

PAPER NO. 6

REPORT TO THE EXECUTIVE MEETING OF 5th December 2016

Meeting: Executive
Date: 5th December 2016
Subject: Lightbulb Business case
Report of: Elaine Bird – Regulatory Services Manager
Portfolio Holder: Cllr R Page and Cllr P King
Status: Decision
Relevant Ward(s): All Wards

1 Purpose of the Report

1.1 This report presents the Lightbulb Business Case for transforming practical housing support in Leicestershire and seeks approval to progress work within the authority to implement an integrated model of housing support in line with this Business Case.

The report also discusses the allocation of the Disabled Facilities Grant funding through the Better Care Fund and the support from the Council to the Better Care Fund.

2 Recommendations:

2.1 It is recommended that:

- a) The potential benefits of service transformation and integration set out in the Lightbulb Business Case are noted
- b) The Executive agree the principle of the Lightbulb Service model set out in the Business Case (Appendix A)
- c) The Corporate Director (NP) is given delegated authority in consultation with the relevant Portfolio Holder to progress the practical actions set out in the Business Case to support implementation of the Lightbulb Service model within the authority and across the County.

- d) **The Corporate Director (NP), in consultation with the Head of Legal Services, explores the possible delegation of the Disabled Facilities Grant function to the Lightbulb host authority and a further report be brought back to the Executive to consider the outcome of this work.**
- e) **The Corporate Director (NP) is given delegated authority, in consultation with the relevant Portfolio Holder and Section 151 Officer, to the receipt and payments between the Better Care Fund and the Council.**

3 Summary of Reasons for the Recommendations

3.1 The Lightbulb business case sets out a new, integrated model for housing support that would:

- Deliver savings to the health and care economy by maximising the part housing support can play in keeping people independent in their homes; preventing or reducing care home placements or demand on other social care services, avoiding unnecessary hospital admissions/readmissions or GP visits and facilitating hospital discharge
- Improve the customer journey; making services easier to access and navigate and ensuring the right solution is available at the right time with the right outcome
- Provide efficient, cost effective service delivery, particularly in relation to the delivery of Disabled Facilities Grants
- Align the Disabled Facilities Grant funding with the implementation of the Better Care Fund plan to ensure best use of funding to meet the demand for disabled adaptations and other preventative initiatives within the Better Care Fund plan.

3.2 The Council currently administers the Disabled Facilities Grant (DFG) process through the home improvement agency Papworth Trust. There is the ability within the current contract to extend it to October 2017 to align it with the full implementation of the Lightbulb project.

4 Key Facts

4.1 **The Lightbulb Business Case and the delivery of Disabled Facilities Grants**

4.2 In 2013, Leicestershire's Housing Services Partnership developed the Housing Offer to Health in conjunction with the Chartered Institute of Housing.

This set out how local housing services can support and promote the health and wellbeing of Leicestershire citizens; offering to concentrate the collective efforts of the 7 District Councils on developing services to help health and social care partners achieve Better Care Fund objectives. This work was subsequently adopted by the Leicestershire Health and Wellbeing Board.

- 4.3 The governance structure for the Lightbulb programme is set out in Appendix B. The Programme Board sets the direction for the programme and the Corporate Director (NP) represents the Council on this board. The Steering Group supports the Programme Board on an operational level and the Regulatory Services Manager represents the Council on this group. On a wider level, the progress of the project is reported through the Unified Prevention Board, to the Integration Executive and Health and Wellbeing Board. There is district authority representation on the Unified Prevention Board and Integration Executive. The Health and Wellbeing Board has member representation.
- 4.4 The concept of Lightbulb was one of a number of practical opportunities to emerge from this work; now part of the Unified Prevention Offer for Leicestershire. The County and District Councils made a partnership bid to the Department for Communities and Local Government and were successfully awarded £1m Transformation Challenge Award in 2015/16 to take this concept forward.
- 4.5 The current picture of housing support in Leicestershire is both fragmented and can be complex to navigate. Support is funded and managed across two tiers of eight local authorities meaning it is difficult for customers to know where to start. The Council has always recognised the complex nature of the disabled facilities grant process and since 1996 the grants have been administered through a Home Improvement Agency which does provide the applicant with additional support through the process; however this model is not currently replicated throughout the County.
- 4.6 Waiting times within the various parts of the system can be lengthy and uncoordinated, delaying the social, health and economic benefits to be gained from supporting individuals to continue to live independently in their homes and missing opportunities for more holistic solutions.
- 4.7 Lightbulb included the creation of the Housing Support Co-ordinator role which will bring together functions currently carried out across District and County Councils and provides a single point of contact for the service user. The locally developed Housing MOT Checklist provides a toolkit to identify a range of non complex housing support needs and deliver and co-ordinate person centred solutions.

