



European Society for Prevention Research – 5th International Conference

Approach to cost-benefit analysis of the Prevention Matters programme

Dr Miguel Garcia-Sanchez

Cheryl Hopkins

Sam Mackay

John Newman

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Introduction

Evaluation plan

Selection of baseline outcomes

Costing

About the authors

Definition	Prevention Matters is a programme that facilitates access to community services and groups in Buckinghamshire. Its focus is on activating resources, also referred to as ‘social assets’, which are expected to contribute positively to prevention of adult social care. The service delivery model for Prevention Matters builds on a referral system, rather than on direct support. Total funding available between January 2013 and December 2016 is £4.1 million.	
Programme users	Prevention Matters is intended for adults who live in Buckinghamshire and are below the substantial social care need threshold. Most of the users accessing the programme are aged 65 or older. The target is 3,000 to 4,400 completed cases by December 2016. In July 2014, just over 1,000 assessments had been agreed with programme users.	
Journey through the programme	Typically a GP refers someone who meets the eligibility criteria to the programme. After assessment, the Community Practice Worker agrees an action plan with the user. All action plans involve a further referral to a community service or group, for example to participate in a lunch club once a month. Users engage with Community Practice Workers again at the six- and 12-month reviews, after which the user exits the programme.	
Practitioners	14 Community Practice Workers	lead on the process, from first contact with the programme users to final review and exit.
	7 Community Links Officers	ensure that the necessary resources are available in the community to meet users’ needs, including identification of opportunities to build new capacity.
	Community services and groups	a wide network of local organisations that provide direct face-to-face support to users through activities such as befriending, mental health support, transport or fitness, following Community Practice Worker referral.

Components	Intelligence Hub	sponsored by the Council, is responsible for data systems and reporting.
	Volunteer Hub	has a focus on recruiting volunteers and allocating them to volunteer hosting organisations.
	Time credits	aimed at getting people involved in community activities in exchange for non cash rewards worth the equivalent to the time they spend on the community activity.
	Community grants	for community services and groups, to build new capacity that meets the needs of Prevention Matters users.
Timeline	Programme design and set-up	Autumn 2012, when the first consultations with local stakeholders took place, to July 2013, when the first person was referred to the programme, including the pilot run between January and July 2013
	Implementation	July 2013 to December 2016, when the programme is scheduled to conclude. Note funding was originally granted until December 2015 and subsequently extended to December 2016.
Website	http://www.buckscc.gov.uk/social-care/care-for-adults/prevention-matters/	

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The evaluation aims to answer four key questions

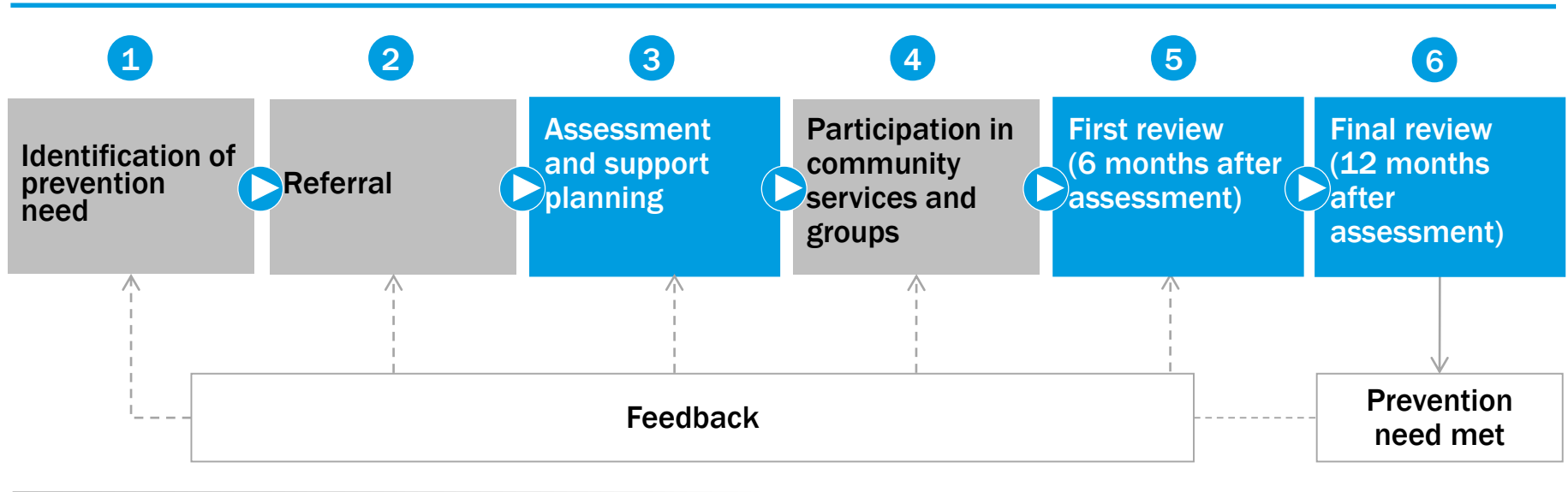
Final results are scheduled for early 2016

