CT Public Health Practice Based Research Network: Studies of Local Public Health Funding and Services

CT Public Health Association Conference October 5, 2012

Panelists

- Elaine O'Keefe, Yale School of Public Health
- Jennifer Kertanis, Farmington Valley Health District
- Debbie Humphries, Yale School of Public Health
- Emil Coman, Institute for Community Research
- Steve Huleatt, West Hartford-Bloomfield Health District
- Moira, Lawson, CT Association of Directors of Health

What is Public Health Services & Systems Research?

A field of inquiry examining the **organization**, **financing**, and **delivery** of public health services at local, state and national levels, and the **impact** of these activities on population health

PHSSR History

- Early APHA studies, 1920-1950 on LHDs
- Renewed interest following 1988 IOM report/ emergence of 3 core functions
- Core functions expanded to 10 ES
- CF/ES underpin contemporary PHSSR
- CDC pilot studies of PH performance
- NACCHO develops tools (APEXPH)
- CDC NPHPSP
- PH Accreditation movement

State of the Field

- CDC convened group to produce PHSSR research agenda in 2006
- Relatively under-funded and young field vs. health systems research
- Mostly descriptive studies (e.g. NACCHO profiles)
- No objective, validated methods to measure quality of PH practice re. effectiveness, timeliness, efficiency, etc.
- Decision makers increasingly interested in health/economic impact of PH activities but few studies exist that can isolate these effects
- RWJF \$10 million commitment to PHSSR

What is Practice-Based Research in Public Health?

- Research that tests effectiveness & impact of public health practices in real-world public health settings
- Research designed to address uncertainties and information needs of real-world public health decision-makers
- Research that evaluates the implementation and impact of innovations in practice
- Research that uses observations generated through public health practice to produce new knowledge

More than

of total U.S. healthcare costs derive from preventable conditions

Thorpe KE, Odgen L. What accounts for the rise in health care spending? Emory University, 2008.

Less than



of total U.S. health expenditures are devoted to public health & prevention

U.S. communities that increased public health spending by 10% experienced an



reduction in preventable mortality rates over the 1993-2008 period

Mays GP, Smith SA. Evidence links increases in public health spending to declines in preventable deaths. Health Affairs. 2011

Less than

of federal health research spending supports delivery system research

Woolf SH, Johnson RE. The break-even point: when medical advances are less important than improving the fidelity with which they are delivered. Ann Fam Med. 2005

Examples of Promising Areas for Future Research

- Impacts of consolidation of regionalization initiatives on service delivery and health outcomes
- Specific board powers and duties that are most influential in improving public health system performance
- Effects of legal reforms on public health system operations and outcomes
- Impact of accreditation programs and/or performance standards on improving public health organizational capacity
- Impact of workforce training and education programs on system-level performance and outcomes

Public Health PBRN Defined

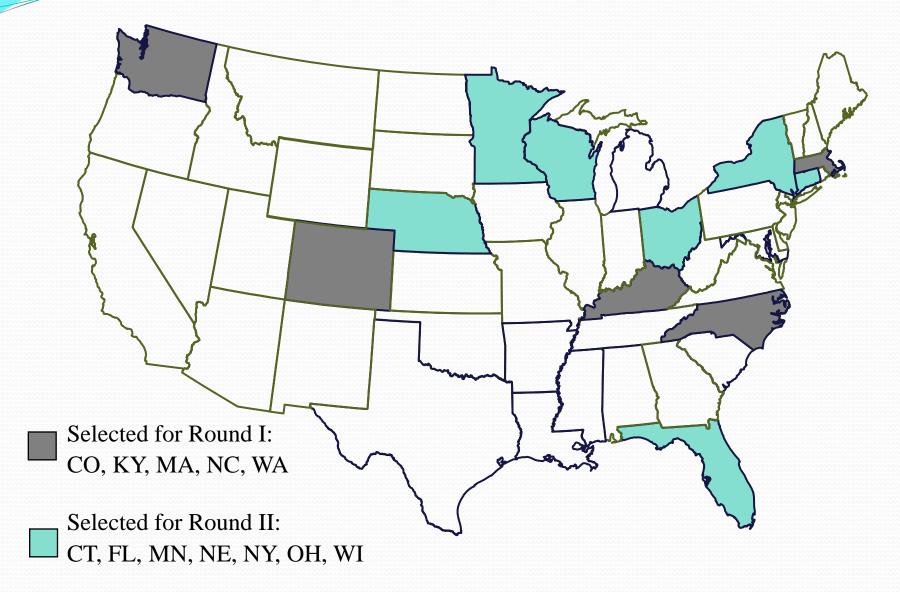
"A collection of PH agencies and partners engaged in ongoing collaboration with academic researchers to conduct applied studies of strategies for organizing, financing and delivering PH services in real world community settings"*

