



Leicestershire County Council

# Business Case

# Minor Adaptations 2025

## 1.0 Version Control

| <b>Document version</b> | <b>Publication Date</b> | <b>Description of Changes</b> | <b>Modified By</b>                                |
|-------------------------|-------------------------|-------------------------------|---|
| 0.1                     | 24/01/2025              | original                      | Julia Wiggins<br>Katy Griffith<br>Sheila Stirling |
|                         |                         |                               |   |

## 2.0 Decision Process

Governance and decision making within Leicestershire County Council for this paper will be made via DMT, lead member and Cabinet. The paper will also be presented to the Lightbulb Executive board for approval from Lightbulb and for Districts & Borough Councils to take through their own internal governance processes.

## 3.0 Glossary

HET – Housing Enablement Team

D&B – Districts & Boroughs

DFG – Disabled Facilities Grant

DMT – Departmental Management Team

BCF – Better Care Fund

HSC – Housing Support coordinator

LCC – Leicestershire County Council

LLR – Leicester, Leicestershire & Rutland

OT – Occupational Therapist

Partners – all district & borough councils, and Leicestershire County Council

SLA – Service Level Agreement

RRO – Regulatory Reform Order

## 4.0 Executive Summary

This document sets out the benefits and options for transition of Minor Adaptations from Leicestershire County Council to sit with other housing support services under the Lightbulb Service.

Lightbulb started in 2017 and brings together practical housing support for Leicestershire residents into a single delivery mechanism. This forms part of Leicestershire's unified prevention offer and the lead authority responsible for management and delivery of the Lightbulb service is Blaby District Council.

Minor Adaptations provides home equipment and adaptations up to the value of £1000. These services are provided free of charge to residents and do not require financial assessment. The service also manages provision of ceiling track hoists and palliative care stairlifts, again provided without charge to residents. Minor Adaptations is currently funded, managed and run by Leicestershire County Council.

The original Lightbulb Business Case stated that it would bring together a range of practical housing support into a single service providing a proactive, targeted approach. To form this single housing support service; Major Adaptations, DFG applications and stairlift provision have been transferred to sit under the Lightbulb umbrella. The transition of Minor Adaptations would bring all adaptation functions together under one service rather than being split between two providers. This will reduce hand-offs, improve delivery, and save costs as well as improving customer experience by creating one point of contact for all housing issues.

Key Recommendations:

- Transfer of Minor Adaptations and Ceiling Track Hoists into the Lightbulb Service
- Management of all adaptations provision to sit under one service

## 5.0 Background

### 5.1 What is the Minor Adaptations Service

The County Council provide minor adaptations for people with disability under the Care Act 2014. There is a duty to assess and make provision of services that aim to improve quality of life and help people live independently for as long as possible.

Assessment for minor adaptations can be undertaken by suitably trained staff (such as Occupational Therapists, Support workers, Housing Support workers) from Health or Social Care providers.

Minor adaptations are crucial for enabling safe and independent living. They are typically defined as small-scale modifications or installations within the home. These are simple, low-cost items and can be completed quickly without significant structural changes to the property. They cost under £1000 and are provided free of charge. This limit is based on government guidance to ensure that people receive essential support without significant financial burden.

The equipment commonly provided is grab rails, additional stair rails, keysafes, half steps, ramps, and external railings. Most works require a carpenter/joiner or builder to install or less frequently can be plumbing or electrical, such as replacing taps with lever taps or installing additional lighting for people with a visual impairment.

Ceiling track hoists (CTHs) are provided to support people and their carers for safe moving and handling. CTHs are usually provided where the home environment (structure, fittings, or fixings) prevents the use of a mobile hoist or where they can facilitate more person-centred care. The costs vary according to the level of complexity involved in the installation.

The Minor Adaptations Service receives all requests for minor adaptations and ceiling track hoists and makes the necessary arrangements for the completion of the requested works. This includes forwarding requests for adaptations in council properties and social housing to the relevant provider.

## 5.2 Current Minor Adaptations delivery model

Currently, Minor Adaptations and Ceiling Track Hoists are accessed via the customer service centre front door and delivered by Leicestershire County Council. There are 5 main areas of work:

| Area of work                                    | Description   |
|---|---|
| Requests for new minor adaptations              | Grab rails, stair rails, half steps etc. This comes with a Framework of contractors to provide equipment and works required. Priority off-the-shelf products such as grab rails, and key safes are fitted by a team of in-house technicians. Delivery of adaptations in council properties and social housing is the responsibility of the individual provider. These requests are forwarded on to the relevant organisations for completion under their own processes. Current framework contract ends June 2025 with an option to extend for 2 x 12-month periods |
| Palliative care stairlifts                      | The main stairlift contract now sits with Lightbulb however palliative care stairlift requests are still processed and provided through minor adaptations. This has its own contract separate from the main framework.  |
| Ceiling track hoists                            | These are currently provided free of charge to residents and have a separate contract to the main framework. Under the current contract the ceiling track hoists include a 5-year servicing and repair plan. Current contract end date is August 2026.  |
| Community Furniture Moves                       | Small number of furniture moves to facilitate equipment such as hospital beds or transfer to downstairs living. Currently completed by in house technician team   |
| Servicing and maintenance of historic equipment | Historic contracts for servicing and maintenance of equipment that was provided prior to the introduction of Lightbulb. (ceiling track hoists, stair lifts, Through floor lifts etc.). Any Ceiling Track Hoists installed prior to a transfer to Lightbulb would also fall under this category and LCC would continue to provide 5 years of servicing and maintenance in line with the installation contract.   |

Table 1: Description of work delivered by the Minor Adaptations Team under LCC

The number of furniture move requests received by the Minor Adaptations team is minimal. There are occasionally requests for furniture moves to facilitate hospital discharges however it has been identified that Lightbulb's HET service already has provision in place to meet these requests. No service to facilitate furniture moves related to hospital discharges would need to be included in the transfer of services to Lightbulb as this need is already met by the HET team. The small number of community furniture move requests that are received are currently addressed using the in-house technician team at LCC due to the high priority nature of the referrals. This work could be completed using a provider on the main minor adaptation framework.

The servicing and maintenance of historic equipment has its own contract and the number of pieces of equipment requiring input is gradually reducing as equipment is no longer needed. No new pieces of equipment would be added to this contract if Ceiling Track Hoist provision was transferred. It is therefore expected that this contract will not be needed indefinitely, and it is not proposed to transfer this work across to Lightbulb. Provision of palliative care stairlifts is made using a small number of historic pieces of equipment which, once uninstalled, are kept in stock and provided as needed. As this falls within the historic equipment element of Minor Adaptations it will also remain under LCC and is not proposed for transfer to Lightbulb.

The areas of work discussed within this business case will therefore be requests for new minor adaptations (including community furniture moves) and Ceiling Track Hoists.