- 1 Logic model review**
Key question: What are the strengths and weaknesses of the design?
Techniques: Logic model development
- 2 Process evaluation**
Key question: Is the programme feasible?
Techniques: Process mapping and testing
- 3 Impact evaluation**
Key question: Does the programme work?
Techniques: Statistical analysis, qualitative analysis
- 4 Cost-benefit analysis**
Key question: Is the programme worth it?
Techniques: Econometric modelling

User journey

The evaluation measures the change in user outcomes between baseline (Step 3) and follow-ups (Steps 5 and 6)

Key steps in the user journey



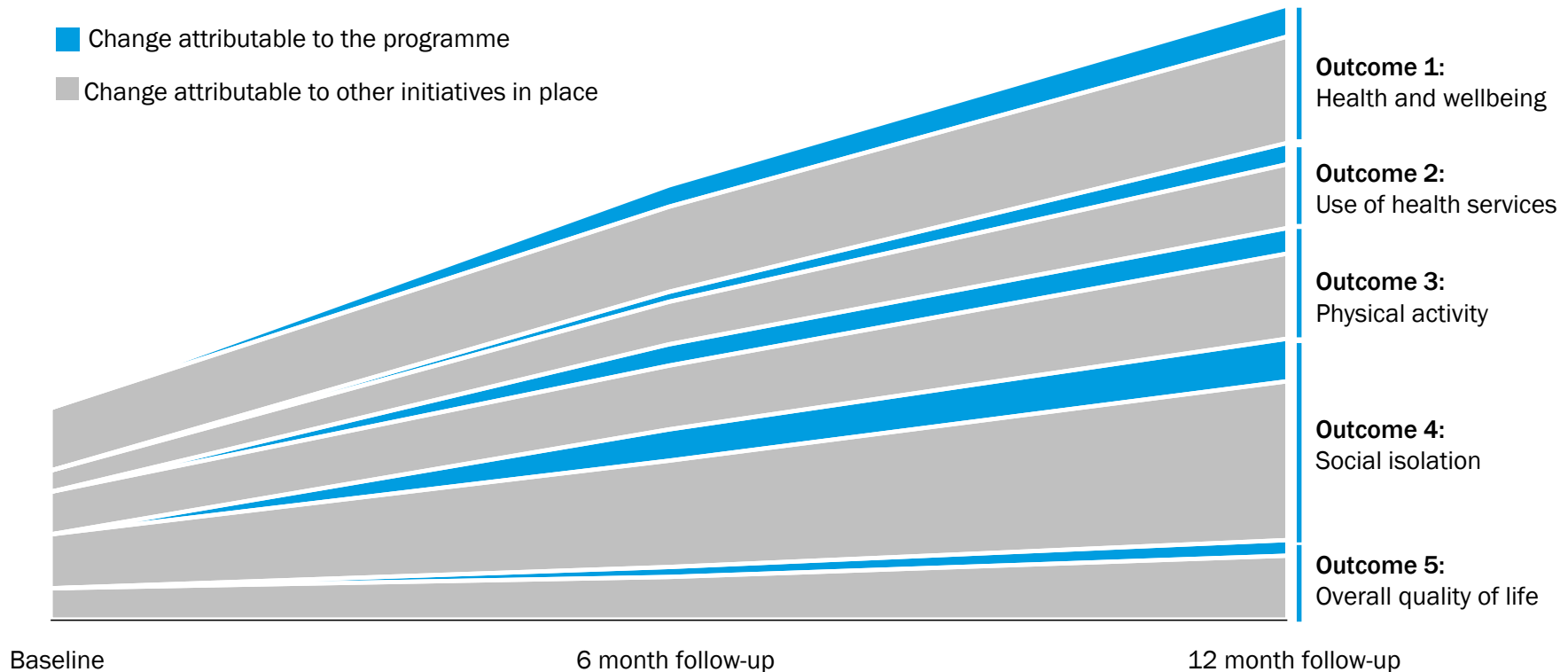
User outcomes

We measure outcomes through self-assessed outcome questionnaires administered by programme practitioners

Domain	Selection of user outcomes		
1 Health and wellbeing	<ul style="list-style-type: none">• How good is your health today?	<ul style="list-style-type: none">• Feeling relaxed	<ul style="list-style-type: none">• Feeling worried, sad or unhappy
2 Use of health services	<ul style="list-style-type: none">• Visits to GP	<ul style="list-style-type: none">• Visits to Accidents and Emergency services	<ul style="list-style-type: none">• Admissions to hospital
3 Physical activity	<ul style="list-style-type: none">• Walking	<ul style="list-style-type: none">• Moderate physical exercise	
4 Social isolation	<ul style="list-style-type: none">• Meeting with other people	<ul style="list-style-type: none">• Whether user has as much social contact as desired	<ul style="list-style-type: none">• Spends time doing valuable things
5 Overall quality of life	<ul style="list-style-type: none">• Satisfied with own quality of life		