* PHPBRN National Coordinating Center Overview Document

Activities of the Public Health PBRN Program

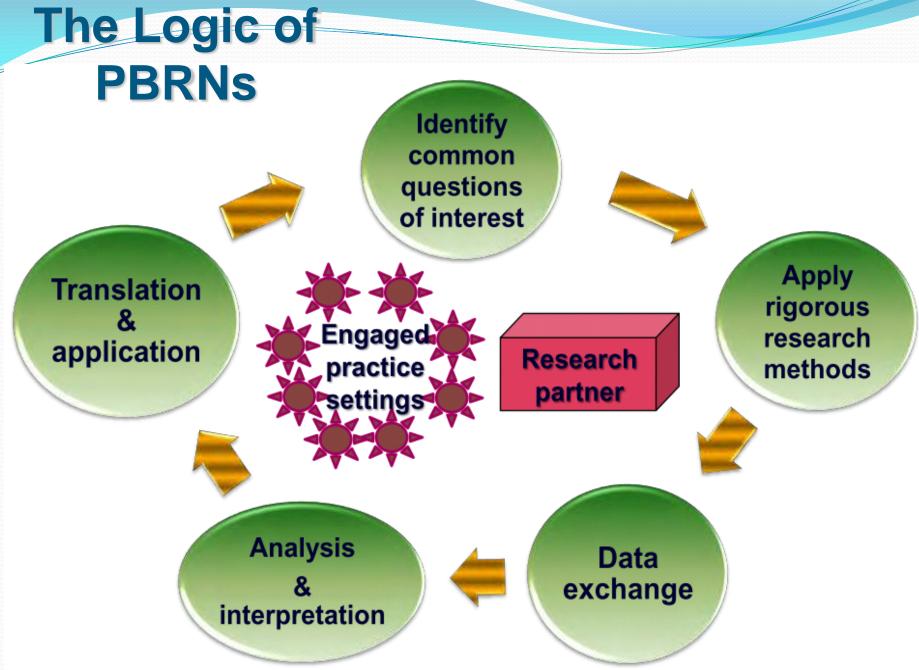
- Develop up to 15 public health PBRNs over 4 year period
- Two-year grants for infrastructure development and initial studies
- Additional funding opportunities for research implementation
- National coordinating office
 - Support network development
 - > Expert consultation on research projects
 - Coordinate multi-network research studies
 - Diffuse findings and lessons learned

PBRN Sites: Rounds I and II



Goals of the CT PBRN

- Increase understanding of PHSSR
- Develop applied public health research agenda for CT
- Coalesce the research expertise in CT
- Enhance evidence base of public health
- Better position public health system for eventual accreditation
- Contribute to national PHSSR



Key Elements of a Public Health PBRN

- State or local agency to serve as lead convener
- Multiple practice settings available for study
- Champion within each practice site
- Research partner with design and analysis expertise
- Regular communication among participants
- Feasible and relevant initial research projects
- Dedicated staff time for research facilitation

Activities of CT PBRN

- Establish Leadership Team
- Orient CADH membership
- Identify Research Needs and Interests
- Established practice-driven research agenda
- Implement Research Projects
- Expand PBRN and seek to sustain Network

Examples of PBRN Studies

- Comparative case studies: document processes, identify scope and scale of problems, examine innovations
- Large-scale observational studies: document practice variation across public health settings; identify causes & consequences of variation
- Adoption/diffusion studies: identify the pace patterns through which evidence-based practices are adopted, and factors that facilitate and inhibit adoption
- Quality improvement studies: evaluate strategies for improving program operations & outcomes
- Policy evaluations and natural experiments: monitor effects of key policy & administrative changes

CT PBRN Practice-driven Research Agenda

- Local Public Health Structure (size, organization, department type)
 - Does larger mean improved and/or better services?
- Cost Effectiveness
 - Does larger mean more cost effective?
 - Are Districts more cost effective than municipal departments?
- Financing of Local Public Health
 - Implications of budget cuts on local health departments (size, type)

CT PBRN Practice-driven Research Agenda

Local Public Health Workforce

• Where is the next generation of public health workers coming from? –forecasting?

Quality Improvement

 Why do local health departments do/provide public health services differently?

