE LIGHTBULB PARTNERSHIP**

**REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES**

**PART A**

**Purpose of the Report**

- 1 The purpose of the report is to advise the Cabinet of a review of the Lightbulb Service and partnership which provides an integrated housing offer focused on health and wellbeing outcomes, present options for the development of the Service and seek approval for the preferred option.
- 2 The Lightbulb Service is operated via a partnership between the County Council and district councils. The draft Business Case for the Lightbulb Partnership Arrangements 2024-2026 is attached as Appendix A to this report.

**Recommendations**

- 3 It is recommended that:
  - a) The review of the Lightbulb Service and draft Business Case for Lightbulb Partnership Arrangements for 2024-2026 be noted;
  - b) Subject to the outcome of engagement with partner agencies, Option 3 for the operation of the Lightbulb Service from 2024 to 2026 be approved, noting that this will involve the minor adaptations service being transferred from the County Council to be delivered through the core Lightbulb hub and spoke model;
  - c) In the event that all partner authorities are in agreement with Option 3 for the operation of the Lightbulb Service from 2024 to 2026, the Director of Adults and Communities, following consultation with the Cabinet Lead Member, be authorised to approve the final Business Case;
  - d) A further report be presented to the Cabinet in Spring 2024 to approve the revised Business Case and alternative options in the event of there being a lack of consensus from the Partnership authorities on the implementation of Option 3.

### **Reasons for Recommendation**

- 4 The County Council has a Service Level Agreement (SLA) with Blaby District Council which expires on 31 March 2024. This agreement allows a level of delegation of statutory functions of the Local Authority for assessment and provision of services to Blaby District Council as part of the Lightbulb Service and an integration of housing and social care interventions to increase people's independence and optimise their living environments. For this to continue a new partnership agreement needs to be in place from April 2024.
- 5 A review of the current arrangements has been undertaken and identified several service and partnership improvements that could be taken forward in the new agreement. The draft options proposed seek to address the current inconsistency of delivery across the county and make the most of opportunities to include more joint service provision in the way of minor adaptations. Option 3 would give consistency of approach across the county and agree the transfer of the minor adaptations service to the programme.

### **Timetable for Decisions (including Scrutiny)**

- 6 The proposed option needs to be agreed by each district council.
- 7 Blaby District Council hosts the Lightbulb Service and its officers will consider the Business Case in January 2024.
- 8 It is intended that the revised Business Case will be presented to the County Council's Cabinet for approval in Spring 2024 as the agreed option for the Lightbulb Service partnership arrangements to continue will need to be in place for April 2024.
- 9 The Adults and Communities Overview and Scrutiny Committee received a report on 6 November 2023 and its comments are set out in Part B of this report.

### **Policy Framework and Previous Decisions**

- 10 On 10 October 2017, the Cabinet agreed the delegation of Adult Social Care functions to be undertaken under the Lightbulb Service pathway to Blaby District Council. The Service was rolled out to all Leicestershire districts in October 2017.
- 11 The County Council's SLA with Blaby District Council expires on 31 March 2024.
- 12 The relevant business cases are:
  - Lightbulb Business Case for Transforming and Integrating Practical Housing Support in Leicestershire 2016 (attached as Appendix B);
  - Lightbulb Business Case Refresh November 2018 (attached as Appendix C).

## **Resource Implications**

- 13 Should the Lightbulb Partnership agree to Option 3 in the draft Business Case, there will be a saving to the County Council which will be incorporated into the Medium Term Financial Strategy from 2025/2026. However should Charnwood Borough Council decide to withdraw from the partnership, the County Council will need to review the allocation of resource to the partnership to account for the provision of a separate service in Charnwood.
- 14 The table below shows the 2023/24 contributions made across district councils and the County Council. Uplifts for 2024/25 are currently being developed by Blaby District Council.

	Hub Contribution (£)	Locality Contributions (£)
Blaby District Council	21,618	74,888
Charnwood Borough Council	37,058	0
Harborough District Council	21,617	51,983
Hinckley & Bosworth Borough Council	26,250	82,114
Melton Borough Council	12,353	40,417
North West Leicestershire District Council	21,617	61,138
Oadby & Wigston Borough Council	13,897	38,891
<b>Sub-total District Council Contributions</b>	<b>154,410</b>	<b>349,431</b>
Leicestershire County Council	131,534	362,059 (inc CBC)
<b>Total Budgeted Contributions 2023/24</b>	<b>285,944</b>	<b>711,490</b>

- 15 In addition to its contribution shown above, the Council pays a contribution to Blaby District Council for Disabled Facilities Grant administration staff cover. In 2023/24 this was £25,400.
- 16 The Director of Corporate Resources and Director of Law and Governance have been consulted on the content of this report.

## **Circulation under the Local Issues Alert Procedure**

- 17 This report will be circulated to all members of the County Council.

