

## **PLACE COMMITTEE**

**9 JANUARY 2019**

### **REPORT OF ASSISTANT DIRECTOR OF STRATEGIC PLANNING AND REGULATORY SERVICES**

#### **LIGHTBULB PROJECT**

#### **1.0 PURPOSE OF REPORT**

- 1.1 The purpose of this report is to explain progress on the Lightbulb Project for transforming practical housing support in Leicestershire and to seek approval for the details of the Council's involvement going forward, including its financial contribution.

#### **2.0 RECOMMENDATIONS**

**It is recommended that the Committee agrees to:**

- (i) Agree to participate in 'Lightbulb' on the basis of 'option 4' set out at paras 3.18 below**
- (ii) In the event of partners failing to agree to 'option 4' set out at paras 3.18 below, delegates authority to the Assistant Director of Planning of Regulatory Services in consultation with the Chair of Place Committee to agree to one on the alternative options set out at paras 3.18 below**
- (iii) Delegates authority to the Assistant Director of Planning of Regulatory Services, in consultation with the Director of Legal Services, to agree to and sign legal agreements committing the Council to the Lightbulb deliver model a period of 5 years from April 2019;**
- (iv) Approves the costs of £48,706 per annum.**

#### **3.0 KEY ISSUES**

- 3.1 Members will recall that the Council joined the 'Lightbulb' project in October 2017. Lightbulb is part of Leicestershire's Unified Prevention Offer and Adult Social Care Strategy which 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.
- 3.2 The Council receives funding for Disabled Facilities Grants through the Better Care Fund and has responsibility for their expenditure. This process is now 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.
- 3.3 In October 2017, the Lightbulb service began, integrating practical housing support into a single service across Leicestershire. Lightbulb created an integrated, customer focused pathway across Leicestershire using a new Housing Support Co-

ordinator (HSC) role and the locally developed 'Housing MOT Checklist' to identify a range of non-complex housing support needs and to deliver and co-ordinate the solutions. As well as reducing the complexity and handoffs associated with the current system, Housing Support Co-ordinators work with customers and carers to identify their own needs and preferred solutions; supporting the shift towards a lower cost, lower intervention and preventative approach, and one which is ultimately more person-centred.

- 3.4 As part of the original evaluation of Lightbulb it showed potential savings of £250,000. In addition the transfer of caseload management from Occupational Therapists to Housing Support Co-ordinators has realised an additional saving of £110,000 within the first year of service. Further savings are projected to arise from reduced falls, emergency admissions and ambulance call outs and by integrating service delivery. Reducing length of stay in hospitals can also realise significant savings and synergies have been identified with the hospital's Housing Enablement Team.
- 3.5 Since the full roll out of Lightbulb in October 2017, the service has completed approximately 4300 housing support coordinator cases for the benefit of customer across Leicestershire. This represents an increase of around 50% to the projected workload. The previous demand was based on the throughput and productivity of cases through the previous contract held by Adult Social Care and the projected number of Occupational Therapy (OT) cases that could have been completed within the HSC role.
- 3.6 The additional productivity shown by the Housing Support Coordinators, over and above that was projected, will have also had an impact on Occupational Therapists allowing them to concentrate on delivering more complex caseloads, representing a better return on investment for Adult Social Care. The OT's that operate to support the Lightbulb model have completed an additional 37% of cases than projected to be delivered prior to full roll out of the service. This means that across these roles, the service has been significantly more productive and efficient than initially projected.
- 3.7 Timescales show the average overall delivery of a case is 36 days. This is measured from date of referral from source (e.g. CSC, First Contact) to the date that the case is closed. The average for Charnwood is significantly larger than for the other districts. This is due to the increased backlog that occurred at the start of go live when HSC recruitment was delayed. Delivery times are largely comparable to the contract that was in place prior to the start of the Lightbulb service. Average delivery timescales for these cases were around 42 days, meaning the new delivery of the service is around 1 week quicker.
- 3.8 During the pilot phase, DFG delivery times were monitored regularly as part of the performance framework. An overall target for Leicestershire of 20 weeks for DFG end to end times was set at Go Live. So far, two districts, have reached the DFG delivery target with one district slightly above target. All districts but one have achieved improved delivery times with the exception of Melton. Delivery times for Melton are weaker due to historical caseload backlog that came into the Lightbulb service at go live. When the data for completion times is broken down since go live, it can be seen clearly, that performance has significantly improved and is now in line with the target of 20 weeks. Quarter 3 2017/18, shows an average completion time of 36 weeks. Quarter 4 saw this reduce to 26 weeks and by Quarter 1 of 2018/19, this has reduced further to 20 weeks. This is in line with the target and the

service is confident this will be maintained.