Early Research of the CT PBRN

- 2010 Legislative Initiative
 - Reduced or eliminated funding to 43/77 LHDs
 - Municipal departments serving fewer than 50,000
 - Districts serving 2-towns with total population fewer than 50,000
 - Effort to advance more regionalization
 - Natural experiment-prime for investigation

"Quick Strike Research"

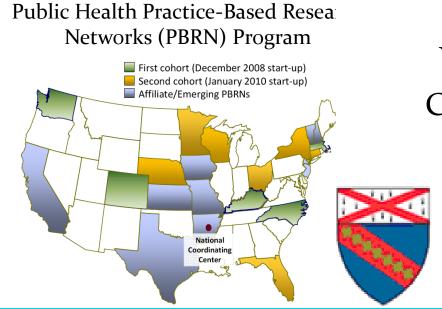
- Explore immediate and anticipated impact of funding cuts
- Explore intentions regarding consolidation or shared service arrangements

David Gregorio, PhD University of Connecticut

Findings

- No appreciable effect seen among small departments
- Workforce reductions in two or more job categories reported by 26% of affected departments and 47% of unaffected departments
- Few departments reported intentions to regionalize as result of cuts

Revenue Streams & Service Delivery in Connecticut Local Health Jurisdictions 2001-2010



Debbie Humphries Yale School of Public Health CT Public Health Association October 5, 2012



Connecticut Association of Directors of Health

Background

- Study was funded by the Connecticut Practice-Based Research Network (PBRN)
- Motivation for study: Concerns that the recession of 2007-2009 had reduced Local Health Jurisdictions' (LHJs) revenue and that LHJs would be adjusting their service mix in response
- Connecticut health jurisdiction structure:
 - 106 LHJs in 2001 > 75 LHJs in 2011
 - Full-time single town/city (n=29)
 - Part-time single town (n=25)
 - District with multiple towns/cities (n=21)

Research questions

- 1. How has the profile of LHJ revenues and services changed over the 2001-2010 period?
- 2. Were changes in economic conditions, as measured by unemployment and housing permits, associated with changes in fee revenue or service provision?
- 3. Did other factors besides local economic conditions, such as type of LHJ, explain variation in fee revenue and service provision over time?
- 4. What coping mechanisms did LHJs use to respond to economic downturns and reduced revenues?

Methods used

Two phases: (1) quantitative, (2) qualitative

(1) Quantitative analysis

- Used annual report data submitted to DPH by LHJs for the years 2001-2010
- Supplemented with other Connecticut data on unemployment, housing, population, rural towns
- Described trends over time in fees and services
- Used regression models to test which factors explained variation in fees and services over time

Methods used

(2) Qualitative analysis

- Interviews with 17 Directors of Health for 20 LHJs
- Purposive sample across types of LHJs
 - 6 of 18 urban districts; 1 of 2 rural districts
 - 6 of 10 urban full time
 - 2 of 12 urban part time; 5 of 13 rural part time
- Interviews recorded and transcribed
- Transcripts coded by two independent reviewers
- Key themes identified around LHJ coping mechanisms in response to reduced revenues
 - Revenue, Services, Staffing, Politics, Partnerships

Service indicator identification

Desired Indicator Features

Mapped to <u>CDC 10</u> essential public health services

Were available across all 10 years of DPH annual reports

Measured <u>quantity</u> of service provision

Measured <u>quality</u> of service provision

Showed variation across LHJs and years

Available in Data Set?



No, mapped to <u>CT 8</u> essential public health services instead



Yes



Yes, for 50% of indicators



No



Yes

Service indicators used in quantitative analysis

CT 8 Essential Public Health Service	Indicator
Public Health Statistics	Annual report certified
Health Education	Health educator (or community outreach worker) on staff
Nutritional Services	Dietitian or nutritionist on staff
Maternal and Child Health	Number of childhood vaccines offered
Communicable & Chronic Disease	STD clinical treatment services offered
Control	STD partner referral services offered
	Hep B pregnant positive referral services offered
	Hep B partner referral services offered
	Hep A case follow up services offered
Environmental Services	Environmental health personnel per 1000 population
	Septic permits issued per 1000 population
	Sewage lots tested per 1000 population
	Well permits issued per 1000 population
	Percent of required Class 3 food service inspections completed
	Percent of required Class 4 food service inspections completed
Community Nursing Services	Any nurse on staff
Emergency Medical Services	None
Cross-cutting indicator	Full time equivalents per 1000 population 31

Revenues per 1000 population from each revenue source: annual average across <u>all</u> LHJs (inflation-adjusted 2001 dollars)

