



# Lightbulb Business Case

for Transforming and Integrating Practical  
Housing Support in Leicestershire

November 2018 (0.7)



Amendment History:

<b>Version</b>	<b>Date</b>	<b>Author</b>	<b>Changes</b>
0.1	11.10.18	Lisa Carter / Richard Smeeton	Deleted unnecessary text from original doc
0.2	29.11.18	Lisa Carter / Richard Smeeton	Incorporated comments from J Toman, Q Quinney, Tara Bhaur, C Davenport and N Brown
0.3	2.12.18	John Richardson	Executive Summary and Recommendations
0.4	3.12.18	Lisa Carter	Revisions to tables, incorporated text from Quin Quinney
0.5	4.12.18	John Richardson	Final amends following conference call with Lisa Carter
0.6	13.12.18	Lisa Carter / Richard Smeeton	Further amendments to financial tables

<b>Index</b>	<b>Page</b>
1. Foreword	4
2. Executive Summary	6 - 7
3. Introduction	8 - 9
- Background	
4. Strategic Context	10 - 12
- Lightbulb as part of the Unified Prevention Offer	
- Lightbulb supporting the Adult Social Care Strategy	
- Disabled Facilities Grants and the Better Care Fund	
5. The Lightbulb Service	13 -20
- Benefits to the health and Care economy	
- Medium and longer term benefits	
- Delivering process improvements and efficiencies	
- Role of the Housing Support Co-ordinators	
- Customer impact	
6. The financial model	21 - 26
- Option 1 - existing staffing structure with an indicative 11% increase in service running costs	
- Option 2 - Option 1 plus an Office Manager position	
- Option 3 - Option 1 plus increases in Housing Support Co-ordinators and Technical Officers to address demand	
- Option 4 – To financially support all options 1-3 above	
7. Future direction and service development	27 - 28
- Service Development	
8. Programme Governance	29
9. Recommendations	30
10. Next Steps	31

## 1. Foreword

This document represents a scheduled refresh of the original business case for the Lightbulb service that transformed housing support in Leicestershire and which began in October 2017. In the context of our County wide Integration Programme, housing, health and social care partners recognised a major opportunity to radically redesign housing support, moving away from a historically fragmented set of services and constructing a new integrated housing offer focused on health and wellbeing outcomes, such as maximising independence in the home and preventing falls.

The Lightbulb service originally benefited from a £1m transformation grant from the Department for Communities and Local Government, with a view to local learning being shared for the benefit of other parts of the country as an exemplar.

The original business case was constructed from the following core components of work.

- Demand analysis across a wide range of services and client groups
- Customer insight analysis and lean methodology applied to end to end processes to challenge existing practices
- Comparing housing support processes across different localities (for example examining the variation in the delivery of adaptations funded by Disabled Facilities Grants and how this could be streamlined)
- Testing components of the integrated offer and measuring their impact in different settings - e.g. integrated housing support for hospital discharge pathways, referrals from GP practice risk stratification lists, social prescribing for vulnerable people
- Developing performance metrics and dashboards to assess the impact of delivery - both operationally in terms of housing services performance, and strategically in terms of tracking the impact of housing support across the health and care system as a whole
- Developing the workforce and skill mix assumptions associated with the new model of service - crucially setting out how a more holistic “housing MOT” could be delivered, and how integrated housing support could be coordinated via case management in the future
- Developing a hub and spoke model of service with locality based teams, supported by a central hub
- Developing a costed model of the service, based on commissioning the new service offer from within existing funding sources
- Seeking agreement by stakeholders/commissioners to the new model of care and locality based costing model, with a view to implementation from 2019 onwards

The first year of the service has presented an opportunity to evaluate demand against the original costed projections, adjust the development of process delivery, measure performance and benefits to customers and lastly to investigate future opportunities for the service.

*Cheryl Davenport*  
*Director of Health and Care Integration*  
*Lightbulb Programme Sponsor*

*Jane Toman*  
*Chief Executive, Blaby DC*  
*Lightbulb Programme Sponsor*

#### **Key facts – Overview**

- The transformation of housing support services is supported by a number of national and local strategic drivers
- Evidence and analysis show Lightbulb offers significant savings to the local health and care economy by helping to reduce falls, emergency admissions and length of hospital stay. Pilot projects have already demonstrated the potential to save around £1.9m annually
- Remodelling and integrating services through Lightbulb delivers process efficiencies for partners with potential to reduce the delivery cost of Disabled Facilities Grants
- Lightbulb improves the customer journey, reducing handoffs and waiting times and putting the customer at the heart of the process. Customers have access to a wider and consistent offer of housing support across Leicestershire
- A targeted, proactive approach ensures Lightbulb is supporting the shift towards prevention
- The locality based delivery model enables Lightbulb to align with and support the development of locality integrated health and social care teams

## 2. Executive Summary

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.

Disabled Facilities Grants 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.

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 hospitals Housing Enablement Team.

Lightbulb has been operating as a single team since April 2018 and has faced significant challenges including:

- Bringing together a new team from a variety of agencies through TUPE which has resulted in a considerable turnover of staff
- Establishing a central administrative hub, contrary to the agreed business case
- Inheriting a sizeable backlog of cases
- The replacement of the service manager (following promotion)
- Difficulties with access to IT systems and the replacement of the performance management system

Despite the above challenges, Lightbulb has successfully managed to deliver the expected improvements during the first year of delivery, including:

- Reduced handoffs from 8 to 3 for assessment and installation of stairlifts and reduced costs by 11%
- Reduced stages from 27 to 13 for level access showers and reduced costs by 4%
- Managing a significant increase in demand across the board
- Transferred lower threshold work from high cost Occupational Therapists (OT's) to Housing Support Co-ordinators allowing OT's to focus on complex cases resulting in increased capacity for that team, enabling them to deal with an additional 37% case work increase
- Improved DFG delivery times in all but one District, achieving the stretch target of 20 weeks in two Districts
- Trained Housing Support Co-ordinators to become Trusted Assessors - this will further speed up delivery times as we move forwards

- Outcome star showing significant improvement in all areas from pre to post Housing MOT
- 96% customers answering yes to 'has the service achieved everything you wanted'
- Inclusion of Home Support Grant through increased flexibility by adopting Regulatory Reform Order

The initial funding for Lightbulb draws to an end on 31<sup>st</sup> 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 11% 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 below
- Option 3 - Option 1 plus increases in Housing Support Co-ordinators and Technical Officers to address demand
- Option 4 – To financially support all options 1-3 above

It is recommended 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.