## **Officers to Contact**

Jon Wilson  
 Director of Adults and Communities  
 Adults and Communities Department  
 Telephone: 0116 305 7454  
 Email: [jon.wilson@leics.gov.uk](mailto:jon.wilson@leics.gov.uk)

Heather Pick  
Assistant Director (Operational Commissioning)  
Adults and Communities Department  
Telephone: 0116 305 7458  
Email: [heather.pick@leics.gov.uk](mailto:heather.pick@leics.gov.uk)

## PART B

### Background

- 18 The Lightbulb Service provides an integrated housing offer focused on health and wellbeing outcomes, such as maximising independence in the home and preventing falls.
- 19 The Service brings together a range of practical housing support into a single service providing a proactive, targeted approach via health and social care professionals. The model allows for early assessment and triage of housing issues. Lightbulb operates a hub and spoke model with a central hub and integrated locality Lightbulb teams in each district council area (excepting Charnwood) offering:
- Minor Adaptations.
  - Disabled Facilities Grants (DFGs).
  - Wider Housing support needs (warmth, energy, home security).
  - Housing-related health and wellbeing (Assistive Technology), falls prevention).
  - Planning for the future (Housing options).
  - Housing-related Information and Advice.

### Charnwood Borough Council

- 20 Charnwood Borough Council (BC) currently contributes to the Hub element of Lightbulb and manages its locality team internally. The original model was set up with the plan for full Charnwood integration to the model long term.
- 21 This full integration is required to ensure parity across all districts, but currently Charnwood BC residents do not get the same 'Lightbulb' offer. There are often peaks in case work. However Charnwood is unable to share the case work with other locality teams, which results in regular one-off interventions at an additional cost to Charnwood BC or Lightbulb, or both.
- 22 Charnwood BC is carrying out an independent review of the Lightbulb Service delivered for Charnwood. Once completed, the outcome of this review will be used to formulate options for its future. If Charnwood BC chooses not to fully commit or continue to be part of the Lightbulb Service, this will have a significant impact on the Service as a whole, as this will reduce the financial contributions made to the Service by the County Council, because the Adults and Communities Department would need to use a proportion of its contribution to fund an alternative arrangement for the Charnwood area.
- 23 The review of the draft Business Case, attached as Appendix A to this report, encompasses the following areas:
- a) Opportunity to revise the SLAs, to look at any developments in the offer, and/or service efficiencies i.e., consider amalgamating of further services.
  - b) Current financial pressures and cost saving opportunities.

- c) Opportunity for collective smarter procurement practices such as bulk buying and common supplier list.
  - d) Development of more flexible DFG solutions.
  - e) Sharing good practice and process improvement.
  - f) Opportunities to engage in a consistent single dialogue with social housing providers regarding the delivery of home adaptations in their stock to ensure this offer is better aligned with that for homeowners.
  - g) Continued customer insight work to identify service gaps and deliver countywide improvement.
  - h) Improving the self-service offer for practical housing support.
  - i) Embedding a new Assistive Technology offer as part of the Housing MOT.
  - j) Work towards further prevention work with the existing green homes, assistive technology and safe spaces pilots and integration into business as usual.
  - k) Review of the Business Case with Children and Family Services included.
- 24 For this current Business Case proposal, the demand totals for Housing Support Co-ordinators (HSC) cases, Occupational Therapy (OT) cases and DFGs have been evaluated and adjusted based on average service workload for the last four years of operation alongside the population of over 65's for 2020. Population numbers have been included in this refresh as it was included in the demand calculations for the original business case.
- 25 Full demand, activity, performance and financial information is contained within the review document, attached at Appendix C. Demand distribution across the districts remains largely unchanged from the distribution calculated in the November 2018 Business Case refresh.
- 26 Following the start of the Covid pandemic in March 2020, the demand on the HSC service dropped considerably; there was also a small drop-in demand on Technical Officers and an increased demand on Occupational Therapy services (OT). Following the pandemic OT and Technical Officers new demand appears to have returned to their pre-pandemic levels.

### **Options for the Service**

- 27 Based on the data available, it is recommended that the SLAs in place currently are extended for two years with a review at the end of Year Two which will allow further insight into:
- The demand on the County Council OT service following the integration of children and young people's services within the adult OT service.
  - Monitoring the long-term effects of the pandemic on workflow.
  - Gaining a greater understanding of the demand on the OT service following service redesign.
  - Further investigation into the pilot work and their efficiencies on the wider economy.
  - Being able to realise actual savings to adult social care.

- 28 The County Council has requested that the minor adaptations service be fully integrated into the Lightbulb Service, either on the basis of a transfer of service or the service continuing as is, but being funded and co-ordinated through Lightbulb.
- 29 Set out in the table below are the three proposed options for the future of the Lightbulb Service for 2024-2026 following review of the Business Case.