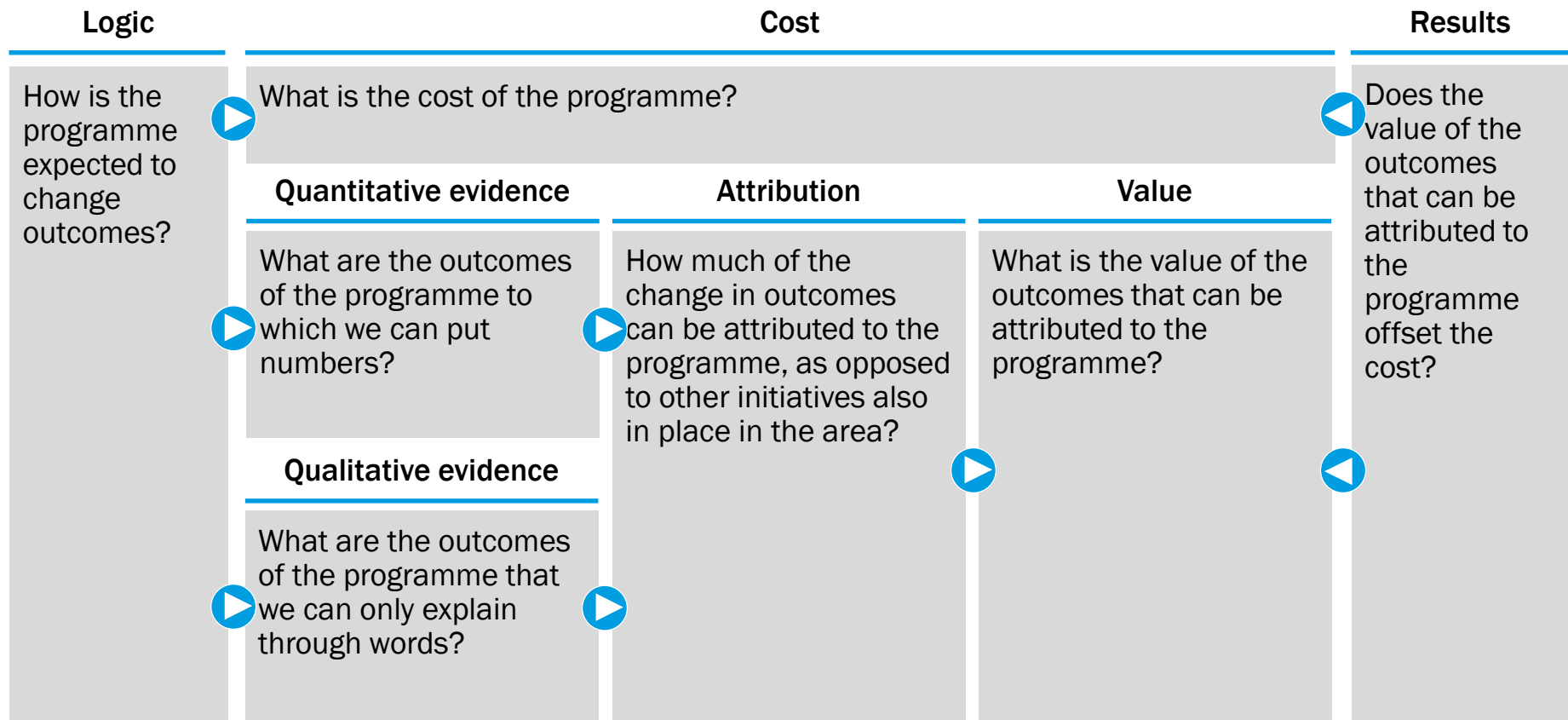
The impact evaluation follows a before-and-after design

Illustration of how the impact evaluation would work in practice if the change in all user outcomes was positive



Note: For information on types of evaluation, please read Quality in polity impact evaluation (QPIE), available at <https://www.gov.uk/government/publications/the-magenta-book>

Approach to cost-benefit analysis



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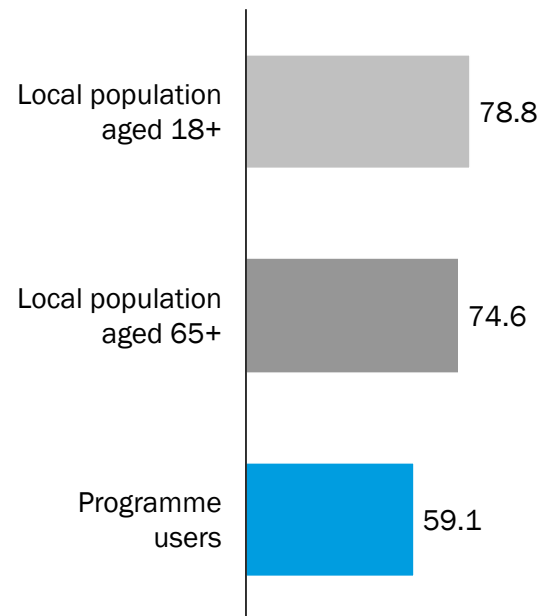
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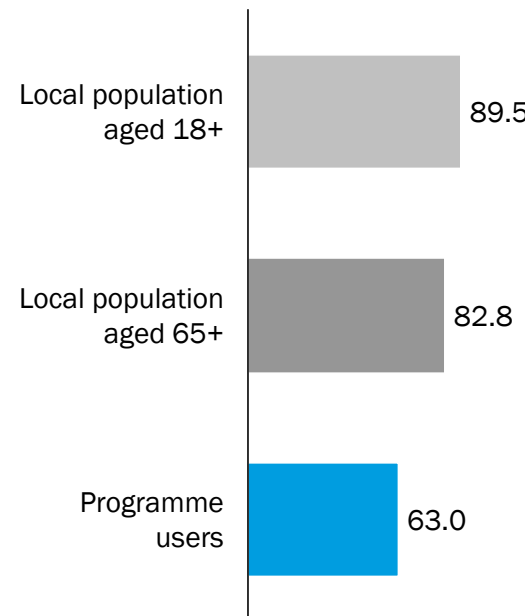
Baseline outcome 1: Health and wellbeing