In signing up to the continuation of Lightbulb for Leicestershire the Management Board will 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

#### Next Steps

- Management Board to agree which option to progress through a collective governance process
- Partners to take a standardised report through individual governance processes to enable Legal and Information Sharing Agreements to be finalised prior to year 2 start date of 1 April 2019

### 3. Introduction

#### ***Background***

Leicestershire has a strong track record of collaborative work around housing issues. In 2013 Leicestershire's Housing Services Partnership developed the Housing Offer to Health in conjunction with the Chartered Institute of Housing, which was adopted by the Leicestershire Health & Wellbeing Board.

The Housing Offer to Health set out how housing services can support and promote the health and wellbeing of residents across the County. The concept of Lightbulb was one of a number of practical opportunities to emerge from the Housing Offer to Health; now part of the BCF Unified Prevention Offer.

In September 2014, the County and District Councils made a partnership bid to the Department for Communities and Local Government and were successfully awarded a £1m Transformation Challenge Award grant to develop the Lightbulb concept. A Programme team was appointed in 2015 to work with partners and take this concept forward.

The previous model of service delivery in Leicestershire was fragmented and complex to navigate. Support was funded and managed across two tiers of eight local authorities meaning it was difficult for customers to know where to start. There were frequent handoffs and different housing support needs were often assessed and dealt with in isolation by different agencies, involving a range of different practitioners.

Waiting times within the various parts of the system were lengthy and uncoordinated delaying the social, health and economic benefits to be gained from supporting individuals to continue to live independently in their homes, and missed opportunities for more holistic solutions.

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 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.

The service delivers:

- A single access point into a range of practical housing support solutions
- A common, holistic housing needs assessment process

- A broader, targeted offer of practical housing advice, information and support, including self-help and self-service options
- An improvement in the Disabled Facilities Grant (DFG) process and delivery times

The shared ambition and key objectives detailed in the original business case have been rolled out to teams supporting each Leicestershire district locality. The key drivers of this integrated approach are to:

- Support health and social care integration and deliver savings by maximising the part that housing support can play in keeping people independent in their homes
- Helping to prevent, delay or reduce care home placements or demand for other social care services
- Avoid unnecessary hospital admissions/readmissions or GP visits and facilitating timely hospital discharge
- Improve the customer journey; making services easier to access and navigate and ensuring the right solution is available at the right time with the right outcome
- Provide efficient, cost effective service delivery (particularly in relation to the delivery of Disabled Facilities Grants) through service redesign; capitalising on opportunities to realise economies of scale, more effective working practices, and improved processes to create greater capacity

This refresh of the Lightbulb business case is aimed primarily at local authority partners - County and District councils in Leicestershire – who will need to review the changes proposed since the original business case to realise and sustain the aims and ambitions of the Lightbulb Programme for the next 5 years of service delivery. It also presents important evidence to health colleagues and commissioners of the benefits of an integrated, targeted approach to housing support to the wider health and social care economy and evidences transformation of service delivery.

#### **Key facts – Overview**

- The concept of Lightbulb was one of a number of practical opportunities to emerge from the Housing Offer to Health; now part of the BCF Unified Prevention Offer.
- In October 2017, the Lightbulb service began, integrating practical housing support into a single service across Leicestershire
- This refresh business case presents important evidence to health colleagues and commissioners of the benefits of an integrated, targeted approach to housing support to the wider health and social care economy and evidences transformation of service delivery.

## 4. Strategic Context

### Lightbulb as part of the Unified Prevention Offer

Lightbulb sits alongside a range of other initiatives as part of Leicestershire's Unified Prevention Offer, ensuring a co-ordinated approach to preventative services both across the county and different stakeholder organisations.

This represents a comprehensive preventative offer, bringing together resources available to Local Councils and NHS partners. Through this offer, every opportunity is taken to improve health and wellbeing, support vulnerable people, maintain people's independence, manage demand, and address the wider determinants of health and wellbeing.

The strategic direction provided by the multi-agency Unified Prevention Board ensures that the integrated housing pathway is developed through the Lightbulb Programme and is fully aligned with other initiatives as part of this comprehensive preventative offer.

Diagram 2 –Unified prevention offer for Leicestershire



### Lightbulb supporting the Adult Social Care Strategy

Leicestershire's Adult Social Care Strategy builds on the vision to 'make the best use of available resources to keep people in Leicestershire independent'. Lightbulb's integrated approach to housing support directly aligns with this vision and supports the model for future service delivery; helping 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 ongoing support and maximise their independence. The below shows how the Lightbulb model meets the various strategic needs of the Adult Social Care Strategy.

#### 5. *Preventing need:*

- Housing expertise supports the advice and information offer; enabling individuals to make informed choices about their accommodation options and plan effectively for their future
- Lightbulb is a vehicle for the development of a countywide approach to preventative housing solutions such as equity release, independent financial advice and planning
- The development of self-help options is informed by a real understanding of the home environment and its impact on health and wellbeing, helping to maximise the preventative benefits of this approach and minimise hazards within the home environment.