### 5.3 Staffing Structure

The current staffing structure within LCC consists of two small teams of staff. One team is a team of staff responsible for the administration and processing of Minor Adaptations requests. This team is comprised of the following roles

| ROLE                        | DESCRIPTION  | FTE  | GRADE & SALARY BRACKET      |
|-----------------------------|--|------|-----------------------------|
| Senior Adaptations Officer  | The Senior Adaptations Officer has a hands-on versatile role. They are responsible for leadership and direction of service delivery. Daily they ensure the team can complete their required tasks in a timely manner. They act as a liaison between the team and other departments/partners and are responsible for responding to compliments and complaints   | 1    | Grade 10<br>£33,060-£36,660 |
| Minor Adaptations Assistant | Minor Adaptations Assistants are responsible for the administration of all minor adaptations' requests. This can include liaising with prescribers, contacting customers, placing orders with contractors/technicians/suppliers, monitoring job completions, updating care records, raising loan agreements, and accessing financial systems to process payments. Individuals focus of work is determined by the Senior Officer based on the needs of the service. | 4.91 | Grade 6<br>£23,898-£24,300  |

Table 2: Job Role description for Minor Adaptations Staff

Minor adaptation requests received into the Customer Service Centre from Health or Social Care prescribers are screened by qualified therapists to ensure the request is meeting a clinical need. Once this has been established, they are forwarded to the Adaptations team to process. The team review referrals and determine whether provision of the requested equipment is within the criteria for provision (this is not a clinical challenge but criteria for equipment). Where the item(s) requested are not within the scope of the service they will liaise with the prescriber and offer advice on alternative solutions or inform on criteria.

Referrals from other agencies (i.e. Vista) and the handy person are taken over the telephone. This enables the adaptations team to ask probing questions about the identified need, help the referrer understand criteria and make a decision as to whether the need can be met by the service.

Requests for major equipment (i.e. Ceiling Track Hoist) are assessed for and approved by the Occupational Therapy team. Once this is done the Adaptations team order the equipment and process the loan agreements.

The second team is a team of technicians. The technician team install priority off the shelf minor adaptations equipment such as grab rails, key safes, half steps etc. These products could also be delivered using contractors on the framework however LCC uses an in-house technician team to allow for more control and prioritization for urgent cases. This team is comprised of the following roles:

| ROLE                  | DESCRIPTION   | FTE | GRADE & SALARY BRACKET     |
|-----------------------|---|-----|----------------------------|
| Technician Supervisor | Provide support, advice, and guidance to technicians on works and equipment being installed.<br>Installation of off-the-shelf minor adaptation equipment. Measurement, construction, and installation of stair rails. | 1   | Grade 8<br>£26,427-£28,776 |
| Technician            | Installation of off-the-shelf minor adaptation equipment. Measurement, construction, and installation of stair rails.   | 4   | Grade 7<br>£24,708-£25,983 |

Table 3: Job Role description for Technician Team

## 5.4 Delivery Costs

The budget for the last year of delivery (April 23-March 24) of Minor Adaptations in its current model is outlined in the table below. The rows for staff include on costs.

| ITEM  | BUDGET            |
|---|-------------------|
| Main Framework Contract for new Minor Adaptations               | £482,000          |
| Ceiling Track Hoists including Installation, Repairs & Removals | £161,000          |
| Adaptations Team Staff  | £217,000          |
| Technician team Staff   | £196,000          |
| Technician team Minor Adaptations Equipment                     | £52,000           |
| Technician Team Buildings & Vehicles                            | £50,000           |
| <b>TOTAL COST</b>   | <b>£1,158,000</b> |

Table 4: 2023-2024 Budget for Minor Adaptations including on costs for staffing



## 5.5 Demand

To show demand levels through the Minor Adaptations service, data has been gathered for the last 2 full financial years (April 2022-March 2023 & April 2023- March 2024). The table below shows the total number of Minor Adaptations referrals received across the two years and is broken down to show the demand distribution across districts.

| DISTRICT                                   | REFERRALS RECIEVED<br>22-23<br>(% of total in brackets) | REFERRALS RECIEVED<br>23-24<br>(%of total in brackets) | NUMBER OF REFERRALS<br>RECIEVED OVER 2<br>YEARS<br>(%of total in brackets) |
|--|---|--|--|
| Blaby District Council                     | 525<br>(14%)  | 639<br>(15%)   | 1164<br>(15%)  |
| Charnwood Borough Council                  | 1031<br>(28%)   | 1177<br>(28%)  | 2208<br>(28%)  |
| Harborough District Council                | 368<br>(10%)  | 437<br>(10%)   | 805<br>(10%)   |
| Hinckley & Bosworth Borough Council        | 629<br>(17%)  | 667<br>(16%)   | 1296<br>(17%)  |
| Melton Borough Council                     | 270<br>(8%)   | 290<br>(7%)  | 560<br>(7%)  |
| North West Leicestershire District Council | 467<br>(13%)  | 562<br>(13%)   | 1029<br>(13%)  |
| Oadby & Wigston Borough Council            | 370<br>(10%)  | 411<br>(10%)   | 781<br>(10%)   |
| <b>TOTAL:</b>                              | <b>3660</b>   | <b>4183</b>  | <b>7843</b>  |

Table 5: Demand distribution of Minor Adaptations Referrals across districts & boroughs

There has been a 14% increase in total demand in the second year however the demand distribution across D&Bs appears to have remained fairly stable. It is worth noting that this data shows the number of referrals received by the minor adaptations team. However, within a single referral there may be multiple pieces of work. For example, one referral could be for a Ceiling Track Hoist and a key safe. Also, not all referrals received will require processing by the Minor adaptations team. Referrals for council/social housing properties are the responsibility of

that provider and are forwarded on to the relevant organisation by the Minor Adaptations team.

In comparison to other Minor Adaptations work the number of Ceiling Track Hoist referrals are relatively low. The demand distribution across districts for the past two financial years is shown in Chart 1. There is a degree of variability within districts between the years, however there is no consistency as to whether between years the demand increases, decreases or remains relatively stable. The largest increase in demand is an additional 6 referrals for Harborough & North West Leicestershire and the largest decrease is a reduction of 9 referrals in Melton.