4.8 The Lightbulb pathway will see improved housing expertise and self help at key contact and triage points (the Adult Social Care Customer Service Centre and First Contact Plus), together with locally based Lightbulb teams delivering the housing support offer:

- Assessment and ordering of minor adaptations and equipment
- Assessment and delivery of DFGs
- Assessment and resolution of wider practical housing support needs:
 - Warm homes
 - Energy efficiency
 - Handyperson
 - Home security
- Support with housing related health and wellbeing needs
 - Assistive technology
 - Falls prevention
 - Advice and signposting
 - Accessing local support services
- Support with planning for future housing needs
- Information and signposting to specialist organisations or services

4.9 A centralised management, performance monitoring and development 'hub', hosted by one partner authority, will ensure consistency and resilience across the County.

4.10 Lightbulb pilot projects have been running over the past 12 months to test out elements of this new service model and provide an evidence base to support the case for transformation. Analysis and outcomes from these pilot projects have shown:

- Improved customer experience through reduced waiting times and putting the customer at the heart of the process
- Significant potential savings to the local health and care economy through helping to reduce falls, emergency admissions and length of hospital stay
- Process efficiency gains, with potential to reduce the delivery cost of Disabled Facilities Grants by working collaboratively across Leicestershire

4.11 It is proposed that the Lightbulb Service model set out in the Business Case is supported as the future mechanism for delivering the housing support offer across Leicestershire and that further work is undertaken to move towards implementation of this model across the County by October 2017. Officers will work with the Lightbulb Team to develop the detailed operational model for Harborough residents. A copy of the Business Case can be found in Appendix A.

- 4.12 The Council has used a Home Improvement Agency to administer the Disabled Facilities Grants since 2001. A Home Improvement Agency (HIA) is a local organisation to help elderly; disabled and vulnerable people make adaptations to their homes. The HIA provides information, advice and support to help people to live as independently as possible in their own homes. The HIA offers end to end support to the service user through the DFG process which can currently be very complex.
- 4.13 The current HIA contract is with Papworth Trust and under the terms of the current contract it can be extended to October 2017. This extension will bring it in line with the full implementation of the Lightbulb Service across the county. As the Council has already outsourced this service through the use of a HIA, the likely preferred delivery model under Lightbulb is to delegate the service to the host authority.
- 4.14 **Disabled Facilities Grant Funding and the Better Care Fund**
- 4.15 Since 2015 there has been a significant change in the way that central government funding for the provision of Disabled Facilities Grants is paid to local authorities. Instead of central government making direct payment to each local housing authority to help them meet the cost of these grants, the funding was paid directly through the Better Care Fund (BCF).
- 4.16 As well as the funding from government to help meet the costs of the DFG's, the Council has always provided "top-up" funding to meet the needs. Table 1 below sets out the provision of funding since 2013/14.

Table 1

Year	DCLG/Better Care Fund contribution	HDC contribution	Total budget	Total actual spend
2013/14	£152,700	£354,400*	£507,000	£313,000
2014/15	£158,400	£279,000	£439,000	£440,000
2015/16	£199,000	£101,000	£300,000	£341,000
2016/17	£353,000 allocated with £199,000 distributed to HDC ***	£142,000	£341,000	£176,000 to date**

* In 2012/13 top up funding of £150,000 was provided by the Primary Care Trust which resulted in a carry over of the Council's contribution into 2013/14.