#### 6. *Reducing need:*

- Proactive targeting of 'at risk' individuals who would benefit from housing support interventions to improve their health and wellbeing, better manage existing conditions or prevent deterioration (for example through work with GP practices, environmental health teams, risk stratification etc)
- Effective triage that utilises housing expertise at point of enquiry
- A holistic approach to housing support that is able to identify the right option at the right time and make best use of available solutions, including a focus on innovative, customer led solutions and integration with other offers such as Assistive Technology.
- Integrated, countywide processes that reduce waiting times for DFGs and are more customer focussed

#### 7. *Delaying need:*

- Supporting timely hospital discharge and preventing re-admissions through the Housing Enablement service within the overall Lightbulb model
- Aiding recovery through the development and mobilisation of innovative, customer focussed housing support

#### 8. *Meeting need:*

- Help ensure the best use of resources (including equipment); delivering efficiencies through, for example, integrated procurement, use of the trusted assessor role, making the most effective use of specialist skills and roles

## ***Disabled Facilities Grant and the Better Care Fund***

Statutory funding for major adaptations in the home is allocated in the form of the Disabled Facilities Grant (DFG). Since 2015/16 these allocations have been made to District Councils through the Better Care Fund (BCF) plans and their pooled budgets operating between NHS and LA partners in each upper tier authority area. The rationale for the DFG allocations to be included within the BCF plans/pooled budgets is 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.

The Government's Spending Review (November 2015), outlined a commitment to increase the amount given to local authorities for DFG from £200m in 2015/16 to £500m nationally in 2019/20. The BCF, coupled with the Regulatory Reform Order, provides the opportunity to look more flexibly at how DFG funding is spent, including strengthening links to health and social care priorities.

In addition to increased DFG allocations, the revised BCF Policy Framework and planning guidance for 2016/17 introduced a new national condition requiring local areas to develop a clear, focused action plan for managing delayed transfers of care from hospital (DTC). Local BCF plans are required to consider how the voluntary and community sector can contribute to reductions in DTC and to consider whether other local stakeholders, such as housing providers have a role to play in efforts to reduce delays.

Coupled with the continued emphasis on avoided hospital admissions and readmissions, these developments both support the Lightbulb vision and act as a further driver for change.

### **Key facts; strategic context and the case for change**

- Service transformation is supported by a number of national and local strategic drivers, including the BCF and national targets to improve hospital discharge.
- A growing body of evidence is demonstrating that savings can be achieved from a targeted, preventative and holistic housing support offer
- Leicestershire's ageing population will increase the pressure on health and social care services, driving the need to find more integrated, targeted and efficient service solutions such as Lightbulb
- An integrated approach to housing support improves the customer journey and support the challenges faced by the local health and social care economy
- The opportunity of additional funding is leading to increased innovation and transformation.

## 5. The Lightbulb Service

### ***Benefits to the health and care economy***

The original business case showed that the Lightbulb service would provide savings to the local health and care economy through the new service offer. Pilot projects undertaken prior to Go Live demonstrated the potential to save around £2m annually for health and social care.

As part of the original evaluation of the potential savings, measured within the Lightbulb pilots, 18 Housing Support Co-ordinator cases were analysed looking at pre and post Lightbulb intervention. This showed the potential costs savings to Adult Social care of £250,000 per year. In addition, the redistribution of caseload management from Occupational Therapy to Housing Support Coordinators has realised an actual saving to Adult Social Care of £110k, in the first year of service.

Further savings are projected to arise from reduced falls, emergency admissions and ambulance call-outs, integrated service delivery and reduced length of hospital stay.

The Lightbulb service will therefore be one of a number of contributory factors to achieving improved performance on these metrics.

Medium and longer term benefits, potential financial return and opportunities for savings through Lightbulb are outlined below:

	<b>Benefits to</b>	<b>Savings</b>
Reduction in Falls	Health and Social Care	£614,000
Falls call-out and conveyances	EMAS	£55,000
Housing Support Co-ordinator role	Adult Social Care	£250,000
UHL Hospital Housing Enabler*	Health	£550,000
Bradgate Unit Housing Enabler*	Health	£475,000
DFG process reduction	District Council's	£92,000
DFG delivery cost reduction	District Council's	£65,000
	<b>Total</b>	<b>£2,101,000</b>

\* These services operate across both Leicester and Leicestershire and benefits are therefore across the wider, local health economy

Sitting alongside the hub and spoke Lightbulb model, is the Hospital Housing Enabler service (HET) which is seeking mainstream funding as part of its own business case. This service operates across Leicester and Leicestershire. Savings projected as part of this service to the health economy are included in the table above.

## ***Delivering process improvement and efficiencies – year one***

Lightbulb service redesign is based on existing functions that were directly aligned to the functions to be carried out through the Lightbulb hub and spoke service model. Key revenue funding streams were identified and comprise the existing funding 'pot':

- Funding that currently supports the delivery/administration of Disabled Facilities Grants (i.e. excluding capital grant expenditure; district council funding stream)
- For those District Councils that utilise DFG grant monies to fund the administration of DFGs, advice has been sought that suggests this practice may continue, however, Councils will be required to ensure their own external auditors are in agreement with this practice during the transformation.
- Funding that currently supports the delivery and processing of assessments for minor adaptations and equipment  
(Leicestershire County Council funding stream)
- Funding that currently supports the housing based advice, information and signposting offer (Leicestershire County Council funding stream)
- A proportion of existing Occupational Therapy funding, freed up as a result of a move towards a trusted assessor model through the HSC role (Leicestershire County Council funding stream)

The model was based on demand totals for workload that was to be included in the service and staffing resources employed according to the needs evidenced in this demand. However, at go live, there were several hundred cases as an inherited backlog hadn't been accounted for that the Lightbulb service had to complete. This caused initial underperformance in terms of predicted timescales for delivery so it is worth noting that the good performance detailed below has been with a backdrop of excessive additional upfront workload.