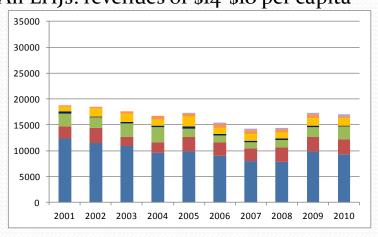
License Fees

All LHJs: revenues of \$14-\$18 per capita

Federal

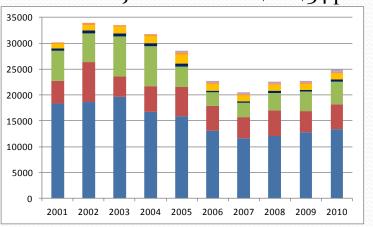
State

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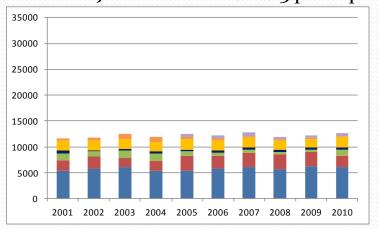
Full Time LHJs: revenues of \$20-\$34 per capita

Immunization Clinic Fees

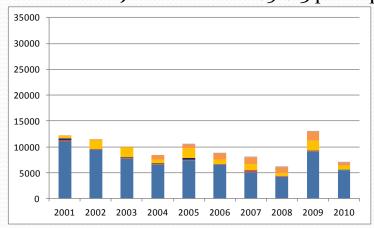


Program Fees

District LHJs: revenues of \$11-\$13 per capita



Part Time LHJs: revenues of \$5-\$13 per capita

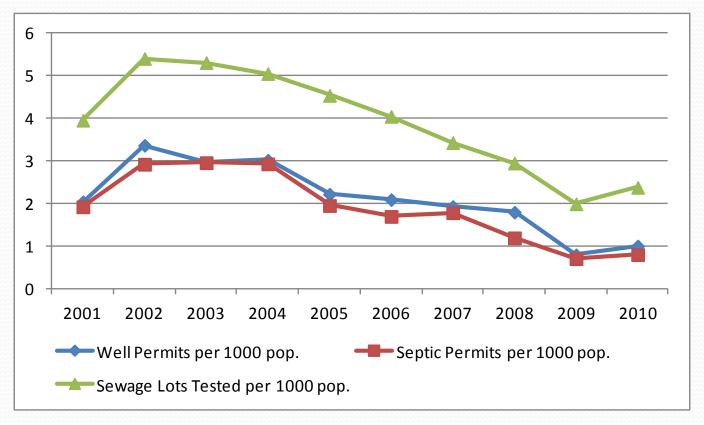


Percent of required Class 3 and Class 4 food service establishment inspections completed: annual average across <u>all</u> LHJs



Average percent remains at a consistent level (\sim 70%) across all types of LHJs in all years.

Well permits, septic permits, and sewage lots tested per 1000 population: annual average number across all LHJs



• Levels of all three services decline between 2002 and 2009, with slight recovery in 2010.

Quantitative analysis results

- Research Question 1: Descriptive graphs
- Research Question 2:
 - Changes in housing permits were not associated with changes in fee revenue or service provision.
 - Increases in unemployment rate were associated with reductions in some staffing indicators, but not with changes in fee revenue or other services.
- Research Question 3:
 - Rural/urban location was associated with changes in license fees and environmental health service outcomes.
 - LHJ type was associated with changes in program fees, immunization clinic fees, nurse on staff, health educator on staff, and Hep B partner referral.
- Research Question 4: Turn to qualitative analysis to ask Directors of Health how they set fees, choose service offerings, and cope with reduced revenues

Illustrative quotes: LHJ coping mechanisms

- Revenue: "We can't control the per capita...and we can charge fees for service. So we started charging fees for service." (District)
- <u>Services</u>: "We're not doing any of those extra things, but I do believe we are fulfilling our role in the minimum of what public health needs to do in a town." (Part Time)
- <u>Services</u>: "...when financial resources are cut we have in the past—cut services to accommodate that." (District)

Illustrative quotes: LHJ coping mechanisms

- <u>Staffing</u>: "Over last year we had a serious deficit, which led to a number of layoffs and reductions in programs." (Full Time)
- Staffing: "...we have on two occasions and will probably this year do all kinds of minor scheduling and compensation changes and adjustments...so that people will work 33 hours instead of 35. People will have 4 furlough days... We will make all kinds of small adjustments but that's largely to avoid laying anybody off." (District)