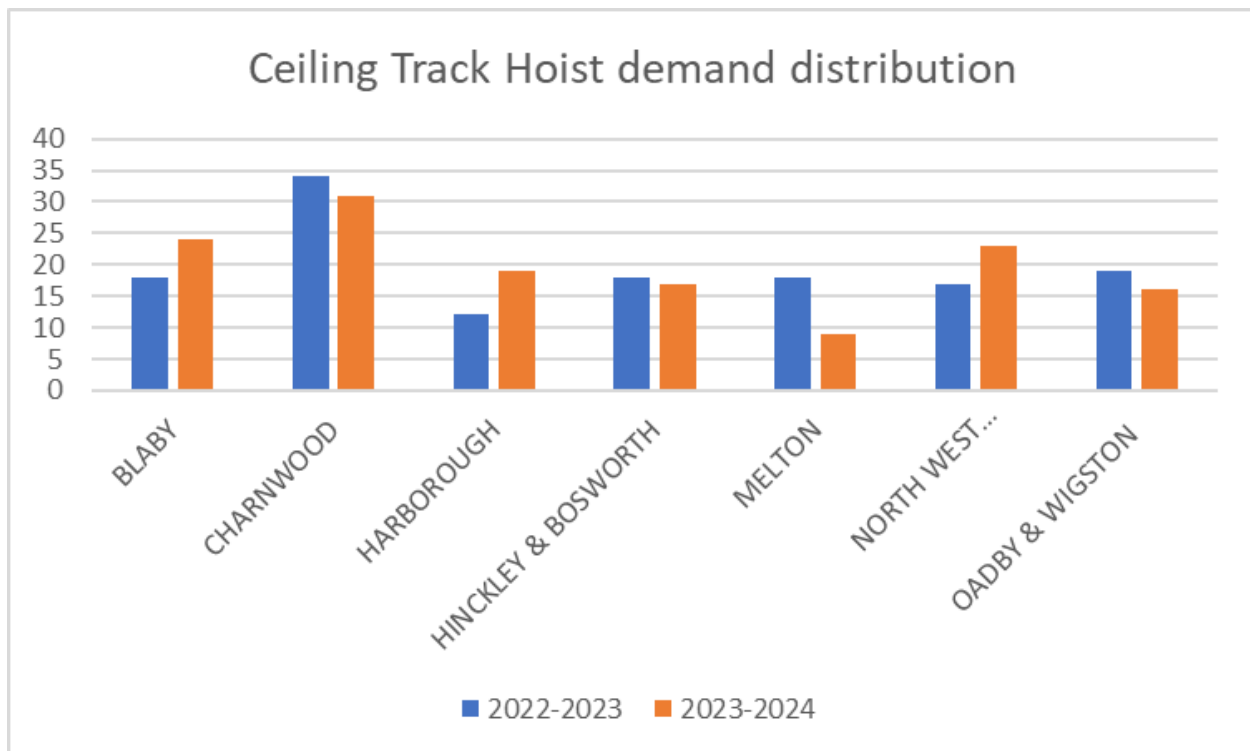


Chart 1: Number of New Ceiling Track Hoist Referrals

A large number of the referrals received by Minor Adaptations contain work which is currently completed by the team of in-house technicians. 68% of referrals received by the service included work completed by Technicians. The graph below demonstrates that again the demand distribution between D&Bs of technician work remains consistent across a 2-year period.

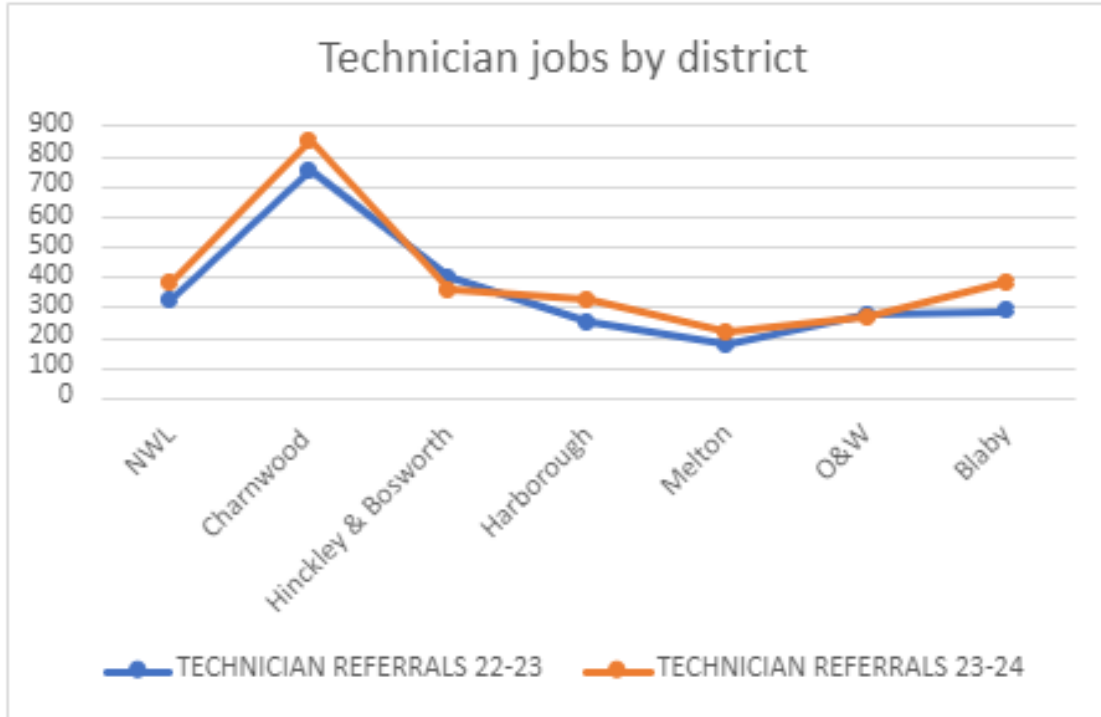


Chart 2: Demand Distribution for work completed by Technician Team

The data gathered for demand levels through Minor adaptation show that whilst demand levels across different elements of the service have fluctuated over time the distribution of that demand across the Districts & Boroughs remains consistent.

Appendix A contains a more detailed breakdown of demand data for different areas of the minor adaptations service including demand by tenure.

## 6.0 Aims, Benefits & Success Factors

### 6.1 Shared Aims

Minor Adaptations and the Lightbulb Service share many of the same aims regarding keeping people safe and independent in their own homes for as long as possible. The integration of Minor Adaptations into the Lightbulb Service would also help to meet several of Lightbulb's strategic aims.

| Lightbulb Strategic Aims   | How integration of Minor Adaptations contributes to this aim   |
|--|--|
| <b>A single access point for a range of practical housing support, advice, information and self-help/service options for residents and professionals alike.</b>              | Bringing all adaptation services to sit under one provider with a single access point  |
| <b>Improvements to the client journey; making services easier to access and navigate whilst ensuring provision is timely and appropriate.</b>                                | Bringing all housing related services to sit under one service makes initial access and customer journey through services smoother with fewer delays   |
| <b>Efficient, cost-effective service delivery by capitalising on economies of scale, more effective working practices, and improved processes to create greater capacity</b> | Having all adaptation services sat under one provider minimises handoffs making service delivery more efficient, timely and cost effective   |
| <b>Helping to facilitate keeping people in their homes for longer and live independently. Reducing care home placements or demand for other social care services.</b>        | Minor adaptations are low-level, low-cost interventions which can be brought in as a preventative step to avoid crisis points, maintain people’s independence and prevent escalation of care and support needs |
| <b>Avoidance of unnecessary hospital admissions/readmissions or GP visits and facilitating timely hospital discharge.</b>  | Provision of minor adaptations can help to reduce falls risk and ensure that people are able to complete their activities of daily living to maintain their health and wellbeing with reduced risks.           |

Table 6: Summary of how Integration of Minor Adaptations contributes to Lightbulb strategic aims

## 6.2 Anticipated Benefits

The transfer of Minor Adaptations to sit within the Lightbulb model contributes to the goal of a fully integrated housing service for residents of Leicestershire. This will provide benefits through improved customer experience and service delivery, improved efficiency and resource optimization and improved data and analytics to inform strategic planning and decision making.