It was agreed that demand would be evaluated and adjusted based on current service demands for the first full year in operation and this business case would include any increase in staffing costs and overheads and any additional changes to the percentage contribution each district makes which could arise from any changes to the original demand model.

Original demand was mapped as per the below table. This table includes the revised demand based on the first year of service and any increases:

<b>District Based Localities</b>	<b>Previous % Demand</b>	<b>Revised % demand</b>	<b>Variance</b>
Blaby	13	14	+1
Charnwood	26	24	-2
Harborough	10	14	+4
Hinckley & Bosworth	18	17	-1
Melton	9	8	-1
NW Leicestershire	15	14	-1
Oadby & Wigston	9	9	0

The Lightbulb service has greatly reduced processes, saving time for customers and provides efficiencies for all organisations involved in respect of staff time and costs.

New, integrated processes have delivered reduced steps in the processes for delivery of certain types of DFG's (shown in the table below. Consequently this has reduced the number of handoffs for customers representing a better service.

	Number of steps prior	Number of steps post	Number of handoffs prior	Number of handoffs post
Stair lifts	24	10	8	3
Level access showers	27	13	9	5

It is important to note the following:

- Where there are handoffs in these processes, they are co-ordinated by the Housing Support Co-ordinator role to ensure a more customer focused service with one point of contact.
- The business case for the Lightbulb service calculated that improvements to the process for assessment and installation of a stair lift would **reduce the current unit cost of this activity by 11%** (from £2429 to £2164 (approx.) and for level access showers **by 4%** from £5408 to £5210 (approx.). It was predicted that this would save £92000 in year one. The actual saving is £96000 based on 158 stair lifts and 275 level access showers being fitted in Leicestershire between October 2017 and September 2018.

### Role of the Housing Support Co-ordinators

The offer delivered by the Housing Support Co-ordinators is detailed below and shows the differing referral route that is more prevention targeted and the wider range of services that can be organised and delivered in a quicker and more efficient way. It is important to note that a DFG may also be required but this becomes only one option from a range of interventions.



Since the full roll out of Lightbulb in October 2017, the service has completed approximately 4300 housing support coordinator cases for the benefit of customers 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 CAT contract held by Adult Social Care and the projected number of OT cases that could have been completed within the HSC role.

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 OTs 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. Analysis of HSC cases during the first year of delivery is shown in the table below:

<b>District</b>	<b>HSC case delivery times (days)</b>
Blaby	29
Charnwood	93
Harborough	23
Hinckley & Bosworth	26
Melton	23
NW Leicestershire	27
Oadby & Wigston	33
<b>Average</b>	<b>36</b>

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 of this workload is largely comparable to the CAT 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.

*“If it hadn’t been for (the Housing Support Co-ordinator) I probably would have not been able to stay in my home in the long term, they have helped me so much. I now feel quite confident compared to what I use to.”*

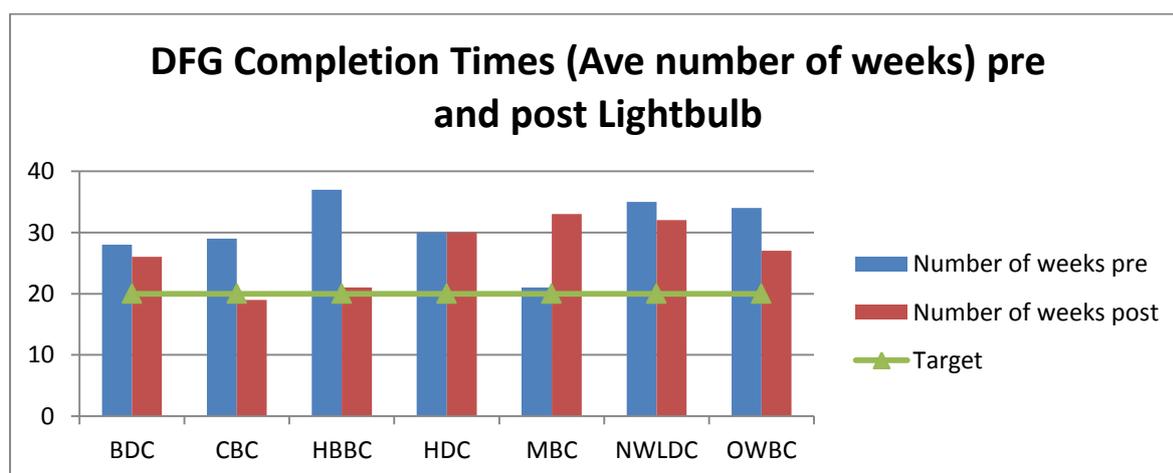
## Disabled Facilities Grants delivery

Prior to go live, existing service pathways for the assessment and completion of Disabled Facilities Grant were complex and lengthy, for example: Initial analysis for the original business case showed that

- The previous process for assessing and installing a stair lift incorporated 24 different stages with approximately 8 handoffs
- The previous process for assessing and installing a level access shower incorporated 27 different steps and 9 handoffs

Throughout the year the number of cases being referred for a DFG has reduced by 43%. This is partially due to the predicted shift from major adaptations to minor adaptations delivered by HSC's and is in line with the objectives of the original business case and the prevention ambitions of local and central government.

During the pilot phase, DFG delivery times were monitored regularly as part of the performance framework. The chart below compares average DFG completion times in weeks since go live, to completion times for 2016-17, the last full financial year of data available. An overall target for Leicestershire of 20 weeks for DFG end to end times was set at Go Live:



The chart shows that, 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 Melton being the outlier. Delivery times for Melton are an outlier 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.

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.