Illustrative quotes: LHJ coping mechanisms

- <u>Politics</u>: "But as I mentioned the selectmen our relationship is close. They walk right by my door every day to go to the men's room or ladies room, and they swerve in here every now and then just to talk with me, or if they receive phone calls about anything related to public health, I'm right here, in the same building." (Part Time)
- <u>Partnerships</u>: "I don't think that it's really practical to get an XRF analyzerIn a small community like that every dollar counts, spending in that manner probably wouldn't be the best use of resources out there when we can get agreements with surrounding areas that can provide those services." (Part Time)

Other Key Findings

- Municipal health departments and health districts had different funding streams.
- Districts had more diffuse political influence on member municipalities, and lower revenue from municipalities.
- Districts and part-time health departments had similar per capita revenues.

Conclusions

- 1. LHJs adjust to economic downturns and reduced revenues in a variety of ways but these adjustments are not captured in the DPH annual report data.
- 2. LHJ rural/urban location and LHJ district, full time, or part time status are more important predictors of revenues and services than unemployment rate or housing permits.
- 3. Political support from local government officials is an important determinant of LHJ revenues.
- Some services are more resistant to changing economic and revenue conditions than others.

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With special thanks to:

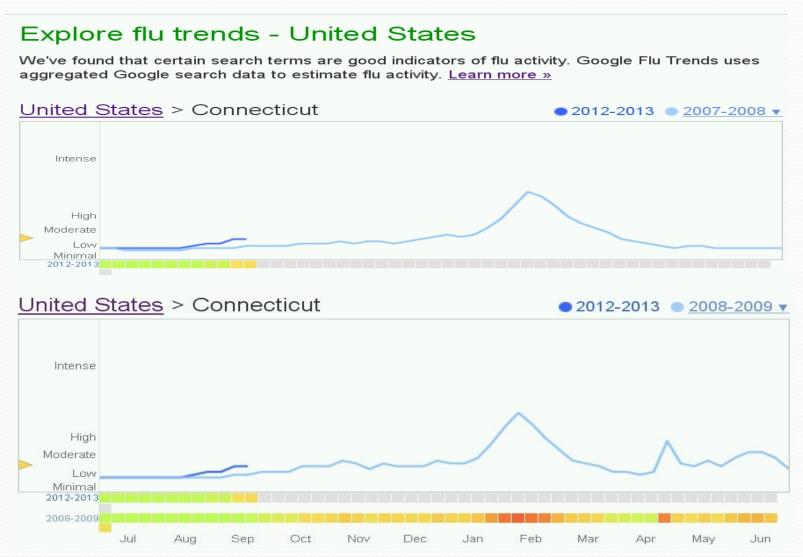
- Juanita Estrada in the Office of Local Health Administration at the CT DPH for her assistance with the annual report data;
- the LHJ Directors of Health for their willingness to share their experience and perspectives with us.

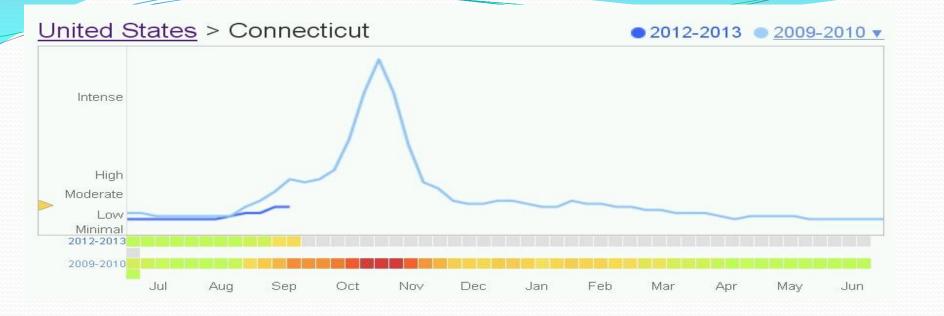
Local Health Department H1N1 Quality Improvement Measure Development