This is one of the key outcomes on which the evaluation will focus, alongside use of health services, physical activity, social isolation and overall quality of life

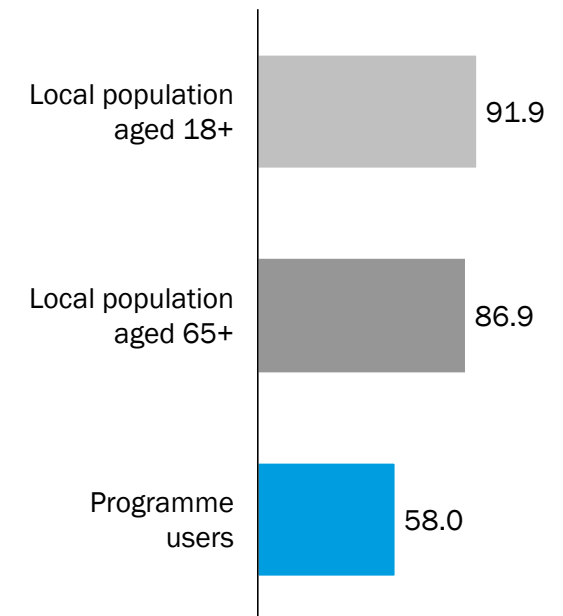
'On a scale from 1 to 100, how is your health today?'



EQ-5D health index (0 to 100)



Warwick-Edinburgh Scale 'Feeling optimistic' (%)



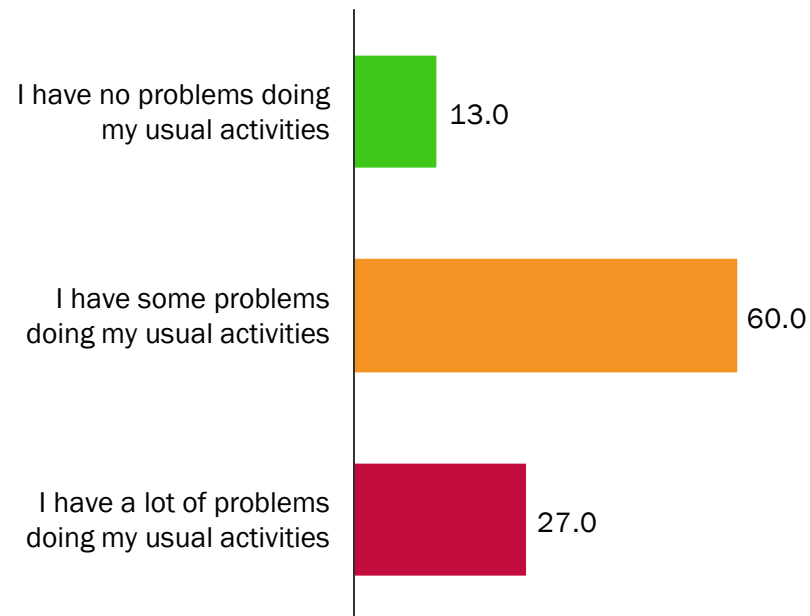
Source: AIS system, Euroqol EQ-5D questionnaire, short version of Warwick-Edinburgh Mental Wellbeing Scale, Health Survey for Strategic Health Authority 9

Note: 1. Based on 210 assessments conducted by the programme between May and August 2014. 2. Answers to first three questions of EQ-5D questionnaire assumed to be 'no problem' because otherwise not eligible for the programme.

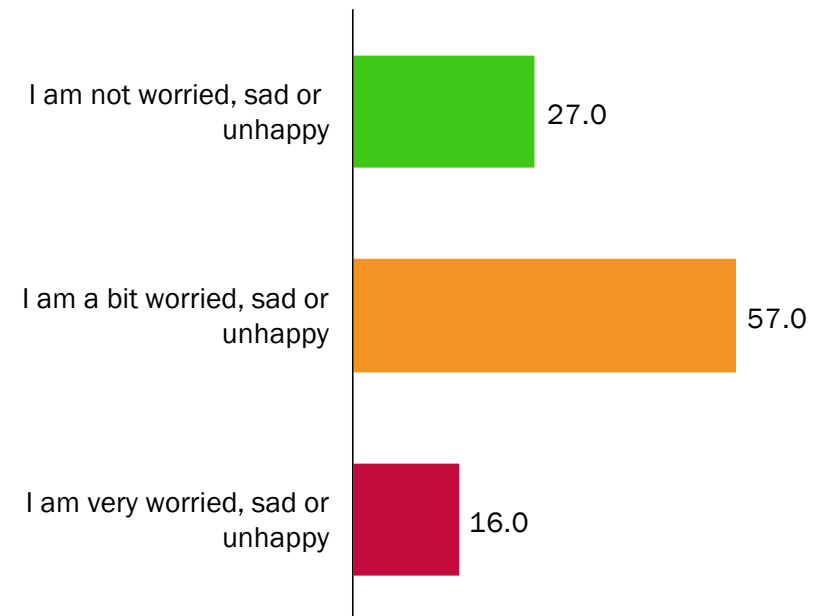
Baseline outcome 1: Health and wellbeing