** A further £148,000 has been approved but not yet spent.

*** The distribution (£199K) from the Better Care Fund is the same as for 2015/16.

- 4.17 In 2015/16 the increase in the DFG allocation from the DCLG in the Better Care Fund was off set by the removal of the Social Care Capital Grant for Leicestershire County Council. Discussions took place in early 2016 between the district authorities and Leicestershire County Council regarding the impact of the changes to the Better Care Fund contributions and to agree the distribution of the DFG allocation whilst still maintaining other county wide services within the Better Care Plan. Moving forward there are on-going discussions with the Better Care Fund in respect of the accounting obligations of the County Council who administer the Better Care Fund and the reporting obligations of the District Council in respect of spend on Disabled Facility Grants.
- 4.18 The Spending Review & Autumn Statement 2015 announced that funding for DFG would rise by more than 100% by 2019/20. In 2016/17 the Department for Health (DH) provide £394m nationally towards DFG which is an increase of almost 80% from the previous year. From 2015 the DFG funding from central government was included in the Better Care Fund which is issued to Leicestershire County Council.
- 4.19 Whilst the 2016/17 BCF Policy Framework does not set specific targets for the use of DFG, home adaptation provision can contribute to meeting BCF conditions and targets such as reducing delayed transfer of care and improving hospital discharge times. The extra resources for DFG, along side the local flexibilities, provides an opportunity for programmes such as Lightbulb to review adaptation systems, innovate to improve delivery and integrating housing related provision into local service planning. Carrying out early intervention work can reduce the demand on the mandatory DFGs.
- 4.20 If the announcement in the 2015 Autumn Statement remains unchanged it is predicted that Leicestershire will receive an additional £825K by 2020 in the BCF for DFGs, with Harborough's proportion being estimated as an additional £95K. It is important that the DFG resources are available to meet the demand whilst maintaining sufficient support for the implementation of the BCF Plan. It is anticipated that the new BCF Guidance when it is published later this year will provide greater clarity on how the DFG allocations are permitted to be used within the BCF in line with local partners' strategic priorities. In the meantime through the Chief Executives across the County work is being carried out to develop an allocation model which will meet all partners' requirements to meet the demands of both the Disabled Facilities Grants and other Social Care Capital schemes through the Lightbulb model.

4.21 There are a number of housing related support schemes within the Better Care Fund Plan. These include the Housing Discharge and Housing Support Enabler schemes, which provides housing support and advice to service users and hospital staff to identify housing related problems at an early stage to reduce this barrier to discharge from hospital. The Care Package Review scheme has been developed to review packages of care following hospital discharge to ensure the package of support keeps pace with the recovery of the individual and enables care hours that are no longer required be re-allocated to where there is a greater need. Other services include the minor adaptations service for grab rails etc. and the Assistive Technology service. All of these schemes are designed to enable people to remain in their own homes for as long a possible and to help improve hospital discharge times and/or reduce the number of hospital admissions.

4.22 Moving forward, subject to the actual 2017/18 allocations from central government being in line with the announcement in the Autumn Statement in 2015, the projected funding allocation for 2017/18 and beyond is set out in table 2

Table 2

Year	Potential BCF allocation from central government	HDC Top up from capital programme	Total	DFG allocation	Other Lightbulb/Social Care Support Capital Projects
2017/18	£384,000	£101,000	£485,000	£350,000	£135,000
2018/19	£416,000	£101,000	£517,000	£350,000	£167,000
2019/20	£448,000	£101,000	£549,000	£350,000	£199,000

4.23 As part of the commitment to the outcomes that can be delivered through the lightbulb programme it is proposed that the existing top-up of £101K per annum is continued to 2020 to invest in either excess DFG demand and/or social care support initiatives detailed in paragraph 4.19 in the future. At the end of the three year period the VFM from this additional top-up funding will be appraised.

4.24 The Joint Strategic Needs Assessment has identified a significant increase in the number of residents aged 85+, with Harborough district showing a projected threefold increase. Consequently the DFG allocation will be subject to an annual review and will be based around identified need and demand for the service following the implantation of the Lightbulb delivery model.

5 Legal Issues

- 5.1 The main legislative framework governing DFG's is provided by the Housing Grants, Construction and Regeneration Act 1996 and 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 grant aid is means tested (except for children) and the eligibility is defined in the above legislation.
- 5.2 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. The current Housing Renewal Policy developed under the RRO includes the provision of discretionary DFG's to help applicants move to a more suitable property if their current one cannot be readily adapted to meet their needs.
- 5.3 In addition to the duties of the local housing authorities, social care authorities have a duty concerning the provision of help with home adaptations for disabled people. The Care Act 2014 ensures that there is a statutory requirement on adult social care to assess the needs and to arrange appropriate assistance to be provided including the provision of community equipment and minor adaptations.

6 Resource Issues

- 6.1 The financial model for Lightbulb is based on an assumption of no additional resources. A costed model for the Lightbulb service has been developed based on robust mapping of existing demand for housing support across partner organisations; this has informed the level of demand for Lightbulb across the county.
- 6.2 The financial model assumes the new Lightbulb service offer will be implemented from within existing funding streams which currently sit across different partner organisations and are already directed towards meeting this demand but in a fragmented and ineffective way. Lightbulb will bring this funding together to support a new, integrated and cost effective service model.
- 6.3 Existing funding streams that have been identified as part of the financial model for Lightbulb include district council funding that currently supports the delivery/administration of Disabled Facilities Grants (DFG), which for Harborough District Council amounts to approximately £82,000 revenue funding (including overheads and recharge costs) In addition the Home Improvement Agency charges a fee of 12.5% of the cost of each grant up to a maximum fee of £2,000. This fee is included in the grant to the applicant and is funded through the capital budget.