A fully integrated housing service will lead to improved customer experience and service delivery. Access to services will be streamlined with a centralised service point for all housing needs. This will reduce confusion and improve ease of access for both residents and referring professionals. Integrating Minor Adaptations will also allow for better co-ordination across services enabling timely, targeted, and holistic interventions, and leading to improved customer satisfaction and outcomes.

There are also improvements to efficiency to be achieved as the integration of Minor Adaptations into the main Lightbulb model will reduce hand-offs between teams. Not only should this improve delivery times, but it also allows for resource optimisation; reducing

duplication of tasks and allowing for more efficient use of resources including staff, time, and funding.

Transfer of Minor Adaptations should also benefit Lightbulb by providing them with more comprehensive data regarding the provision of housing support in Leicestershire. This can be used to create a fuller picture of gaps, needs and trends allowing more informed analytics for prediction of future demand, strategic planning and decision making.

## 7.0 Financial Case

### 7.1 Disabled Facilities Grants (DFG) & Proposed Funding Approach

The Housing Grants, Construction and Regeneration Act 1996: Part 1 as amended by the Disabled Facilities Grant (DFG) Order 2008 states that the local authority has a statutory duty to provide adaptations to homes for disabled people. Funding for these adaptations is provided through a DFG.

Disabled Facilities Grants are a government-funded grant that help people with a disability make necessary adaptations to their homes to improve accessibility and independence. It is a means tested grant (except for children) available to homeowners, tenants, and some landlords. Using DFG is key in ensuring a person's home environment does not adversely impact on their ability to live the lives they want to and in ensuring individuals can be supported to remain living at home.

The Regulator Reform (Housing Assistance (England and Wales) Order 2002 allows Local Housing Authorities to extend the level of assistance provided under the DFG to support disabled people of all ages. These powers are intended to allow greater flexibility and discretion in delivering works by enabling local housing authorities to offer their own, locally tailored financial assistance.

By publishing a housing assistance policy under the RRO the housing authority can use DFG more flexibly. The ring-fenced DFG funding is provided annually by the government through the Better Care Fund (BCF), and the funding must be spent in accordance with the local BCF plans. The DFG funding may be spent in three ways: in accordance with mandatory DFG approvals, providing assistance in accordance with the locally published Housing Assistance Policy or for other agreed social care capital funding projects.

The delivery of minor adaptations could be made under provisions of an RRO as this work improves living conditions for people. Minor adaptations and handyperson work under the RRO would provide a non-means tested, financial assistance for adaptations in the home. This would enable people with disabilities to maintain living safely in their own home; would support

hospital discharges, prevent admission to care environments (Hospital/Care homes) enabling people to be safely cared for at home.

The current housing assistance policy “Lightbulb Assistance Policy 2019 – 2024”

<https://www.blaby.gov.uk/media/mhcduznr/lightbulb-regulatory-reform-policy-v7.pdf> makes provision for the funding of Ceiling Track Hoists. This would be subject to a DFG application and financial testing. The outcome of this provision is to:

- ensure disabled occupants live in suitable accommodation to enable them to live as independently as possible.
- Support carers in their role.
- Reduce need for long term double up carers.

Whilst provision of Ceiling Track Hoists/Major equipment under the RRO has been in place since 2019, this element of the policy has not been used.

DFGs are capital grants provided through the Better Care Fund (BCF) and used to contribute to the cost of home adaptations, the purpose of which is to aid in the restoration or enablement of independent living, privacy, confidence and dignity for individuals and their families. The aim of DFGs is to result in fewer people staying in hospital unnecessarily or moving to residential care prematurely. DFGs are available for people of all ages and all housing types, be it, owner occupied, private let, social or council landlord. Included in disabled eligibility are autistic people, those with mental health condition, physical disability, cognitive impairment, and progressive conditions. It also includes those who suffer with age related illness or terminal illness.

DFG funding can be spent in 3 ways:

- Approving DFGs in accordance with Housing Grants, Construction and Regenerations Act 1996.
- Providing housing assistance- follow local Housing Assistance Policy guidance under Regulatory Reform Order (RRO) powers.
- Using a portion of the DFG funding for other social care capital funding purposes; this needs to be agreed between the county and district councils. It must be in accordance with BCF Policy Framework and Planning requirements. This should only be the case if projects are likely to reduce the overall demand for DFGs.

Based on the criteria above, the capital element of minor adaptations would be an acceptable use of DFG money. This would include ceiling track hoists, the main framework contract and equipment provision. Job descriptions for the Minor Adaptations team roles have been provided to Lightbulb and a view has been requested about whether any aspect of the staffing cost could be capitalised for DFG as is proposed for HSC roles in the Lightbulb business case. Any staffing costs that cannot be capitalised would continue to be met by LCC.

Due to time constraints, it has not been possible to evaluate whether transfer of staff would be required for Lightbulb to deliver Minor Adaptations. If the transfer of staff was needed it would be completed via a TUPE process. It is proposed that the DFG money from Districts and Boroughs is used to contribute towards the cost of the Minor Adaptations Framework through use of the RRO as discussed above.

For the provision of Ceiling Track Hoists the proposal is to transfer the function directly out to districts and boroughs. Ceiling track hoist provision would then fall under their own DFG spending. Districts and Borough would not be asked to contribute a determined amount to a separate pot for Ceiling Track Hoist provision. Instead, funding for each Ceiling Track Hoist would be accessed through standard DFG applications with Money coming out of each district/borough's allocated DFG budget. This would copy the approach that was used when stairlift provision was transferred to Lightbulb. Historic demand data.

## 7.2 Distribution of costs

The cost of delivering Lightbulb is split between Leicestershire County Council and all District and Borough Councils. The distribution of costs was calculated during the Lightbulb Pilot in 2017-18. It is based upon demand distribution across Districts and Boroughs, and County Council Functions that were transferred for delivery under Lightbulb.

These calculations determined that LCC currently contributes 46% of the total cost of Lightbulb excluding the costs of pilot projects which are top sliced from DFG allocations. In the new proposed Lightbulb Model LCC will not contribute towards the cost of case workers. Based on the assumption that all partners buy fully in to the Lightbulb model the remaining 54% costs are divided between the districts and boroughs as follows

| AUTHORITY                                  | % OF REMAINING COSTS |
|--|----------------------|
| Blaby District Council                     | 14%                  |
| Charnwood Borough Council                  | 24%                  |
| Harborough District Council                | 14%                  |
| Hinckley & Bosworth Borough Council        | 17%                  |
| Melton Borough Council                     | 8%                   |
| North West Leicestershire District Council | 14%                  |
| Oadby & Wigston Borough Council            | 9%                   |

Table 7: Cost distribution between District and Borough Councils for funding of the 54% of Lightbulb costs not met by LCC

As can be seen in the demand distribution table (Table 5 page 9) the district/borough demand distribution for total minor adaptations referrals closely reflects the district/borough cost distribution already set by Lightbulb.