Most users are worried, sad or unhappy, and have problems doing their usual activities

Problems doing usual activities (%)



Feeling worried, sad or unhappy (%)



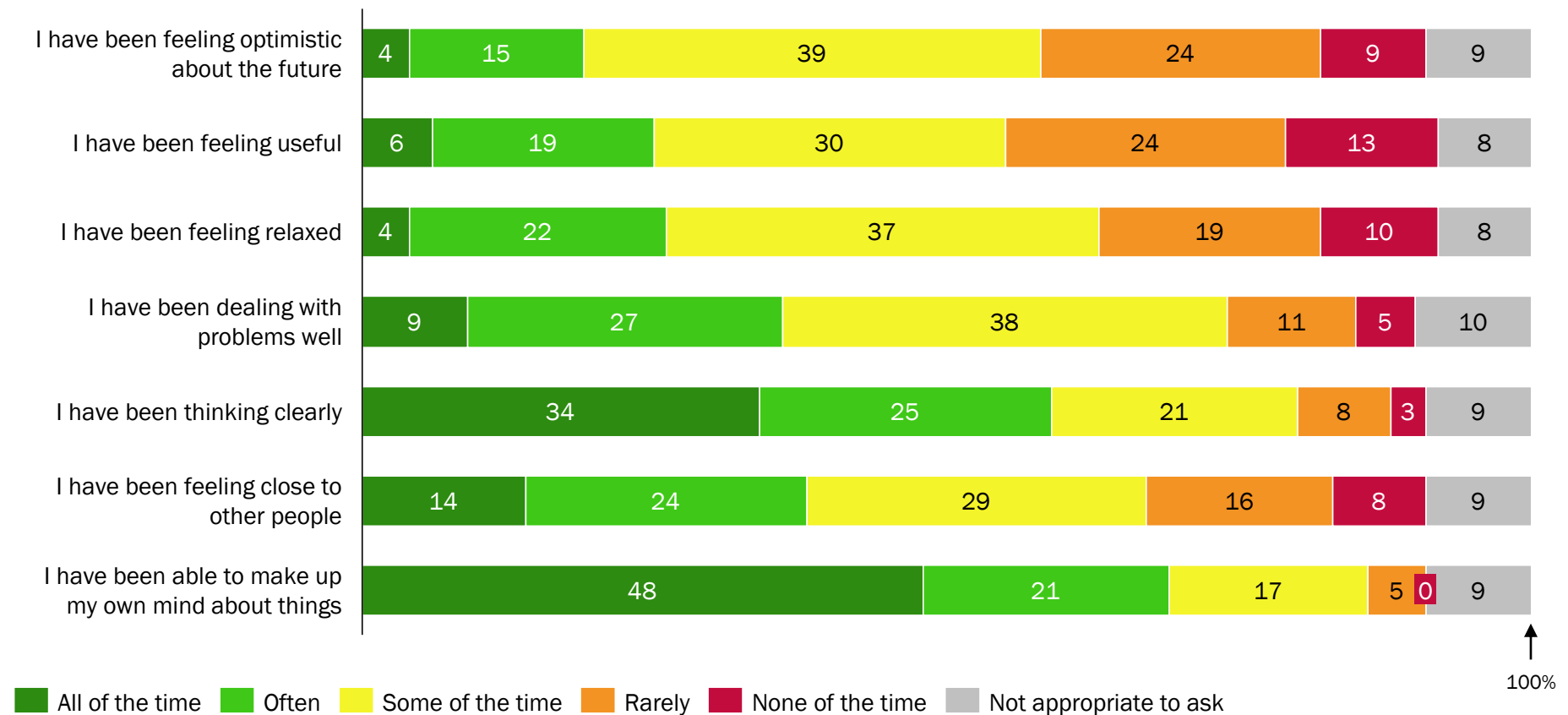
Source: AIS system, Euroqol EQ-5D questionnaire, self-reported by user at assessment interview

Note: 1. Based on 210 assessments conducted by the programme between May and August 2014.

Baseline outcome 1: Health and wellbeing

Many users scored highly in relation to thinking clearly and knowing their own mind, however few felt that they were dealing with their problems well

Answers to Warwick-Edinburgh Mental Wellbeing Scale questions (%)



Source: AIS system, short version of Warwick-Edinburgh Mental Wellbeing Scale, self-reported by user at assessment interview

Note: 1. Based on 210 assessments conducted by the programme between May and August 2014

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From Section 256 to Better Care

In 2012, the Council secured a £4.1 million investment to run the programme from January 2013, when the programme pilot started, to 2015, then further extended until December 2016.