- 6.4 As previously set out the Lightbulb Business Case sets out a financial model based on existing demand and it recognises that further work will be required over the next few months to confirm funding resources from the district councils and the County Council and agree a demand based funding model that can ensure the future sustainability of the service.
- 6.5 The indicative costs for providing the service are set out on page 42 of the business case in Appendix A. Whilst further work is required to finalise the costs, it is expected that Harborough District Council's contribution to Lightbulb will be met within existing resources set out in paragraph 6.3.
- 6.6 With regards to the DFG programme, it is proposed that the top-up funding currently committed within the approved Capital programme continue to 31st March 2020, see Table 2 for details.

7 Equality Analysis Implications/Outcomes

- 7.1 An Equality Analysis has been completed by Blaby District Council on behalf of all partners as part of the development of the Lightbulb Business Case [and is attached as Appendix C]

8. Risk Management Implications

- 8.1 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.

As part of the risk assessment process, each identified risk is given a red, amber or green status. A summary of the most significant (red) risk are outlined below in table 3, together with mitigating actions:

Table 3

Current Risk	Actions to reduce the risks
Organisational culture is change resistant and not able to implement Lightbulb effectively or to timescales	Develop and implement a continual programme of engagement. Lightbulb partners to undertake a 'readiness audit' and develop a transition plan following sign off of the Business Case
Lack of buy in from Elected Members (across all partner authorities) means the Business Case does not get signed off, preventing implementation of the Lightbulb service	Regular engagement with Members to raise awareness and promote the benefits of Lightbulb both for partner authorities and customers
An effective integrated IT and data sharing system/process cannot be developed to support the Lightbulb model across partner organisations	Complete a full review of current systems highlighting new requirements and existing capabilities. Engage IT specialist resource to identify and resolve issues

Budget holders cannot agree a demand based funding allocation to support the hub and spoke Lightbulb service model

Develop Business Case setting out the benefits to all partners of the Lightbulb model and use this to engage with officers and Members.
Engage with finance offices from partner organisations to develop the financial model

9 Consultation

9.1 A customer and carer insight and engagement exercise was completed during 2015 to inform the development of Lightbulb. This involved a series of workshops and one to one interviews with carers, service users and the general public. Key finding from this and other engagement activity have helped to shape the redesigned service model from a customer perspective. Ongoing customer feedback mechanisms are also embedded in the development of the Lightbulb programme.

9.2 Key themes from the above engagement mechanisms have included:

- Early advice is important to help people understand accommodation choices now and in the future;
- Confusion regarding routes to accessing appropriate support;
- Confusion regarding the roles and responsibilities of agencies involved in supporting people in the home;
- The necessity to repeat circumstances to a number of agencies;
- Health, housing and social care are not seen as separate issues so integration is key.

9.3 Partner engagement

District and County Council partners have previously recognised the level of change required to transform existing service provision and meet the objectives outlined above and, through the Transformation Challenge Award bid, have committed to work together to make this happen. Moving forward through this Lightbulb Business Case will see this commitment continue through the implementation phase, ensuring that citizens of Leicestershire will benefit from a greatly improved housing support service offer in the future.

In order to maximise efficiency and deliver transformation of practical housing support services in Leicestershire through the Lightbulb Programme it is vital that all partner organisations are continually committed to supporting the programme.

10. Options

10.1 The following options were considered but rejected on the basis that they would not deliver the outcomes and benefits anticipated through the

integrated, countywide Lightbulb service model and support of the implementation of the BCF:

- a) To do nothing and retain a fragmented and complex model of service delivery
- b) To not participate in the Lightbulb Programme
- c) To not support the Better Care Fund through the additional DFG allocations from central government.

11 Background Papers

11.1 *Not applicable*

Previous report(s):

Information Issued Under Sensitive Issue Procedure: Appendix is exempt information

Ward Members Notified: N/A

Appendices:

A. Lightbulb Business Case – exempt

B. Lightbulb Governance Structure

C. Equality assessment undertaken by the Lightbulb Team.