It is proposed that the same district/borough distribution of costs is applied to fund Minor Adaptations with LCC contributing 46% of costs and the remaining 54% of costs being split, as per the above ratios.

## 8.0 Options

In the cost & option comparisons below staffing numbers have not been included. Due to time constraints, we are unable to confirm at this point what staffing level would need to be retained by LCC for historic equipment servicing and palliative stairlift provision. It is also unknown whether Lightbulb would be able to absorb Minor Adaptations delivery into their current staffing structure or if staff transfer would be needed. Transfer of staff from LCC to Lightbulb would require a HR action plan. If this resulted in the transfer of staff this would be done via a TUPE process. As discussed above a view has been sought from Lightbulb about whether any portion of the staffing cost could be capitalised for DFG. Any cost that can be capitalised would be split across Districts and Boroughs using the same distribution as the main framework funding. Any staffing cost that was not able to be capitalised would be met by LCC.

Since staffing levels cannot be determined or fully costed at this point it is requested that agreement is given for the approach to staff funding with the understanding that total numbers and costing would be determined as part of the implementation process.

### 8.1 Option 1: Minor Adaptations provision remains under Leicestershire County Council

The first option is for Minor Adaptations to remain outside of the integrated housing service model delivered by Lightbulb and to remain under Leicestershire County Council. This would mean that housing services for Leicestershire are unable to be fully integrated into a single service delivery model. The Leicestershire County Council Service delivery model comprises the following elements.

- A framework of contractors to deliver Minor Adaptations work. The annual LCC budget for this framework is £482,000
- A contract for provision, installation and 5-year servicing of Ceiling track hoists. The LCC annual budget for Ceiling Track Hoists is £161,000
- A team of in-house technicians able to provide high priority/urgent work. The LCC staffing budget for the technician team is £196,000. The Technician team also has work vehicles and a building which is rented by LCC for equipment storage and for use as a workshop to complete custom items such as stair rails. The annual budget for the building and Vehicles is £50,000. The technician team fit the same minor adaptation



equipment that is fitted by contractors on the framework. The annual budget for equipment fitted by the technicians is £52,000

- Minor adaptations staff to support processing and administration related to Minor Adaptations. The annual budget for this team is £217,000

**Costs:**

| ITEM  | COST              |       |           |            |                     |        |                 |                           |
|---|-------------------|-------|-----------|------------|---------------------|--------|-----------------|---------------------------|
|   | LCC               | BLABY | CHARNWOOD | HARBOROUGH | HINCKLEY & BOSWORTH | MELTON | OADBY & WIGSTON | NORTH WEST LEICESTERSHIRE |
| Main Framework Contract for new Minor Adaptations | £482,000          |       |           |            |                     |        |                 |                           |
| Ceiling Track Hoists                              | £161,000          |       |           |            |                     |        |                 |                           |
| Minor Adaptations Team Staff                      | £217,000          |       |           |            |                     |        |                 |                           |
| Technician team staff                             | £196,000          |       |           |            |                     |        |                 |                           |
| Technician Team Minor Adaptation Equipment        | £52,000           |       |           |            |                     |        |                 |                           |
| Technician Team Building & Vehicles               | £50,000           |       |           |            |                     |        |                 |                           |
| <b>TOTAL COST</b>                                 | <b>£1,158,000</b> |       |           |            |                     |        |                 |                           |

Table 8: Cost total and distribution for delivery of Minor Adaptations under the existing Leicestershire County Council service model

### Risks, Mitigations, assumptions & dependencies:

Detailed below are the risks, mitigations, assumptions, and dependencies for this option.

| Risks & Mitigations   | Assumptions & Dependencies |
|---|----------------------------|
| <ul style="list-style-type: none"> <li>• With Services remaining siloed the customer journey is more fractured and confusing with a higher number of hand offs leading to increased delivery times</li> <li>• With Minor Adaptations sitting outside of the Lightbulb offer of HSC assessment and housing MOT's customers are less likely to receive a holistic assessment which identifies potential problems earlier allowing for preventative actions to prolong an individual's independence.</li> <li>• Without integration of minor adaptations into the Lightbulb delivery model the funding required from LCC provides far less value for money putting future service delivery through this model at risk</li> </ul> |                            |

Table 9: Risks, Mitigations, Assumptions and Dependencies for Minor Adaptations remaining under full LCC provision

### Implementation Feasibility:

The following areas of feasibility have been considered in relation to the above option.

**Financial Feasibility:** Without integration of Minor Adaptations, the amount of funding required from LCC to support the Lightbulb Model provides significantly less value for money. The cost savings achieved by outsourcing services into the Lightbulb delivery model are greatly reduced under the increased amounts requested in the most recent Lightbulb business case and without integration of Minor Adaptations the financial feasibility of continuing to support this model of service delivery would need to be closely examined.

**Operational Feasibility:** Continuing to keep Minor Adaptations in a separate delivery model to other housing services offers no operational benefits. It increases the number of hand-offs required to complete referrals, increases the risk of duplication, and creates inefficient use of resources.

The continuation of the existing operational delivery model for Minor Adaptations does not fit with Lightbulb or Leicestershire County Councils Strategic aims and is not an economical use of resources and funding. It is therefore not a viable option for consideration.

## 8.2 Option 2: Full Minor Adaptations & Ceiling Track Hoist delivery transferred to Lightbulb.

### Description:

In this option it is proposed that delivery of Minor Adaptations & Ceiling Track Hoists moves fully under the Lightbulb model. How these services are delivered is up to Lightbulb however if they were to use the same model as Leicestershire County Council this would require the following elements:

**Main Framework:** A Framework of contractors will be required to deliver Minor Adaptations work. The LCC budget for this framework is £482,000. It is proposed that this cost is split across partners using the same cost distribution as the main Lightbulb funding. LCC would therefore fund the first 46% of the cost and the remaining cost to districts and Boroughs would be met using DFG money through the RRO.

**Ceiling Track Hoists:** It is proposed that Ceiling Track Hoist provision is moved to sit under each individual District & Borough. This would mirror the approach taken when provision of stairlifts was transferred to Lightbulb. Ceiling Track Hoists would then be funded through DFG applications from each district and borough. The LCC budget for ceiling track hoists is £161,000.

**Technician Team:** The in-house technician team are not essential for delivery of the Minor Adaptation service as they do the same work as the contractors on the framework. Lightbulb could choose to remove this element and use just a main framework of contractors however it would mean less control over delivery times for priority work. If Lightbulb decided they would like to retain the use of technicians there are several options they could use. The first would be to consider whether existing technician roles in the districts and boroughs are comparable and have capacity to absorb additional minor adaptation work. If there is not capacity or required skills in existing roles then technician roles could be transferred via TUPE process from LCC. Any staffing costs which cannot be capitalised would continue to be met by LCC.