The below table charts DFG spend against allocation for the 2018/19 financial year as at October 2018. It details the allocation for DFG spend from the Better Care Fund 18/19, the actual spend to date, what the predicted spend will be once all DFG's that are currently in the system have been completed and the agreed contributions to the Regulatory Reform Order. The last column shows what allocation is likely to remain for each district taking into account projected spend and the cost of the RRO:

District	Allocated funding 18/19	Actual spend on DFG's to date	Predicted spend on jobs in workflow	RRO allocation	*Estimated costs of jobs not started by area	Predicted DFG Allocation at end of 18/19
BDC	£542,165.00	£161,225.75	£273,108.00	£30,000.00	£221,138.00	-£143,306.75
NWLDC	£621,202.00	£200,389.34	£133,669.00	£30,000.00	£23,225.00	£228,918.66
MBC	£281,543.00	£92,519.88	£73,150.00	£30,000.00	£77,683.00	£18,190.12
HDC	£418,476.00	£86,506.05	£227,058.00	£30,000.00	£226,111.00	-£151,199.05
HBBC	£472,848.00	£191,227.00	£316,084.00	£30,000.00		-£64,463.00
CBC	£920,160.00	£115,941.03	£128,350.00	£30,000.00		£645,868.97
OWDC	£375,897.00	£70,406.42	£144,317.22	£30,000.00	£202,946.00	-£61,772.64

DFG capital funding has increased within the Better Care Fund, however, revenue remains the same, meaning that unless the number of requests for DFG's increases, capital expenditure cannot be fully utilised. However, under the Regulatory Reform Order (Housing Assistance) (England and Wales) Order 2002, local authorities can use DFG funding in a preventative way to promote independence for service users in their own homes.

It is proposed that this additional assistance to customers includes:

- Relocation Grant – where a property cannot be adapted and relocation is the most cost effective option
- Supporting individuals with diagnosed Mental Health or learning disability to remain in their own home
- Home support Grant – for essential repairs to help people remain safe in their homes
- Ceiling track hoists / Equipment for long term diagnosed conditions
- Extended warranty cover on equipment
- Module Ramping / suitcase / folding ramps to support hospital discharge
- Cover funding gaps
- Drop kerbs

This work will help the service shift to a preventative model offering further scope to deliver additional needs to customers in their home. This is aligned to the expansion options in the below section of the document.

### **Customer impact**

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, helping to fulfil the ideology developed in the customer insight work.

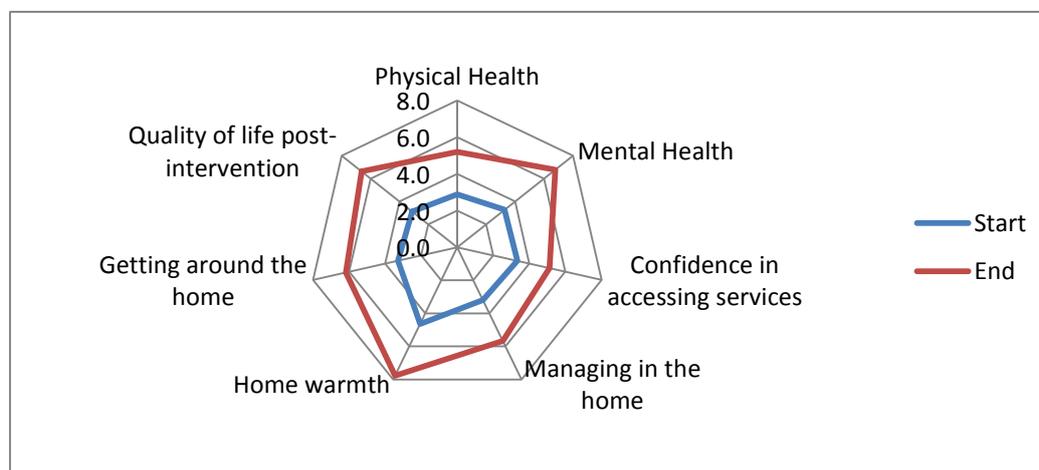
Some Lightbulb customers have been known to services, however a significant proportion have not been known, apart from visiting their GP, Lightbulb has been able to undertake targeted prevention work with these individuals with the aim of reducing or delaying their need to access more costly services and can signpost customers very effectively to Leicestershire’s wider prevention offer via First Contact.

Further customer insight work is programmed into the future developments phase over the next five years.

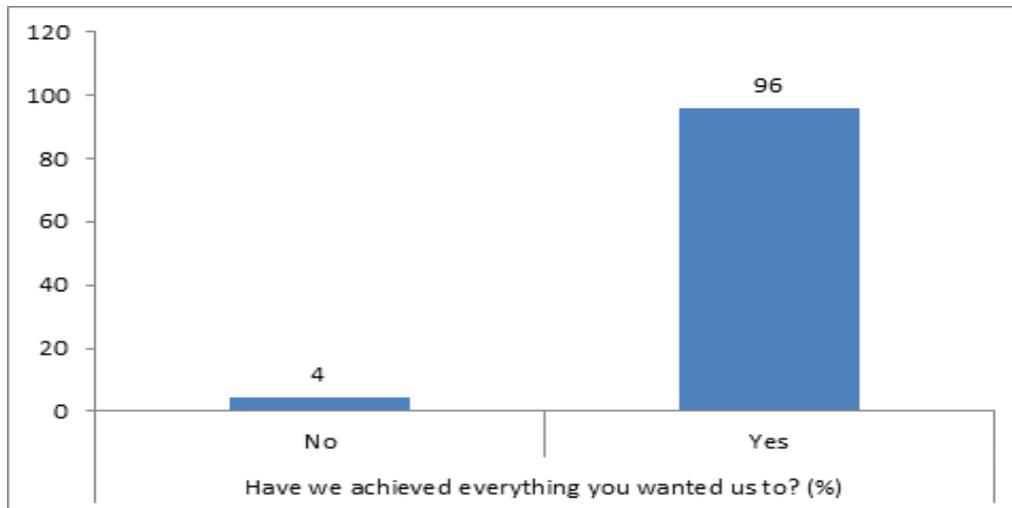
### **Service Model – A customer perspective**

The Lightbulb service involves the measuring how outcomes have improved for customers post intervention. Housing Support Coordinators work with residents to evaluate the impact of interventions; scoring themselves against a set of outcomes to track improvements. The outcomes star below shows how customers score themselves on a scale of 1-10 for each element. The scores are averaged from 100 Lightbulb customers, before and after intervention. The start line shows the average scores against each outcome at the beginning of the Housing MOT with the end line showing how customers ranked themselves at the end of the process.