- 3.9 Analysis of DFG performance shows that historical cases have had an impact on projected delivery timescales. As with Melton it is anticipated that this will improve as more existing cases follow the new pathways for delivery. Throughout the 2018/19 financial year it is forecast that DFG delivery times will improve with the advent of Housing Support Coordinators becoming Trusted Assessors for category A DFG's (stair lifts). Alongside this, the service is working towards creating a framework for contractors which will speed up the process around quotes for services, particularly relevant for level access showers.
- 3.10 The customer insight work conducted prior to the development of the original business case showed that 95% customers wished to have a single point of contact. This principle has been developed within the service for all cases that do not involve a DFG. Where a DFG is required there is a single hand off to a Technical Officer. As part of the roll out of the future trusted assessor model, Housing Support Coordinators will become the single point of contact for some DFG categories.
- 3.11 Some Lightbulb customers have been known to services, however a significant proportion have not been known, apart from visiting their GP. Lightbulb has been able to undertake targeted prevention work with these individuals with the aim of reducing or delaying their need to access more costly services and can signpost customers very effectively to Leicestershire's wider prevention offer via First Contact.
- 3.12 A targeted, proactive approach ensures Lightbulb is supporting the shift towards prevention. Lightbulb is delivering services in an efficient and productive way. Service solutions and interventions are customer focused and include support to self-help. The service is delivering excellently against customer expectations. The Housing MOT checklists provide a tool for identifying and responding to a range of housing needs in a holistic way. A 'hub and spoke' Lightbulb model ensures effective links with other locality services and functions and enable housing support to be fully integrated with health and social care teams in each area
- 3.13 Leicestershire's population growth patterns have implications for the provision of services for older people in particular. An increasing number of older people with complex care needs means more pressure on health and social care services. Supporting people to maintain their independence and manage their own health and care needs are key to managing demand on these resources.
- 3.14 The Government's commitment to increase funding for Disabled Facilities Grants through the Better Care Fund does, in itself, present challenges in terms of resources required to deliver additional activity and the continuation of the Lightbulb service sees Leicestershire well placed to respond.
- 3.15 The Lightbulb service has developed a 5 year future development plan in order to meet need and to help create a preventative approach to care across Leicestershire that aims to support people in their own homes. It is important to note that within the financial options costs are indicative at this stage.
- 3.16 Accurate salary and establishment costs are being drafted along with forecasted increases on additional expenditure for example, car allowances, small supplies and service provision. The 5% uplift is an estimate as to what this will equate to and

has been used to enable initial costings to be calculated.

3.17 The service aims to incorporate the following:

- Merge and manage the work of the adaptations team
- Lead Assistive Technology initiative
- Manage additional DFG Funding
- Co-ordinate further engagement with Public Health
- Lightbulb RRO – to procure modular ramping, hoists etc
- Dementia Friendly Homes
- Extension of Hospital Housing Enablement Team
- Extension of Programme across all Tenures
- Incorporating the work on major adaptations currently undertaken by the County Council
- Targeted work for identified cohorts i.e. Integrated Locality Teams patient cohorts including those who are frail and with 5 or more long-term conditions

3.18 The initial funding for Lightbulb draws to an end on 31st March 2019 and, as such, it is timely to review the resources allocated for 2019/20. In order to do this, financial options have been prepared for consideration.

- Option 1 - existing staffing structure with an indicative 5% increase in service running costs, covering salary increases etc. This also includes the reallocation of costs to reflect demand in each area including central hub and operational officers
- Option 2 - Option 1 plus an Office Manager position to manage the administration officers and deliver requirements around performance, support back office systems and processes and proposed service improvements listed at para. 3.20 below.
- Option 3 - Option 1 plus increases in Housing Support Co-ordinators and Technical Officers to address increased demand
- Option 4 – To financially support all options 1-3 above

It is requested that partners sign up to a new 5 year Legal Agreement to provide service and staffing stability based on option 1, 2, 3 or 4.

3.19 The attached Business Case (Appendix A) explains the progress made through 'Lightbulb' during its first year of operation. It also sets out the merits of the above options including their respective costs.

3.20 The future ambition for Lightbulb will be to continue to strive for further public sector cost savings and customer service improvements through the following;

- Future Integration of Adaptations and Assistive Technology
- Enabling GP's and community health teams to access Lightbulb through First Contact Plus
- Investigating how Lightbulb can be used to target 'high risk' patients using practice based data and case management information
- Collective and smarter procurement practices
- Development of more flexible DFG solutions
- Engagement with social housing providers to discuss potential delivery of home adaptations in their stock
- Continued customer insight and sharing of best practice
- Development of a self serve offer for practical housing support

3.21 The Committee is requested to authorise to enable Legal and Information Sharing Agreements to be finalised prior to year 2 start date of 1 April 2019, for a period of 5 years (as per recommendation 2(ii)).