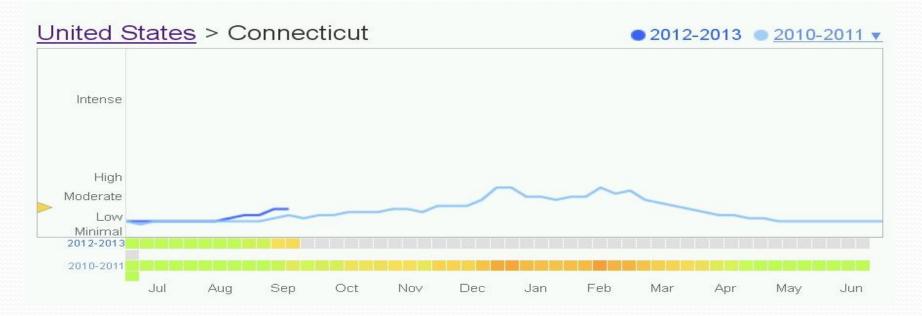
Steve Huleatt
Jennifer Kertanis
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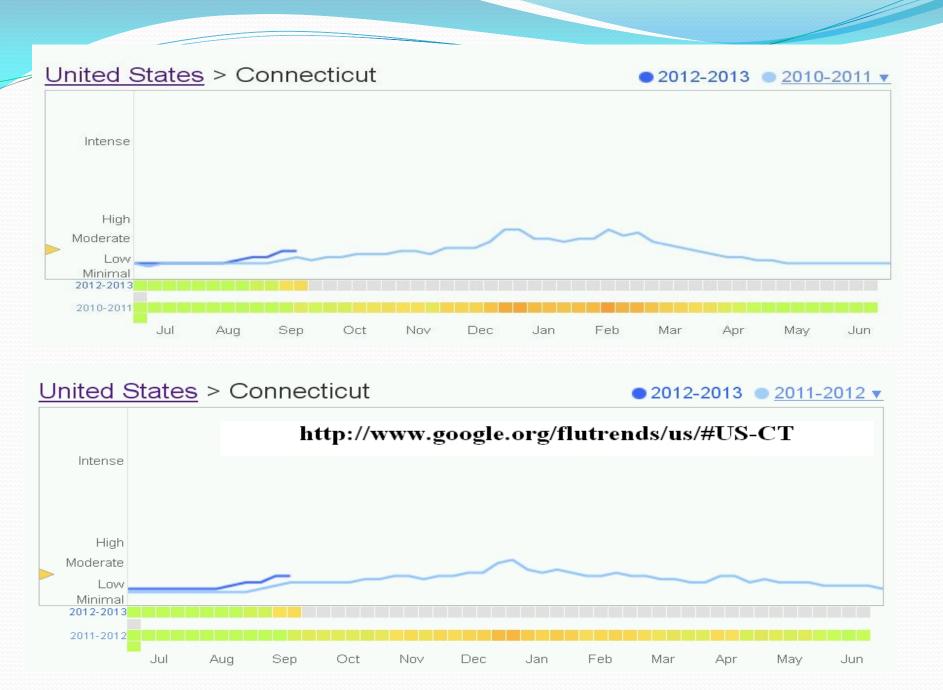
Research project funded by the Robert Wood Johnson Foundation Practice-Based Research Network in Public Health (68675); awarded to the Connecticut Association of Directors of Health CADH Inc.

A reminder: historical context









H1N1 Quality Improvement Measure Development overview

Strategy

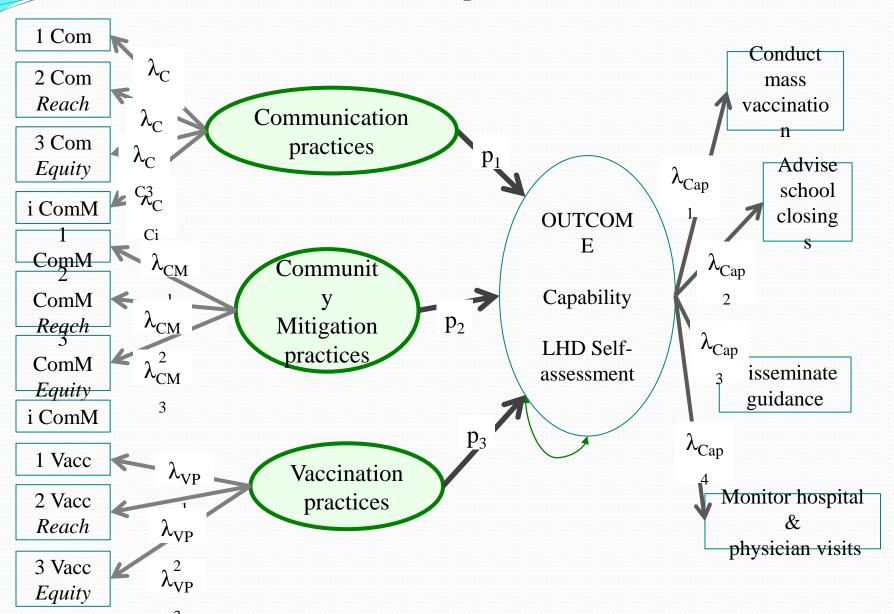
- 1. Preliminary phase
- 2. Focus groups
- 3. Methodological challenges and solutions
- 4. Survey data collection & preliminary analyses