The biggest impact was against the quality of life post-intervention and mental health outcomes, followed by home warmth and managing in the home.



Housing Support Coordinators ask customers if the service has achieved everything they wanted us to do. Overwhelming, 96% customers answered 'yes' to this question.



*"The level of independence is immeasurable and makes us feel much better. We are grateful for all the help we received and impressed how quickly things got done. Our lives are much improved."*

#### **Key facts: The Lightbulb Service**

- 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

## 6. The financial model

It is important to note that within the financial options costs are indicative at this stage. 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 approximate 11% uplift is an estimate as to what this will equate to and has been used to enable initial costings to be calculated. This business case will be updated with finalised costings for 19/20 as soon as they become available.

The Lightbulb service and associated financial contribution model was predicated on partners paying a percentage of the costs according to the demand in workload and over 65 population statistics for each locality prior to October 2017. Each locality's proportion of the overall share of the demand across Leicestershire was then used to calculate both their overall contribution and the proportion from that, would be used to fund services within the central hub.

For this refresh, the demand totals have been evaluated and adjusted based on current service workload for the first full year in operation along with predicted population for over 65's by 2020.

Population numbers have been included in this refresh as it was included in the demand calculations for the original business case. Therefore, to make a true comparison it should also be used in any refresh. Secondly, it gives a good indication as to which localities may show future increases in workload for adaptations, particularly minor ones delivered by HSC's. As these types of adaptations are not means tested, demand is more likely to increase based on the population and not necessarily those eligible for Adult Social Care services in general.

It is important to note that the percentage figures are only approximate and will be adjusted annually based on the same formula and that these are used for financial contributions and not to determine levels of required staffing.

Table 1:

	<b>BDC</b>	<b>CWD</b>	<b>HDC</b>	<b>HBBC</b>	<b>MBC</b>	<b>NWLDC</b>	<b>OWBC</b>	<b><u>Totals</u></b>
<b>HSC cases</b>	636	1204	410	705	397	610	374	4336
<b>OT cases</b>	178	264	146	266	132	194	98	1278
<b>Non-complex DFG's</b>	121	168	75	78	41	86	42	611
<b>Complex DFG's</b>	26	30	18	5	6	7	14	106
<b>First Contact</b>	38	157	27	123	23	103	23	494
<b>Population over 65</b>	20900	34800	21000	25500	12200	21100	12600	148100
<b><u>Total</u></b>	21752	36425	21583	26594	12752	22007	13095	154208
<b>% demand</b>	<b>14</b>	<b>24</b>	<b>14</b>	<b>17</b>	<b>8</b>	<b>14</b>	<b>8</b>	<b>100</b>

The revised percentages can be seen in the table below:

Table 2: Lightbulb Service Demand for 18/19 and 19/20

District Based Localities	Previous % Demand (18/19)	Revised % demand (19/20)	Variance
Blaby	13	14	+1
Charnwood	26	24	-2
Harborough	10	14	+4
Hinckley & Bosworth	18	17	-1
Melton	9	8	-1
NW Leicestershire	15	14	-1
Oadby & Wigston	9	9	0

### **Option 1 – Current level of service**

Option 1 of the business case shows the indicative additional contributions required from partners to meet the proposed increase of 11% for 2019/20. This percentage covers rises to reflect basic salary increases and overheads of around 11% on average, which takes into account any increments and the already agreed pay award alongside additional costs to service delivery.

This option does not include any increases in establishment staffing to meet any increase in workload demand (this is detailed in options below).

Current costs for the Lightbulb service are £791,063 for 2018/2019. In July 2018, the Management Board for Lightbulb agreed to an indicative uplift to costings to the threshold of 11% which equates to an additional £91,767 for Option 1, making a total of £882,830.

The below table shows the revised total contributions for each partner. This contribution includes contributions to the central hub, based on the suggested 11% increase in service running costs and has been reapportioned to the revised demand percentages for each area as detailed in the table 1 above:

Table 3: Contribution for Frontline Staffing for 18/19 and 19/20

District	Current contribution	Future Contribution inc service costs adjusted by demand (11%)	Variance
Blaby	£74,251	£77,640	£3,389
Charnwood *	£103,833	£107,635	£3,802
Harborough	£48,216	£56,503	£8,287
Hinckley & Bosworth	£67,679	£86,246	£18,567
Melton	£38,601	£42,207	£3,606
NW Leicestershire	£54,182	£65,057	£10,875
Oadby & Wigston	£38,601	£41,442	£2,841
LCC	£365,700	£406,100	£40,400
<b>Total</b>	<b>£791,063</b>	<b>£882, 830</b>	<b>£91,767</b>

\*Charnwood's contribution equals £25,122 to the central hub only.

Table 4: Partner Contribution to the Central Hub 18/19 against 19/20

District	Current contribution to central hub based on prev demand %	Future Contribution to central hub based on revised demand %	Variance
Blaby	£13,529	£14,341	£812
Charnwood *	£23,166	£23,838	£672
Harborough	£9,707	£10,600	£893
Hinckley & Bosworth	£15,576	£16,191	£615
Melton	£8,292	£8,620	£328
NW Leicestershire	£12,723	£13,226	£503
Oadby & Wigston	£8,292	£8,707	£415
LCC	£79,413	£83,384	£3,971
<b>Total</b>	<b>£170,698</b>	<b>£178,907</b>	<b>£8,209</b>

***Option 2 –inclusion of the role of Office Manager***

In addition to Option 1, this option includes introducing the role of Office Manager. This addition to the Central Hub establishment is required to line manage additional admin staff (allocated to each locality) that partners requested be included in the establishment. The alternative to this would be to manage admin at a local level by individual organisations. The benefit of having all admin staff together enables efficiencies of scale and resilience especially relevant when locality admin posts are not full time.