History of the investment

2010

- NHS announces that Clinical Commissioning Groups would receive allocations for social care through Section 256 of the Health Act 2006
 - Investments in prevention and wellbeing services for frail older people
 - Care re-balanced from hospital to community
 - Services to support hospital leavers

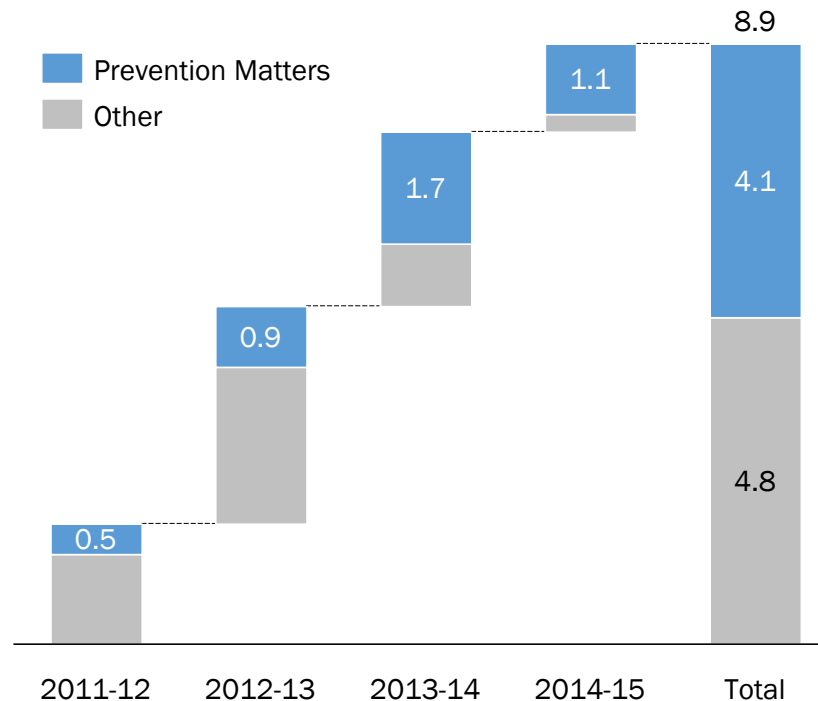
2012

- Buckinghamshire County Council obtains £8.9 million for social care

2013

- Better Care Fund encourages the use of existing funding to better integrate health and social care services

Breakdown of £8.9 million social care allocation in Buckinghamshire (£m)



Government guidance requires programme evaluations, including cost-benefit analyses, to estimate all the resources involved

HM Treasury's Green Book

The Green Book provides public sector organisations with guidance on how to conduct evaluations

Cost-benefit analyses quantify in monetary terms as many of the costs and benefits of a programme as feasible

- This includes items for which the market does not provide a measure of economic value
- In the case of Prevention Matters, this includes the resources of users, volunteers and organisations not directly funded by the Council

In reference to accountancy, the Green Book states:

- *'Cashflows and resource costs are important, however, they do not provide the opportunity cost, and therefore cannot be used to understand the wider costs and benefits'*

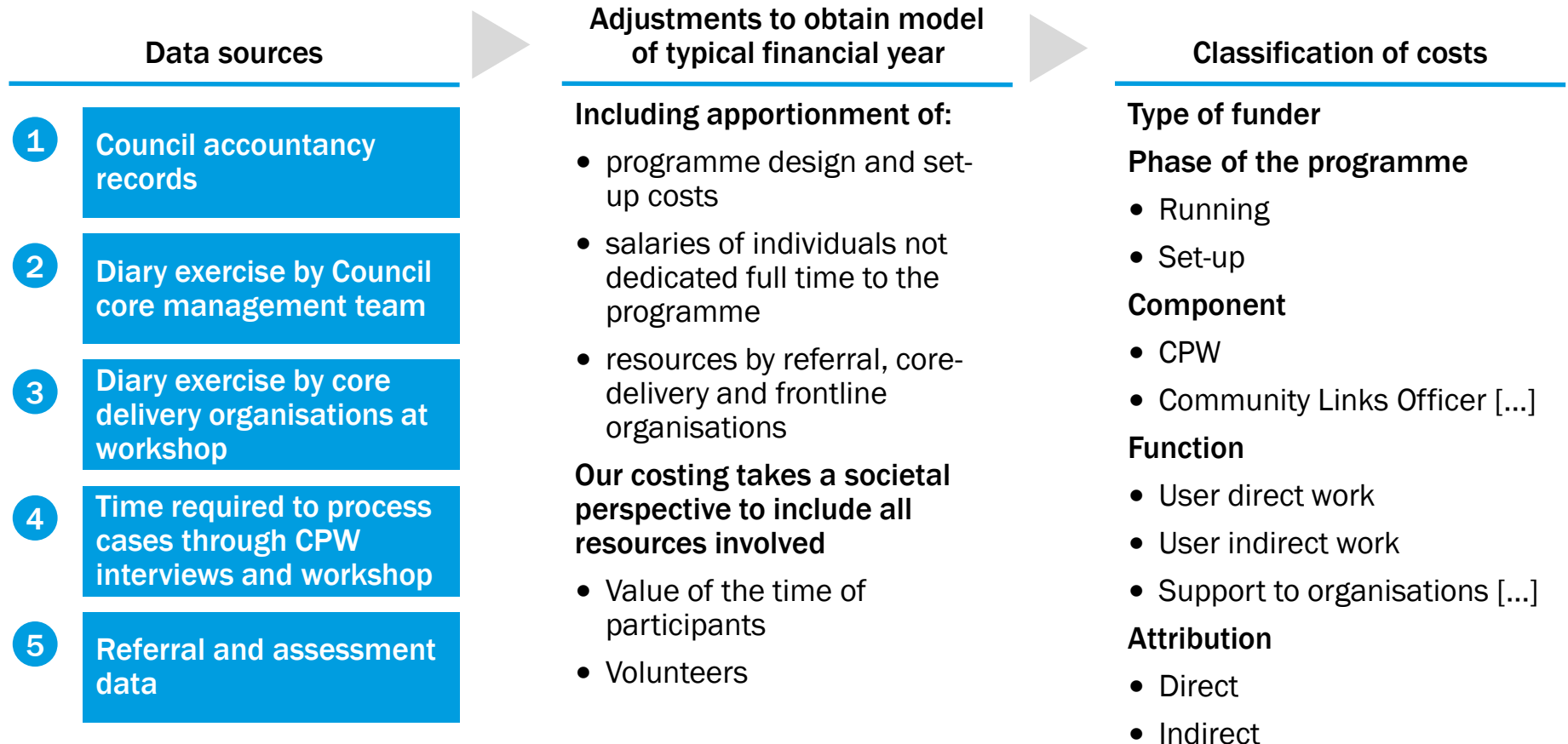
National Institute for Clinical Excellence (NICE)

