



## **HEALTH AND WELLBEING BOARD: 17 NOVEMBER 2016**

### **REPORT OF THE DIRECTOR OF HEALTH AND CARE INTEGRATION**

### **TRANSFORMING AND INTEGRATING PRACTICAL HOUSING SUPPORT IN LEICESTERSHIRE**

#### **Purpose of report**

1. The purpose of this report is to present the Lightbulb Programme Business Case for transforming practical housing support in Leicestershire, seek support from the Board for the proposed new, integrated model of housing support that will support wider health and wellbeing outcomes and outline the process and timetable for approval of this Business Case across local authority partners.

#### **Link to the local Health and Care System**

2. The Lightbulb Programme sits alongside a range of other initiatives as part of Leicestershire's developing Unified Prevention Offer, ensuring a co-ordinated approach to preventative services both across the County and different stakeholder organisations, including district councils and local Clinical Commissioning Groups.
3. The Lightbulb Programme's integrated approach to housing support directly aligns with the vision outlined in Leicestershire's Adult Social Care Strategy - 'to make the best use of available resources to keep people in Leicestershire independent'. The Lightbulb Programme's service model will help ensure people 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.
4. More specifically, the Lightbulb Programme directly aligns with the Adult Social Care Older Persons Accommodation Strategy and Equipment, Adaptations and Assistive Technology Strategy, both of which recognise the benefits of an integrated, targeted and holistic housing support offer.
5. Statutory funding for major adaptations in the home (Disabled Facilities Grant) has formed part of the Better Care Fund since 2015/16. The rationale behind the inclusion of this funding is to encourage areas to think strategically about the use of home adaptations and technologies to support people in their own homes and take a joined up approach to improve outcomes across health, social care and housing. The Lightbulb Programme responds directly to this challenge; providing an integrated and holistic housing offer with benefits targeted to the wider health and care system.
6. Leicestershire's ageing population will place increasing pressure on health and social care services over the coming years. A more integrated, targeted and customer focussed housing support offer can contribute to demand management strategies by making the most of cost effective, preventative solutions such as home adaptations,

avoiding or delaying more costly alternatives such as residential/nursing care or hospital admission.

### **Recommendation**

7. It is recommended that:

- a) The potential benefits of service transformation and integration set out in the Lightbulb Business Case, attached as Appendix A, be noted
- b) The new, integrated model for housing support outlined in the Lightbulb Business Case be supported by the Board, recognising the positive impact this new model will have on health and wellbeing outcomes for vulnerable Leicestershire citizens
- c) The timetable for approving the Business Case across local authority partners and for implementation of the new model by October 2017 is noted

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

8. National and local policy drivers are set out in the Business Case and have informed the development of the new model of service delivery.
9. In 2013, Leicestershire's Housing Services Partnership developed the Housing Offer to Health in conjunction with the Chartered Institute of Housing. The offer included setting out how housing services can support and promote the health and wellbeing of Leicestershire citizens and offering to concentrate the collective efforts of the seven district councils on developing services to help health and social care partners achieve their Better Care Fund objectives. This work was subsequently adopted by Leicestershire's Health and Wellbeing Board. The concept of Lightbulb was one of a number of practical opportunities to emerge from this work, now part of the Unified Prevention Offer.
10. In April 2015, a County Council and District Council partnership bid was successfully awarded £1 million Transformation Challenge Award funding from the Department for Communities and Local Government to transform practical housing support services in Leicestershire through the Lightbulb Programme.
11. A Programme Team was appointed to take this work forward with partners and develop 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 (DFGs).

12. The Lightbulb Programme Business Case presents the outcome of this work to date, including setting out the evidence base for change, outlining the potential savings, efficiencies and customer benefits based on activity within a number of pilot projects and detailing the new Lightbulb service delivery model for practical housing support.
13. The new Lightbulb model will require a significant level of change and the Business Case also outlines work required across all partners to implement new ways of working during 2017/18, including the ending of related contracts and realignment of investment to support the Lightbulb model.
14. A large part of the Lightbulb offer clearly supports the Councils ambition to effectively prevent individuals from needing formal health and social care support. The Director of PH has been consulted to ensure that the development of the offer is well aligned to the emerging Early Help and Prevention Work Programme'.