**Minor Adaptations Staff:** The administration and processing tasks related to Minor Adaptations are currently met by a small Minor Adaptations team however as with the above technician roles Lightbulb could assess whether these tasks could be absorbed into existing Lightbulb Roles. If additional staffing is required, then this would again be supported by transfer of staff through a HR action plan and TUPE process with any costs that cannot be capitalised continuing to be met by LCC.

## Costs:

Shown in the table below are the anticipated costs for partners with this option based upon the budget from 2023-2024. The cost listed against the main framework has been calculated using the same cost distribution percentages as used in the main Lightbulb funding model.

The cost next to Ceiling Track Hoists is the anticipated DFG spend on ceiling track hoists for each District & Borough based on the percentage of the budget spent by each district/borough in 2023/24. The actual amount spent by each district/borough council will differ from this amount depending on the actual annual demand.

There is a line included for minor adaptation equipment provided by technicians to show the value of equipment which may need to be delivered under priority time frames. If a delivery model without a technician team was adopted this Minor Adaptation equipment provision and its associated spend would still occur but under the main framework contract. The cost has therefore been divided using the same approach as the main framework contract. If the transfer of technician staff is wanted, further discussion would be required about the wider costs required to support this team. At this point it is unknown if any staff transfer would also need to include workshops/vehicles.

| ITEM  | COST       |          |         |           |            |         |         |         |         |
|---|------------|----------|---------|-----------|------------|---------|---------|---------|---------|
|   | TOTAL COST | LCC      | BLABY   | CHARNWOOD | HARBOROUGH | H&B     | MELTON  | NWL     | O&W     |
| Main Framework Contract for new Minor Adaptations | £482,000   | £221,720 | £36,439 | £62,468   | £36,439    | £44,248 | £20,823 | £36,439 | £23,426 |
| Technician minor adaptation equipment             | £52,000    | £23,920  | £3,932  | £6,740    | £3,932     | £4,774  | £2,247  | £3,932  | £2528   |
| Ceiling Track Hoists                              | £161,000   | £0       | £23,989 | £40,733   | £24,633    | £16,744 | £12,075 | £21,091 | £21,735 |
| <b>TOTAL SPEND</b>                                | £695,000   | £245,640 | £64,360 | £109,941  | £65,004    | £65,766 | £35,145 | £61,462 | £47,689 |

Table 10: Distribution of costs (excluding Staff) if Minor Adaptations and ceiling track hoist provision transfer to Lightbulb and use the same service delivery model as LCC.

## Benefits:

This option contributes to the goal of a fully integrated Housing service for residents of Leicestershire. It brings all adaptations services together under the single service of Lightbulb,

contributing to Lightbulb’s strategic aim of a single point of access for practical housing support for both residents and professionals. Detailed in the table below are the anticipated benefits of this option for residents of Leicestershire, Lightbulb, and the wider integrated system.

| CUSTOMERS/RESIDENTS   | LIGHTBULB   | THE WIDER SYSTEM   |
|---|---|--|
| Simplified journey through a single point of access so that they do not need to navigate multiple departments and organisations | Better co-ordination & control across different housing services enabling timely and targeted interventions   | Reduced confusion with a single point of access for housing issues making it easier for referring professionals and partner organisations to help residents access the right support at the right time |
| Receive consistent communication and information from one source reducing confusion   | Improved data gathering. Inclusion of all adaptations services will allow Lightbulb to build comprehensive data sets. This will create a fuller picture of demand, gaps, needs and trends to better inform future service design and delivery               | Resource optimisation through reduction of hand-offs and duplicated tasks  |
| Faster resolution of issues due to reduced hand-offs  | Helps Lightbulb to achieve their strategic aims of creating a single point of access for housing support, making services easier to navigate, helping people to remain independent and safe in their own homes and avoiding unnecessary hospital admissions |  |

Table 11: Benefits for transfer of Minor adaptations and ceiling track hoists to Lightbulb

## Risks, Mitigations, Assumptions & Dependencies:

Detailed below are the risks, mitigations, assumptions, and dependencies for this option.

| Risks & Mitigations  | Assumptions & Dependencies   |
|--|--|
| This requires DFG spend by districts and boroughs and not all areas have underspend to accommodate the additional spend. This means some councils may end up requiring revenue to deliver DFG requests | Assumption that all partners accept the new Lightbulb business case proposal and integrate fully into the Lightbulb Delivery Model |

Table 12: Risks, Mitigations, Assumptions and Dependencies for Minor Adaptations & ceiling track hoists transferring fully to Lightbulb

## Implementation Feasibility:

The following areas of feasibility have been considered in relation to the above option.

**Financial Feasibility:** The anticipated cost and cost distribution across partners has been calculated and shared above. Whilst this option does require additional DFG spend from districts & boroughs it is believed that this is a reasonable cost for partners to absorb. LCC remains the largest single funder of the service.

**Operational Feasibility:** In terms of resource requirements for delivery of Minor Adaptations there are several options available to Lightbulb including the option to absorb the work without additional staffing or for staff to be transferred from LCC via TUPE process. Procurement of a Framework of contractors is included in the costing of the option.

**Technical Feasibility:** This option should not require integration of technical systems as Lightbulb already uses the LAS system currently used by Minor Adaptations. Some training may be required for Lightbulb in how Minor Adaptations work is processed and recorded through the system. Lightbulb could also choose to process referrals through their own systems. However, this may require additional work to look at how referrals coming into the LCC customer service center are transferred to a separate system.

**Time Feasibility:** Transfer of Minor Adaptations would require Blaby District Council and Lightbulb to procure a framework of contractors for delivery of Minor Adaptations work. This is likely to take a minimum of 6 months. This would mean the current LCC contract would have passed its current closure date (June 2025). There is the option to extend this contract for an additional year and there is no minimum spend on the contract so at the point where services transfer to Lightbulb, LCC would simply not put any further work through the framework until its closure in June 2026. There would be no additional charges to LCC for this.

**Stakeholder Support:** This option aligns with Lightbulb strategic aims and the integration of Minor Adaptations under Lightbulb was always part of the long-term plan when Lightbulb was developed. The option requires DFG spend from districts and boroughs which may be of concern to areas without an underspend as it will reduce the DFG funds they have available to meet other DFG work demands. Integration of Minor Adaptations will, however, increase their control in how adaptations services are delivered and structured. This will allow them to better tailor services and resources to their own areas and needs.

### 8.3 Option 3: Pilot of new funding structure and delivery model for Minor Adaptations & Ceiling Track Hoists

#### Description:

This option proposes a pilot period during which the new funding model is adopted but initially the delivery and staffing remain under LCC. This would allow an opportunity for the sustainability of the proposed funding model to be tested whilst allowing Lightbulb time to consider the options for integrated service delivery models, including staffing requirements. It is proposed that during the pilot Lightbulb establish a proposal for a delivery model and pilot this within a small number of districts. Any staffing transfer required for piloting of a delivery model could be arranged through secondments.