No standard method has yet been devised to apportion costs when more than one government department, local authority or third-sector organisation are involved.

- This may prove particularly important when one organisation secures the benefits, but another is required to fund it
- A broader 'societal' perspective ensures that all relevant costs are included, regardless of who pays for them
- NICE recommends that the approach chosen is explained and justified

Approach to costing

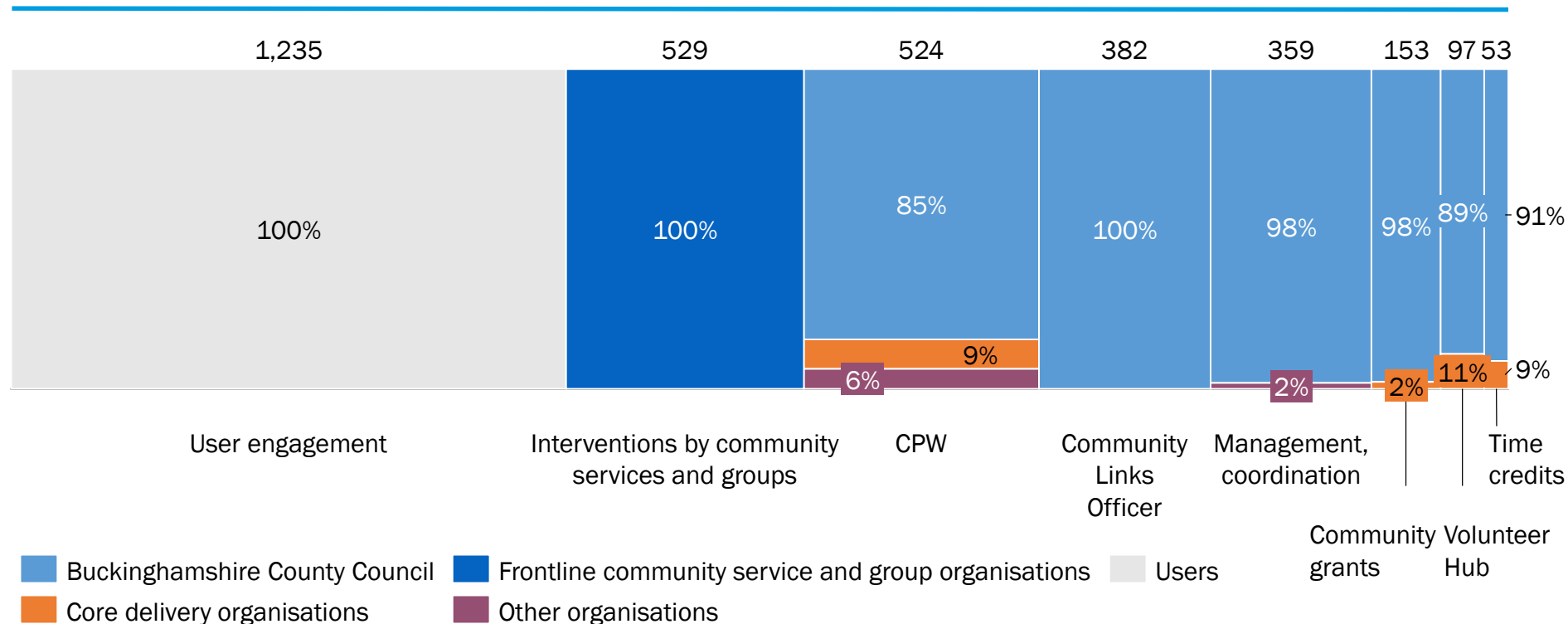
We used data for 2013-14 to model a typical financial year in the lifetime of the programme, including running costs for that year and a proportion of the costs incurred in 2012-13 during programme design and set-up



The Council's investment engages additional resources from the community

The Council's total investment in the programme translates into a £1.5 million investment per year, which is matched by £1.9 million's worth of resources from the community, giving £3.4 million per year

Resources involved in the programme by component (£000) and type of funder (%)