H1N1 Quality Improvement Measure Development 1

1. Preliminary phase

- i. Published literature on PH quality improvement
- ii. Methodological literature consulted
- iii. i and ii informed the expectations for the potential measure content domains:
 - a. Communication and Coordination
 - b. Community Mitigation
 - c. Vaccination practices
 - Each domain was then expected to cover three areas of activities:
 - 1. Reach;
 - 2. Equity; and
 - 3. Timeliness

Measurement and causal model design for LHD quality improvement illustration for the vaccine-available phase



H1N1 Quality Improvement 2

2. Focus groups

- i. Four focus group sessions were organized with LHD representatives
- ii. Some guiding themes for discussions were:
 - a. Their LHD role in influenza vaccination in general
 - b. Specific activities during H1N1 pre-vaccine and after vaccine became available
 - c. Barriers and obstacles during H1N1 for LHD
 - d. How LHD communicated to the community

iii. Limitations:

- Memory bias – dealt with by refreshing it with a memory jog

HIN1 QI Focus groups memory jog example

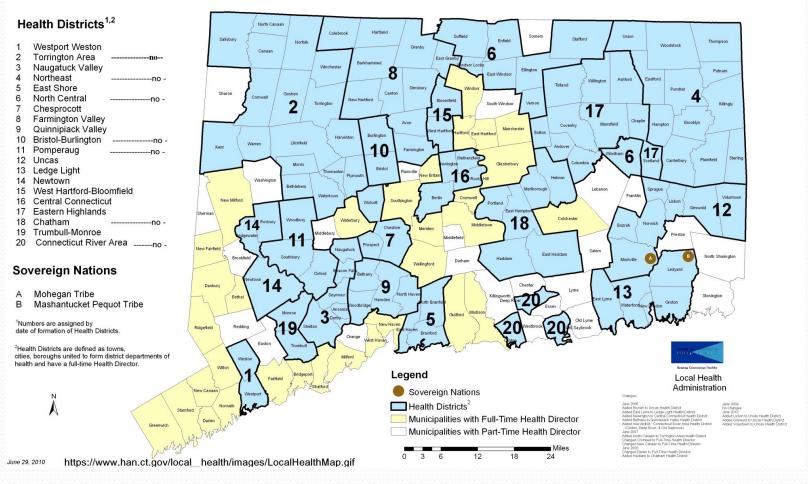
CT PBRN H1N1 Quality Study Selected Events in Chronologic Sequence for Focus Group Reflection Fall 2011

Novel H1N1 Recognition Events April 24th to April 28th

- Reported Cases Swine Fluin Texas and California
- NYCDHMH report possible cases of Swine Flu at School in Queens.
- Governor Orders LHDs to Closely Monitor Swine Flu
- Governor Announces First Probable Case of Swine Flu
- Governor Announces Release of Antivirals to Healthcare Facilities
- Gov Rell Press Release Swine Flu Probable at Fairfield Univ.
- CDC Advisories; CDC Travelers Health Alert
- CDC issues interim guidelines for Swine Flu
- CDC CERC message Swine Flubasics
- CTDPH initiates conference calls for LHDs
- CTDPH releases CDC interim Non-clinical Community Mitigation guidance
- CTDPH Swine Fluin Schools Advisory
- CTDPH releases CDC guidance for pregnant women.
- CTDPH releases link to guidance advisory for child care programs.
- CTDPH releases Guidance to EMS workers
- CTDPH releases CDC Documents on Epidemic Response to Swine Flu dated 4/29/2009.

H1N1 response focus group participants, Fall 2011

State of Connecticut Local Health Departments and Districts, July 2010



HTN1 QI Methodological challenges 3

3. Methodological challenges and solutions

- ☐ Formative constructs (FC) vs. effect-indicator scales
 - i. Causality is directed from the indicators to the construct
 - ii. Formative indicators may not be interchangeable
 - iii. Formative indicators are not required to covary
 - iv. It is not necessary for the indicators to have the same antecedents and consequences
- ☐ For content validity testing

Evaluate validity coefficients (formative item weights γ 's)

Assess the extent of measurement error by

Interpretation of FC depends on the dependent (outcome) variables

^{1.} Bollen KA, Lennox R. Conventional wisdom on measurement: A structural equation perspective. Psychological Bulletin. 1991;110(2):305-314.