#### 4.0 POLICY AND CORPORATE IMPLICATIONS

4.1 There is strong alignment with our priorities of improving the customer journey and enabling the vulnerable to live independently as long as they are able.

#### 5.0 FINANCIAL AND OTHER RESOURCE IMPLICATIONS

5.1 Capital contributions for DFG's are currently met in full from the grant provided. In 2018/19 these were sufficient to fully meet demand and alleviated the need for any capital contribution from the Council. However it should also be noted that both demand and the grant awarded is volatile and as such further requests may be submitted through the capital programme.

The overall financial contribution (2018/19) from Melton BC towards the project is as follows:

**Lightbulb Team:**

'Front line' staff	£ 38,601
'Central Hub' (administrative support)	£ 8,292
<b>TOTAL COST (2018/19)</b>	<b>£ 46,893</b>

The following table sets out the costs of the Options presented in the Business case:

	<b>Total Costs</b>	<b>MBC Contribution</b>
Option 1	£882,830	£42,207
Option 2	£916,524	£43,663
Option 3	£961,830	£47,247
<b>Option 4</b>	<b>£995,524</b>	<b>£48,703</b>

The limited increase for Melton's contribution arises from a re-evaluation of workload inputs carried out over the first year of the operation of Lightbulb. The result figure, even for the highest cost option, is little more than would be expected from normal inflationary pressures (2%)

5.3 The Council is able to meet a proportion of its costs by the capitalisation of funds expended on the delivery of DFG's, as reviewed with the External Auditors. This has been calculated, based on current understanding of staffing and other costs associated with 'Option 4', assuming the proportions of time spent by relevant staff on DFG's is consistent with previous years (exact proportions will only be available at year end) as approximately £25,803 (minimum). Melton's contribution from revenue budget would therefore be £22,890 (maximum). The 18/19 budget for this was £22,110

#### 6.0 LEGAL IMPLICATIONS

6.1 Since 1990 local housing authorities have been under a statutory duty to provide grant aid to disabled people for a range of adaptations to their homes. The main

legislative framework governing DFG's is provided by the Housing Grants, Construction and Regeneration Act 1996. Further statutory obligations to assess the needs of adults and provide resources, information, adaptations and equipment are set out in the Care Act 2014 and associated statutory instruments.

6.2 In addition, the Regulatory Reform (Housing Assistance) Order 2002 (RRO) introduced a wide range of discretionary powers to local authorities to enable them to develop a range of financial assistance to meet local needs in relation to private sector housing renewal and disabled adaptations.

6.3 To formalise the delegation of the mandatory and discretionary functions described above to Lightbulb's host authority, in December 2017, the Council entered into a legal agreement with Blaby District Council under which they exercised those functions and delivered the Lightbulb service on the Councils behalf.

6.4 The authority for the delegation of services between Local Authorities is provided by the Local Government Act 2000 and The Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012.

6.5 The agreements put into place between partners have been drafted under Regulation 9EA of the Local Government Act 2000 and Regulation 5 of The Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012

6.6 Legal agreements are required to extend the service provided by the Lightbulb Project and to formalise arrangements for the service.

## 7.0 **COMMUNITY SAFETY**

7.1 There are no community safety issues identified.

## 8.0 **EQUALITIES**

8.1 The implementation of the service across Leicestershire and in line with an agreed SLA should seek to ensure equality of access to this service.

## 9.0 **RISKS**

9.1 A comprehensive risk register is in place for the Lightbulb Programme, with risk and issues reported regularly through Programme governance structures. A formal review of the risk register is undertaken on a quarterly basis.

9.2 Risks associated with this proposal are considered as follows:

<b>L I K E L I H O O D</b>	<b>A</b>	<b>Very High</b>				
	<b>B</b>	<b>High</b>	4			
	<b>C</b>	<b>Significant</b>		3		
	<b>D</b>	<b>Low</b>			1,2	
	<b>E</b>	<b>Very Low</b>				
	<b>F</b>	<b>Almost Impossible</b>				
			<b>Negligible 1</b>	<b>Marginal 2</b>	<b>Critical 3</b>	<b>Catastrophic 4</b>

**IMPACT**

<b>Risk No</b>	<b>Risk Description</b>
1	Partners do not agree to the same options for the future operation of lightbulb
2	Performance levels to not meet expectations for delivery.
3	Not employing an Office Manager (addressed by option 2)
4	Changes in salary over the five year span

10.0 **CLIMATE CHANGE**

10.1 There are no specific climate change implications.

11.0 **WARDS AFFECTED**

11.1 Works could take place in any ward in the Borough.

Contact Officer : J Worley  
 Date: 16.12.2018  
 Appendices : Appendix A: Lightbulb Business Case for Transforming and Integrating Practical Housing Support in Leicestershire, November 2018  
 Background papers :  
 Reference : X : Cttees – Place – 2018/19 - 090118