The post would also support delivery of the Major Adaptions service which is currently provided by LCC and will be transferred to Lightbulb in February 2019 along with additional administrative resource provided by LCC to meet current service demand; and will oversee the administration derived from the newly implemented Home Support Grant.

Management Board are aware of the difficulties that the Central Hub have had in providing performance data and it will be this Officer's duty to undertake all performance data requirements and supervision of all Administrators.

Expansion and future developments to the service and will release capacity from the Service Manager to deliver more strategic elements as part of the 5 year forward view. Additional information on the developments for the next 5 years is detailed in a section below.

The cost of this post to each locality and to the County Council is shown in table 5 below:

Table 5:

<b>District</b>	<b>Option 1 contribution</b>	<b>Option 2 Contribution inc Office Manager</b>	<b>Variance to option 1</b>
Blaby	£77,640	£80,187	£2,547
Charnwood *	£107,635	£112,002	£4,367
Harborough	£56,503	£59,050	£2,547
Hinckley & Bosworth	£86,246	£89,339	£3,093
Melton	£42,207	£43,663	£1,456
NW Leicestershire	£65,057	£67,604	£2,547
Oadby & Wigston	£41,442	£43,079	£1,637
LCC	£406,100	£421,600	£15,500
<b>Total</b>	<b>£882, 830</b>	<b>£916,524</b>	<b>£33,694</b>

\*Charnwood's contribution equals £29,489 to the central hub only.

The Officer Manager post is essential to create the resilience for the service and support the Administrators who book all appointments for the HSC's (of which this is approximately 50% of their work) as well as collect and disseminate data on HSC performance from IAS and an internal database. This post is also instrumental in making sure referrals are processed and appointments made and customers update by ensuring the coordination of resource across the County.

### ***Option 3 –increase of Technical Officers and Housing Support Co-ordinators***

As mentioned previously, Lightbulb staffing resources are mapped to meet the current demand in workload. As part of the refresh for the business case, the resources required from April 2019 onwards have been calculated in the same way as the original business case, by using existing information about the demand for services to quantify the staffing resources required to deliver the Lightbulb service overall.

This has been refreshed based on the first year caseload of referrals both completed and awaiting completion. This level of analysis is used to determine what staffing resources will be needed to meet the demand.

Demand mapping has included all key elements of the holistic Lightbulb offer currently being undertaken:

- Housing Support Coordinator workload
- Occupational Therapist caseload
- Non-complex disabled facilities grant
- Complex disabled facilities grants
- First Contact referrals

This will include the 11% additional staffing costs. This level of funding will ensure the increased and existing demand is met without detriment to service standards and

it is anticipated that service standards will improve further with the proposed increase in resources.

By mapping this demand against the HSC, Occupational Therapist and Technical Officer roles, the following staffing resources are anticipated across each local Lightbulb team and within the central hub. This work presents an overall picture of Lightbulb demand across the county, broken down by District Council area as follows:

Table 6:

<b>District Based Localities</b>	<b>Current HSC FTE</b>	<b>Future HSC FTE</b>	<b>Current Technical Officers FTE</b>	<b>Future Technical Officer FTE</b>	<b>Current Admin FTE</b>	<b>Future Admin FTE</b>
Blaby	1.7	1.9	0.7	1.1	0.5	0.5
Charnwood	3.0	3.7	1.0	1.2	0.5	0.5
Harborough	1.2	1.2	0.7	0.7	0.4	0.5
Hinckley & Bosworth	2.3	2.1	0.6	0.5	0.5	0.5
Melton	1.0	1.4	0.3	0.2	0.4	0.3
NW Leicestershire	1.8	1.7	0.4	0.6	0.4	0.5
Oadby & Wigston	1.0	1.2	0.3	0.4	0.4	0.3
<b>Leicestershire (locality based)</b>	<b>12</b>	<b>13.2</b>	<b>4*</b>	<b>4.7</b>	<b>3.1</b>	<b>3.1</b>
OT resource are also part of the Lightbulb team in each locality						

\*an additional 0.4 fte is employed to work across the localities to support delivery

There is additional HSC requirement, firstly due to increased demand but also when the increased demand for stair lifts (to be undertaken by HSC's in a trusted assessor role) is included in the HSC workload, staffing at this level increases by 1.2 FTE. The Technical Officer resource across Leicestershire currently equates to 4.4 FTE. Due to the shift in stair lift workload this will increase to 4.7, as per the above table.

This increase in resource is in large part required due to the backlog of cases that were inherited and carried over from the CAT contract, from Papworth and from some Districts as part of the DFG integration into Lightbulb. Also, HSC's have only just achieved trusted assessor qualification and the spreadsheet is calculated on the basis of work completed and pieces of work in the system. The increase in resource would also help achieve the 20 week aspiration for all Districts quicker and allow increased capacity for RRO opportunities as they evolve. The spreadsheet and formulas are the same as used in the initial Lightbulb business case and can be further explained at Delivery Group/Management Board.

The costs for the service with apportioned additional staffing to deliver the increase in demand for 2019/20 is shown in table 6 below. As workload demand could be calculated annually and staffing levels adjusted to meet this, the proposed additional

staffing could be for a fixed term only and readjusted once any backlog is cleared or delivery targets are being consistently met.