### **Background**

15. The current picture of housing support in Leicestershire is both fragmented and 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. There are frequent handoffs and different housing support needs are often assessed and dealt with in isolation by different agencies, involving a range of different practitioners.
16. 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.
17. The Lightbulb Programme creates an integrated, targeted and customer focused pathway across Leicestershire using a new Housing Support Co-ordinator role which will bring together functions currently carried out across the County and district councils. 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.
18. In line with the Housing Offer to Health, the new service delivery model will ensure housing support is directly aligned with Better Care Fund objectives; delivering benefits for the health and care system and supporting wider health and wellbeing outcomes.
19. The Lightbulb Programme 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 DFG applications;
  - Assessment and resolution of wider practical housing support needs:
    - Handyperson;
    - Home security.
  - Support with housing related health and wellbeing needs:
    - Warm homes;
    - Energy efficiency;

- 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.

20. A centralised management, performance monitoring and development 'hub' will ensure consistency and resilience across the County.

21. Lightbulb Programme 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:

- 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 DFGs by working collaboratively across Leicestershire;
- Improved customer experience through reduced waiting times and putting the customer at the heart of the process.

22. The redesign and transformation of the housing support offer set out in the Lightbulb Business Case is based on redirecting existing local authority resources currently delivering a fragmented and isolated service offer; pooling these resources to deliver benefits both for customers and the wider health and social care system by supporting people to stay safe, well and independent in their own home for as long as possible.

23. Alongside the community based housing support offer, the Hospital Housing Enabler element of the overall Lightbulb model works directly with patients and hospital staff to identify and resolve housing issues that are a barrier to timely discharge and to prevent readmission.

24. Moving forward, the Lightbulb model will provide a vehicle to work more closely with NHS partners for example by:

- Providing access to a comprehensive housing support offer through the First Contact Plus service as part of a social prescribing approach
- Working with integrated locality teams to target housing support to specific cohorts of patients for example those at risk of falls in the home or patients with respiratory disease whose condition may be exacerbated by cold or damp housing

### **Proposals/Options**

25. It is proposed that the Lightbulb Programme model set out in the Business Case (Appendix A) is supported as the future mechanism for delivering the housing support offer across Leicestershire and that further work will be undertaken to move towards implementation of this model by or no later than October 2017.

## **Consultation/Patient and Public Involvement**

26. A customer and carer insight and engagement exercise was completed during 2015 to inform the development of the Lightbulb Programme. This involved a series of workshops and one to one interviews with carers, service users and the general public. Key findings from this and other, ongoing engagement work including findings through the Older Persons Accommodation Strategy consultation have helped to shape the redesigned service model from a customer perspective and ongoing customer feedback mechanisms are embedded in the Lightbulb programme.
27. 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.
28. The Leicestershire Equipment, Adaptations and Assistive Technology Strategy has been shared widely across stakeholders including the Lightbulb Programme Board, Chief Housing Officers Group, Urgent Care Board and the Integration Executive. Stakeholders support the intention to develop closer working between the County Council and district partners by developing the Lightbulb offer to facilitate a better customer journey and more efficient and cost effective adaptation processes.
29. In addition, the Adults and Communities Department have concluded the consultation for the Older Persons Accommodation Strategy which was undertaken from 4 July to the 23 September 2016. There was strong support for intentions to improve information and advice regarding housing support and key themes relating to supporting people to plan ahead effectively, understanding the different types of support available and ensuring support is available in a crisis were highlighted in consultation feedback.

## **Resource Implications**

30. The financial model for the Lightbulb Programme 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 local authority partner organisations. This has informed the level of demand for Lightbulb across the County.
31. The financial model assumes the new Lightbulb service offer will be implemented from within existing funding streams which currently sit across different local authorities 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 which support the wider health and social care system.

**Timetable for Decisions**

32. Local authority partners have begun seeking sign off of the Lightbulb Business Case through their own governance structures. It is anticipated this will be completed in January 2017. In the meantime, partners continue to work together to prepare for implementation of a new integrated model of housing support by October 2017.

**Background papers**

None.

**Circulation under the Local Issues Alert Procedure**

None.

**Officer to Contact**

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**List of Appendices**

Appendix A: Lightbulb Business Case for Transforming and Integrating Practical Housing Support in Leicestershire

Appendix B: Equality Impact and Needs Assessment: Lightbulb

**Relevant Impact Assessments****Equality and Human Rights Implications**

33. An Equality Impact and Needs Assessment 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 B. Further equalities assessments will be developed as the new service model is implemented.

**Partnership Working and associated issues**

34. Local authority partners have previously recognised the level of change required to transform existing service provision and meet the objectives outlined within this report and, through the Transformation Challenge Award bid, have committed to work together to progress this change. Moving forward through this Lightbulb Programme Business Case will see this commitment continue through the implementation phase, ensuring that residents of Leicestershire will benefit from a greatly improved housing support service offer in the future.

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

### Risk Assessment

36. 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.

37. 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) risks is outlined below, together with mitigating actions:

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

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