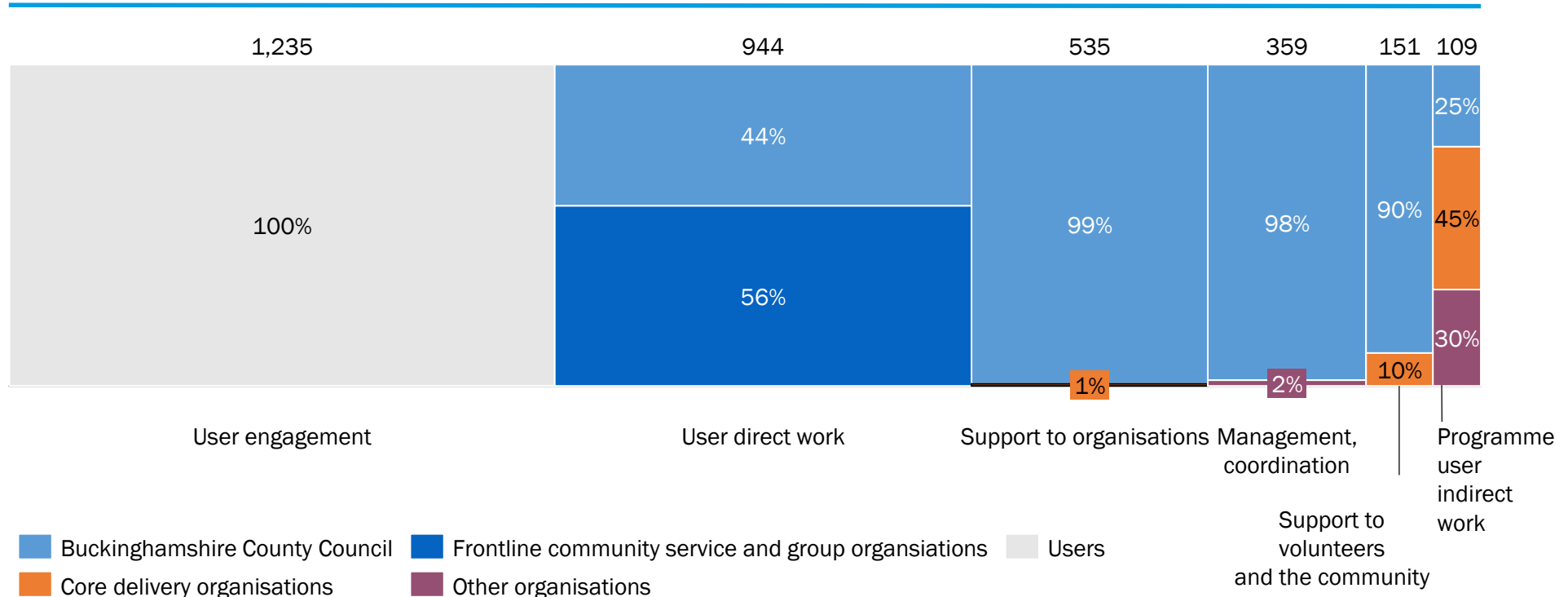
Source: Apteligen-Aldaba analysis of financial information provided by Buckinghamshire County Council

Note: 1. Programme user engagement: The ability of the user to attend and be an active part of community services and groups regularly, including fees, travel expenses and the value of the time users require to participate in community services and groups.

Resources go to users, organisations, volunteers and the community

The £3.4 million's worth of yearly resources serve a number of functions like facilitating the engagement of programme users with the programme and providing direct (mostly face to face) support to programme users

Resources involved in the programme by function (£000) and type of funder (%)



Source: Apteligen-Aldaba analysis of financial information provided by Buckinghamshire County Council

Note: 1. Programme user engagement: The ability of the user to attend and be an active part of community services and groups regularly, including fees, travel expenses and the value of the time users require to participate in community services and groups.

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A partnership between Apteligen, Aldaba and LG Futures supported by Cheryl Hopkins Consulting



Apteligen provides specialist research and consultancy services to the public sector with a focus on how information can be translated and applied in ways to inform improved management and decision making.

- Apteligen helps organisations gather, analyse and interpret information in ways to help them provide better quality services, do more with the resources they have, and better meet the needs of their population

Here is the hyperlink to the Apteligen website:
<http://www.apteligen.co.uk/>



Aldaba aims to support public and third sector organisations through research and advice

From the chief executive to the newest intern, we work with the people who do the tasks every organisation needs to keep improving

- Strategies: Where you want to be and what you need to get there
- Operations: How you work on the day to day
- Evaluations: What you learn from your experience

Here is the hyperlink to the Aldaba website:
<http://aldaba.co.uk/>



LG Futures specialises in supporting the public sector to deliver improved and more cost effective services

- It will be involved in the evaluation of Prevention Matters in 2015

Cheryl Hopkins

Cheryl has worked in local government for 34 years, 15 of those at Director level.

- Her most recent role is Director of Strategy and Commissioning, Children Young People and Families, at Birmingham City Council.

Acknowledgements



Stay updated

<http://www.buckscc.gov.uk/social-care/care-for-adults/prevention-matters/>

@PrevMatters

@Miguel1G1S

For queries, please contact
Miguel@aldaba.co.uk