<b>Option</b>	<b>Description</b>
Option 1: Continue baseline model	The Lightbulb Service would continue in its current structure for a year (April 2024–March 2025) and continues to gather data on the pilots and integrate them into the service from 2025 onwards. If the proposal for integration of minor adaptations is approved, plans will be made to integrate minor adaptations to the Lightbulb model from April 2026. Charnwood BC would withdraw from the model, as going forward Blaby District Council will be unable to sustain the current “part in, part out” model.
Option 2: Lightbulb Service incorporates Minor adaptations service	Minor adaptations would be transferred from the County Council into the core Lightbulb model. Charnwood BC withdraws from service model. This would have to be a phased approach over 2024-2026.
Option 3: All in	Minor adaptations would be transferred from the County Council to the core Lightbulb model. Charnwood BC fully adopts the service model. This would be a phased approach between April 2024-April 2026.

- 30 If Charnwood BC withdraws from the model, there are several potential options which each have their own cost implications. These are being considered by finance colleagues but would have a significant impact on the current County Council OT arrangements, which would require a separate service model delivery for Charnwood residents. This would increase costs for the County Council and would have to be found from the current contribution to Lightbulb.
- 31 Given the current financial position, any option which does not include cost savings to the County Council is unacceptable. Option 3 provides the County Council with a fully integrated model covering the whole of the County area and is therefore suggested as the preferred option.

### **Consultation**

- 32 No formal public consultation is needed in connection with the review. However the views of people who use the services and partner agencies have been gathered as part of the Business Case review and are set out in the report, attached at Appendix A.

### **Conclusions**

- 33 The Lightbulb partnership arrangement is one to be celebrated as a nationally recognised model that brings together housing partners and the Local Authority Adult Social Care Occupational Therapy support to the residents of Leicestershire.
- 34 The current arrangements include the delegation of powers to Blaby District Council as the host for the service on behalf of the County Council's Adults and Communities Department.
- 35 The County Council is the major financial contributor to the service, and in addition provides a team of Occupational Therapists to work alongside the Lightbulb staffing.
- 36 The Lightbulb Service has been running since October 2017 and the SLAs are due to be refreshed and signed in April 2024. This provides an opportunity to review service delivery following further health and social care integration, the introduction of additional grants and a new way of working post the pandemic.
- 37 Should Charnwood BC choose not to fully commit or continue to be part of the Lightbulb Service, this would have a significant impact on the Service as the County Council would need to use a proportion of its contribution to fund alternative arrangements for Charnwood BC.

### **Comments from the Adults and Communities Overview and Scrutiny Committee**

- 38 The Adults and Communities Overview and Scrutiny Committee considered the outcome of the consultation on the draft Strategy at its meeting on 6 November 2023.
- 39 The Committee noted and welcomed the Lightbulb Service Business Case and asked that the Cabinet be advised that the Committee unanimously supported Option 3: All in as the preferred approach.
- 40 The Committee also asked that the Cabinet make representation to Government seeking a change in the rules to allow for more flexibility in how local authorities could use DFGs monies to better support residents.

### **Equality Implications**

- 41 The current arrangements have Equality Impact Assessments in place and the final Business Case will include a refresh of all appropriate Impact Assessments.

### **Human Rights Implications**

- 42 There are no human rights implications arising from the recommendations in this report.



### **Other Relevant Impact Assessments**

- 43 Lightbulb brings together resources within local Councils and NHS partners to ensure people can get the right level and type of support at the right time to help prevent, delay or reduce the need for on-going support and maximise their independence.
- 44 DFGs are funded through the Better Care Fund and managed within Lightbulb to encourage areas to think strategically about the use of home adaptations and technologies to support people in their own homes and to take a joined up approach to improve outcomes across health, social care and housing.
- 45 Agreement of a revised Business Case and an agreed future funding model is essential if the Partnership is to continue.

### **Appendices**

- Appendix A – Draft Business Case for Lightbulb Partnership Arrangements 2024-2026 (Draft)
- Appendix B – Lightbulb Business Case for Transforming and Integrating Practical Housing Support in Leicestershire 2016
- Appendix C – Lightbulb Business Case Refresh November 2018

### **Background Papers**

Report to the Cabinet: 10 October 2017 – Delegation of Adult Social Care Functions to Blaby District Council (Lightbulb Programme) – Urgent Action by the Chief Executive <https://politics.leics.gov.uk/ieListDocuments.aspx?MId=4864> (item 52)

Report to the Adults and Communities Overview and Scrutiny Committee on 6 November 2023 “Lightbulb Service Business Case” and minutes of that meeting - <https://politics.leics.gov.uk/ieListDocuments.aspx?CId=1040&MId=7110&Ver=4>

This page is intentionally left blank