**Main Framework:** Within this option LCC would opt to extend their existing Framework contract (current end date June 2025 but option to extend for 2 x 12-month periods) and use this, as it is currently, to source completion of required works. This framework could also be used when piloting any changes to the delivery model as the work required by the contractors would not change. The annual budget would be funded by all partners with LCC contributing the first 46% of costs and the remaining 54% being split across districts and boroughs using the existing Lightbulb pay splits. As this would be a pilot it is proposed that the funds from districts and boroughs could be top sliced and retained by LCC prior to DFG allocation.

**Ceiling Track Hoists:** It is proposed that for the duration of the pilot period Ceiling Track Hoist provision is transferred out to Districts and Borough as proposed in Option 2. This does not require calculation of any upfront cost contributions as each council's spending will be determined by the referrals they receive and accept. Estimated annual costs can be given using the previous percentage of the budget spent for each district/borough.

**Technician team:** Technician team to remain in place under LCC for the duration of the pilot to continue to provide priority responses where needed. The cost of Minor Adaptations equipment provided by the technician team will be added to the total for the main framework cost and be included in the amounts top sliced by LCC. All other elements of delivery through the technician team, including staffing, buildings, and vehicles, will remain funded by LCC for the duration of the pilot.

**Minor Adaptations Team:** The existing staff structure will be retained to facilitate continuation of the existing delivery model throughout the pilot. For the duration of the pilot the staffing costs for this team would be met by LCC. Any additional staffing requirements for the piloting of delivery models could be addressed using secondment contracts.

## Costs:

Shown in the table below are the anticipated costs for partners with this option. The spend listed against the main framework and technician equipment has been calculated using the same cost distribution percentages as used in the main Lightbulb funding model. These are the amounts it is proposed are top sliced and retained by LCC from DFG funds prior to distribution.

In Option 2 there may be some additional, currently unknown, staffing costs depending upon the delivery model adopted and whether Minor Adaptations staff roles can be capitalised. In this option staffing and technician service delivery will continue in their current delivery models and the associated costs will be met by LCC for the duration of the pilot. Staffing costs have therefore been included in this costing table.

| ITEM  | COST              |                 |                |                 |                |                |                |                |                |
|---|-------------------|-----------------|----------------|-----------------|----------------|----------------|----------------|----------------|----------------|
|   | TOTAL COST        | LCC             | BLABY          | CHARNWOOD       | HARBOROUGH     | H&B            | MELTON         | NWL            | O&W            |
| Main Framework Contract for new Minor Adaptations | £482,000          | £221,720        | £36,439        | £62,468         | £36,439        | £44,248        | £20,823        | £36,439        | £23,426        |
| Technician minor adaptation equipment             | £52,000           | £23,920         | £3,932         | £6,740          | £3,932         | £4,774         | £2,247         | £3,932         | £2528          |
| Ceiling Track Hoists                              | £161,000          | £0              | £23,989        | £40,733         | £24,633        | £16,744        | £12,075        | £21,091        | £21,735        |
| Minor Adaptations team staff                      | £217,000          | £217,000        |                |                 |                |                |                |                |                |
| Technician Team Staff                             | £196,000          | £196,000        |                |                 |                |                |                |                |                |
| Technician team buildings & vehicles              | £50,000           | £50,000         |                |                 |                |                |                |                |                |
| <b>TOTAL SPEND</b>                                | <b>£1,158,000</b> | <b>£708,640</b> | <b>£64,360</b> | <b>£109,941</b> | <b>£65,004</b> | <b>£65,766</b> | <b>£35,145</b> | <b>£61,462</b> | <b>£47,689</b> |

Table 13: Distribution of costs for the duration of a pilot period

## Benefits:

The intention is that this pilot would lead into a full integration of Minor Adaptations & ceiling track hoists into the Lightbulb delivery model. The benefits from option 2 regarding full



integration therefore also apply to this option. The other benefits to this option and the addition of a pilot period are as follows:

- An opportunity to test the sustainability and impact of the proposed funding model
- Additional time to allow Lightbulb an opportunity to conduct a thorough review, evaluation, and pilot of what the best delivery model for Minor adaptations would look like

### Risks, Mitigations, Assumptions & Dependencies:

| Risks & Mitigations  | Assumptions & Dependencies   |
|--|--|
| If Minor Adaptations equipment funding is sourced via top slicing, there is a risk of actual spending exceeding the initial calculated budget. Agreement would need to be formed about how any additional work would be funded if the top sliced budget is fully spent.  | Assumption that all partners accept the Lightbulb business case proposal and integrate fully into the Lightbulb Delivery Model |
| Once a pilot period is announced and staff become aware that staffing requirements for transfer are being reviewed there is a risk to existing staff retention in the Minor Adaptations and technician teams.  | Assumption that there will be districts/boroughs who are willing to pilot delivery models during the pilot                     |
| There is a risk that the pilot will demonstrate that the proposed funding model is not sustainable. Clear success markers for what makes this funding model sustainable/unsustainable will need to be agreed prior to a pilot beginning. Options for any alternatives would need to be considered in the pilot evaluation should the success markers not be met. |  |

Table 14: Risks, Mitigations, Assumptions and Dependencies for piloting funding transfer of Minor Adaptations & ceiling track hoists whilst delivery models are scoped

### Implementation Feasibility:

The following areas of feasibility have been considered in relation to the above option.

**Financial Feasibility:** Financial feasibility considerations are the same as in Option 2 however this option acknowledges the additional demand placed upon district/borough DFG funds and allows an opportunity to test the feasibility of the proposed funding model.

**Operational Feasibility:** Initially the operational processes for delivery of Minor Adaptations would remain as they are currently requiring no changes or additional risks. The piloting of delivery models within only a small number of districts may present some operational challenges in terms of having different approaches running alongside each other for different areas. Clear work pathways would need to be established to ensure that the outcomes (delivery times, cost, customer satisfaction etc.) for the piloted areas could be accurately assessed and that the pilots did not negatively impact on the workflow from non-pilot areas

**Time Feasibility:** A pilot period allows for additional time to thoroughly plan and evaluate different delivery model options. The end dates for the current contracts for the main framework and ceiling track hoists would allow for a full financial year pilot to be completed. Two years could be completed under the existing main framework contract, however a decision regarding Ceiling Track Hoists would need to be taken after 1 year (in April 2026) due to the contract end date of August 2026. This option also allows more time to plan for any necessary staff TUPE.

**Stakeholder Support:** As this option provides the possibility to test the sustainability and outcomes of any proposed delivery models it is likely to garner more support from partners.