Table 7:

District	Option 1 contribution	Option 3 Contribution inc TO and HSC	Variance to option 1
Blaby	£77,640	£86,466	£8,826
Charnwood *	£107,635	£122,755	£15,120
Harborough	£56,503	£65,323	£8,820
Hinckley & Bosworth	£86,246	£96,956	£10,710
Melton	£42,207	£47,247	£5,040
NW Leicestershire	£65,057	£73,877	£8,820
Oadby & Wigston	£41,442	£47,112	£5,670
LCC	£406,100	£422,100	£16,000
<b>Total</b>	<b>£882, 830</b>	<b>£961,830</b>	<b>£79,000</b>

\*Charnwood's contribution equals £26,227 to the central hub only.

**Option 4 – 11% salary uplift, addition of an Office Manager and increase in Technical Officers and Housing Support Co-ordinators**

This is the combination of options 1, 2, and 3 detailed above. This option gives the service greater opportunity to reduce the backlogs that currently exist and to provide greatest resilience, ability to focus management and leadership on the strategic elements and expansion of the service creating a truly preventative approach to all housing related services across Leicestershire.

The financial contributions for this option are shown below in table 8.

Table 8:

District	Option 1 contribution	Option 4 Contribution inc TO and HSC and OM	Variance to option 1
Blaby	£77,640	£89,007	£11,367
Charnwood *	£107,635	£127,122	£19,487
Harborough	£56,503	£67,870	£11,367
Hinckley & Bosworth	£86,246	£100,049	£13,803
Melton	£42,207	£48,703	£6,496
NW Leicestershire	£65,057	£76,424	£11,367
Oadby & Wigston	£41,442	£48,749	£7,307
LCC	£406,100	£437,600	£31,500
<b>Total</b>	<b>£882, 830</b>	<b>£995,524</b>	<b>£112,694</b>

\*Charnwood's contribution equals £30,642 to the central hub only.

## 7. Future direction and service development

### *Service development*

The development of Lightbulb as an integrated service delivery vehicle presents a number of opportunities for authorities to work collaboratively to achieve efficiencies and further improve the customer experience. A number of opportunities were highlighted during the development phase of Lightbulb and the model includes scope within the central hub to explore and address these further in a co-ordinated and integrated way, including:

- Collective, smarter procurement practices such as bulk purchasing and common supplier lists
- Development of more flexible DFG solutions
- Sharing good practice and process improvement
- 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 home owners
- Continued customer insight work to identify services gaps and deliver countywide improvement
- Developing and improving the self-serve offer for practical housing support
- Embedding a new assistive technology offer as part of the Housing MOT.

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.

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.

The Lightbulb service is developing a 5 year future development plan in order to help create a preventative approach to care across Leicestershire that aims to support people in their own homes and further meet their needs.

The service is investigating incorporating the following into future service delivery:

- Merge and manage the work of the adaptations team
- Lead Assistive Technology initiatives
- 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

The Lightbulb model is also working to embed the learning and good practice from the Hinckley and Bosworth integrated locality teams pilot and provides a vehicle to roll out this proactive, targeted approach across Leicestershire by:

- Enabling GPs and community healthcare teams to access the Lightbulb housing offer through the existing First Contact Plus service for presenting patients as part of a social prescribing approach
- Providing an opportunity to target the Lightbulb housing offer to 'high risk' patients including using practice based data and case management information to identify target cohorts of people for this service (those that are frail or multi-morbid, for example)

Lightbulb provides a sound infrastructure and performance framework to further build the body of evidence around the contribution of this integrated and proactive approach towards housing support to the health and social care economy; placing partners in a strong position to engage with health colleagues around support for growth through the Better Care Fund.

#### **Key facts: Future Direction and Service Development**

- The Lightbulb service is required to support ongoing pressures and demand for housing services.
- Opportunities exist for even greater efficiencies around procurement, more flexible DFG solutions, process improvement, fit for purpose home adaptations, customer self-service and new technology in the home

## 8. Programme governance

Since go live, the programme has been supported by a dedicated Management Board comprising senior level representation from the seven District Councils, the County Council's Adult Social Care and Public Health services and the Director of Health and Social Care Integration. A Delivery Group supports the Management Board operationally and has responsibility for the development and delivery of the operational service design, programme plan and programme risks.

The programme governance structure also ensures a formal link into the countywide Unified Prevention Board which, in turn reports through the Integration Executive to the Leicestershire Health and Wellbeing Board.

The lightbulb programme has clear governance links to the decision making and governance in each district council, the County Councils Adult Social Care department and Cabinet and the Members Advisory Group for Health and Housing.

### ***Equality Impact and Needs Assessment***

Alongside our continued engagement with customers and user groups, an initial equality impact and needs assessment (EINA) has been completed, to support the development and implementation of the Lightbulb service. This enables us to identify any negative or adverse impact on particular groups and put actions in place to minimise or remove such impact as part of the programme plan.

The Lightbulb Programme Board will consider how best to take this forward as a joint impact assessment across partners organisations as part of the sign off of this business case. The programme continues to be informed by ongoing customer engagement to ensure the EINA remains fit for purpose.

## 9. Recommendations

The initial funding for Lightbulb draws to an end on 31<sup>st</sup> 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 11% 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 below
- Option 3 - Option 1 plus increases in Housing Support Co-ordinators and Technical Officers to meet increased demand
- Option 4 – To financially support all options 1-3 above

It is recommended that partners sign up to a new 5 year Legal Agreement to provide service and staffing stability based on Option 2.

It is recommended that Option 3 be dealt with outside of the main contributions as this is a temporary measure. The total of another Technical Officer is £44,306 for which the costs can be capitalised. The total cost for the additional HSC resource would be £34,694 which if split 7 ways would equate to £4,956 each. (Over a 12 month period).

In signing up to the continuation of Lightbulb for Leicestershire the Management Board will 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

## 10. Next Steps

- 1, Management Board to agree which option to progress through a collective governance process.
2. Partners to take a standardised report through individual governance processes to enable Legal and Information Sharing Agreements to be finalised prior to year 2 start date of 1 April 2019.