## 9.0 Option Comparison & Recommendation

### 9.1 Option comparison table

|   | <b>OPTION 1:<br/>NO<br/>CHANGE</b> | <b>OPTION 2: FULL TRANSFER</b>   | <b>OPTION 3: PILOT FUNDING &amp;<br/>DELIVERY MODEL</b>  |
|---|------------------------------------|--|--|
| <b>Minor Adaptations Delivery</b>               | LCC                                | Lightbulb  | LCC  |
| <b>Ceiling Track Hoist Delivery</b>             | LCC                                | Lightbulb  | LCC  |
| <b>Minor Adaptations funding</b>                | LCC                                | All partners: Same cost distribution as main Lightbulb model. 46% funding from LCC, 54% funding from D&B's using DFG through RRO. Staffing costs that cannot be capitalised met by LCC | All partners: using the same cost distribution as the main Lightbulb model. 46% funding from LCC, 54% funding from D&Bs using top sliced DFG funds. Staffing costs met by LCC.   |
| <b>Ceiling Track Hoist Funding</b>              | LCC                                | Districts & Boroughs using DFG applications and funding  | Districts & Boroughs using DFG applications and funding  |
| <b>LCC Contribution Total</b>                   | £1,158,000                         | <b>£708,640</b><br>*Includes staffing costs based on current LCC model   | <b>£708,640</b>  |
| <b>District/<br/>Borough Contribution Total</b> | £0                                 | <b>£449,360</b><br>(£288,360 – Minor adaptations, £161,000 Ceiling Track hoists)   | <b>£449,360</b><br>(£288,360 – Minor adaptations, £161,000 Ceiling Track hoists)   |
| <b>Duration</b>                                 | N/A                                | Permanent  | Pilot – 2 financial years  |
| <b>Benefits</b>                                 | N/A                                | <ul style="list-style-type: none"> <li>Fully integrated housing service</li> <li>Single point of access</li> <li>Reduce hand-offs</li> <li>Improved data</li> </ul>                    | <ul style="list-style-type: none"> <li>As option 2</li> <li>Ability to test sustainability and pilot delivery models</li> </ul>  |
| <b>Risks &amp; Mitigations</b>                  | Not a feasible option for LCC      | <ul style="list-style-type: none"> <li>Additional cost to district/boroughs without DFG underspend results use of revenue to meet DFG demand</li> </ul>                                | <ul style="list-style-type: none"> <li>spend exceeding top sliced budget – alternative spend agreement needed</li> <li>Staff retention</li> <li>Pilot demonstrates proposed model does not meet outcomes/is not sustainable – clear success criteria to be identified and checkpoints planned during pilot for interventions if necessary</li> </ul> |

Table 15: Options comparison table

## 9.2 Recommended Option

The option that LCC supports and will be recommended to Lightbulb partners is that they agree to the integration of the Minor Adaptations service into the Lightbulb delivery model using Option 3.

Integration of Minor Adaptations into the Lightbulb Model provides system wide benefits including a simplified journey for customers, improved co-ordination across different housing services and resource optimisation. The addition of a pilot period allows time to plan and test delivery models, ensuring that the service is delivered in the most effective and efficient way. This will ensure better outcomes for customers and resource optimisation for all partners.

## 10.0 Implementation Plan

The table below sets out a proposed timetable for the implementation of Option 3 should all partners agree.

| Action   | Timescale                     | Responsibility                |
|--|-------------------------------|-------------------------------|
| Decision on Minor Adaptations Paper recommendations  | March 2025                    | All partners                  |
| Extension of existing Lightbulb contract   | April 2025                    | All partners                  |
| Exploration, and planning of proposed delivery models  | April – October 2025          | Lightbulb                     |
| Extension of existing Main Framework contract for 12 months  | June 2025                     | Leicestershire County Council |
| Extension of Ceiling Track Hoist Contract for 12 months  | August 2025                   | Leicestershire County Council |
| Start of piloting delivery model, Transfer of Ceiling Track Hoists to be delivered through DFG in districts/boroughs, & start of new funding model with Minor Adaptations Equipment funded through LCC & DFG top slicing for duration of pilot | October 2025-<br>October 2026 | All partners                  |
| *Due to contract constraints (ends August 2026) evaluation of Ceiling Track Hoist transfer to begin  | April 2026                    | Lightbulb                     |
| Decision Point – Ceiling Track Hoist Transfer  | May 2026                      | All partners                  |
| New Ceiling Track Hoist contract adopted by Lightbulb and permanent transfer of Ceiling Track Hoists to DFG funding  | August 2026                   | Lightbulb & LCC               |
| Evaluation of piloted delivery models and new funding models   | October 2026                  | All partners                  |
| Decision Point – Funding and delivery model  | December 2026                 | All partners                  |
| Any necessary HR action Plans and planning for transfer of services  | January – March 2027          | Lightbulb & LCC               |
| Permanent transfer of services and staff   | April 2027                    | Lightbulb & LCC               |

Table 16: Summary of key milestones and proposed timeline

## 11.0 Conclusion

Lightbulb forms part of Leicestershire's unified prevention offer, bringing together prevention services through one consistent offer. The original Lightbulb Business Case stated that it would bring together a range of practical housing support into a single service providing a proactive, targeted approach. The transition of Minor Adaptations, including Ceiling Track Hoists, would bring all adaptation functions together under one service rather than being split between two providers. This will reduce hand-offs, improve delivery, and save costs as well as improving customer experience by creating one point of contact for all housing issues.

The Regulatory Reform (Housing Assistance (England and Wales) Order 2002 allows Local Housing Authorities to extend the level of assistance provided under the DFG. These powers are intended to allow greater flexibility and discretion in delivering works. The delivery of minor adaptations could be made under provisions of an RRO as this work improves living conditions for people. Minor adaptations and handyperson work under the RRO would provide a non-means tested, financial assistance for adaptations in the home. This would enable people with disabilities to maintain living safely in their own home; would support hospital discharges, prevent admission to care environments (Hospital/Care homes) enabling people to be safely cared for at home.

It is therefore proposed that under provisions of an RRO, Minor Adaptations equipment funding is split between Leicestershire County Council and district/borough council DFG money. The demand data for minor adaptations closely matches the demand distribution for other lightbulb services therefore distribution of costs would mirror that already used in the main Lightbulb funding model (LCC funding the first 46% and the remaining 54% split between districts & boroughs). It is proposed that Ceiling Track Hoist delivery is transferred out to district/borough councils and is funded through DFG applications. This would mirror the approach used with stairlifts. A view has been sought from Lightbulb as to whether any minor adaptations staffing costs could be capitalised. Any staffing costs which cannot be capitalised would continue to be met by LCC.

The recommended option from this paper is that minor adaptations and ceiling track hoists are integrated into the Lightbulb model using the above funding model but that a 2-year pilot period is included to test sustainability of the financial model and to test and refine delivery models to ensure the best outcomes for customers and all partners.

### 11.1 Actions Required

1. Partners to agree which option to progress through a collective governance process
2. Partners to take a standardised report through individual governance processes



This page is intentionally left blank