^{2.} Petter S, Straub D, Rai A. Specifying formative constructs in information systems research. Mis Quarterly. 2007;31(4):623-656.

^{3.} Diamantopoulos A, Winklhofer H. Index construction with formative indicators: An alternative to scale development. Journal of Marketing Research. 2001;38(2):269-277.

^{4.} Edwards JR, Bagozzi RP. On the nature and direction of relationships between constructs and measures. Psychological Methods. 2000;5(2):155-174.

HIN1 QI survey 4

4. Survey data explorations and preliminary analyses

- i. The questionnaire was administered online through www.surveymonkey.com.
- ii. The questionnaire was confidential, and data was merged with data from annual reports provided by CADH.
- iii. 47 LHD representatives completed the survey: 23 full time (a median of 13.7 FTE), 8 part time (1.2 FTE), and 16 districts (8.85 FTE).

LHDs in CT	FTE	Total Revenue	Total Fees
Part time	1.2	104,563	2,789
Full time	13.7	1,236,300	105,577
District	8.9	1,170,000	247,634

H1N1 Quality Improvement 2

4. Survey memory jog example

8. The following events occurred during the period April 2009-September 2009. How significant were each of these events to your department's specific actions and activities?

	Not significant at all	Somewhat significant	Very significant	I don't remember
Governor Announces First Probable Case of Swine Flu; swine Flu Probable at Fairfield Univ.	1 (0	0	0
CTDPH releases CDC interim Non-clinical Community Mitigation guidance	\circ	\circ	\circ	
CTDPH Swine Flu in Schools Advisory	0	0	0	0
CTDPH releases CDC guidance for pregnant women	\circ	\circ	\circ	0
CTDPH releases CDC Documents on Epidemic Response to Swine Flu	0	0	0	0
Gov. Rell initiates daily press releases of additional cases (and deaths) in CT	\circ	\circ	\circ	0
CTDPH Droplet Transmission and N95 Guidance issued	0	0	0	0
CTDPH CDC revised school and childcare guidance	\circ	\circ	\circ	0
Wolcott School closure	0	0	0	0

H1N1 QI survey 4 cont.

➤ 13 of them (28%) did not provide vaccination before, and of the 34 who did, 10 did not provided it to children.

- Interestingly, 8 of those who did not provide vaccination before H1N1 did so during that emergency: two LHDs did it once, and 6 others did it every month (Oct. 2009 to Feb. 2010).
- Most of them rated their own performance as good or excellent.

H1N1 QI survey 4

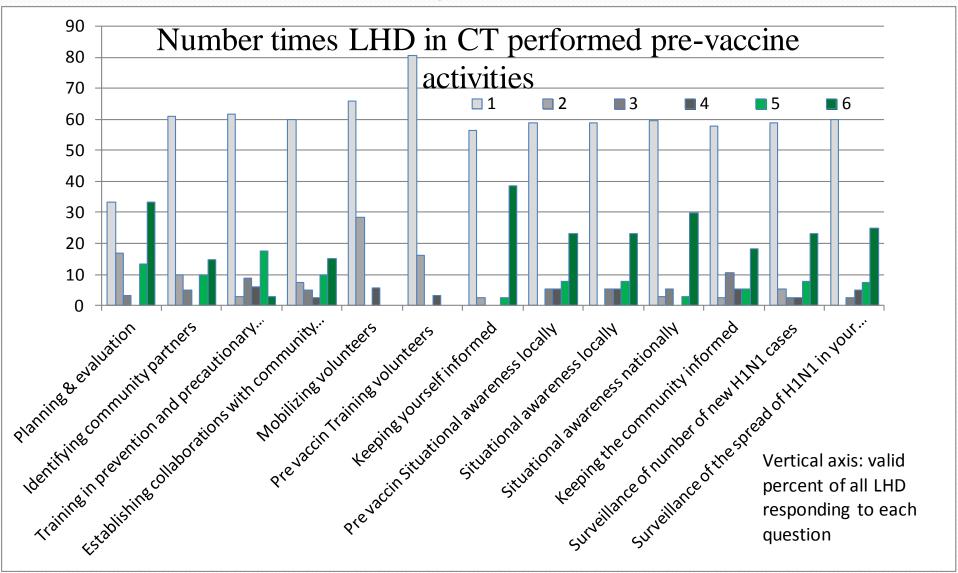
4. Survey analysis

- Capturing time variability in activities

13. Prior to the availability of H1N1 vaccine, when did you initiate and/or conduct any of the following activities?

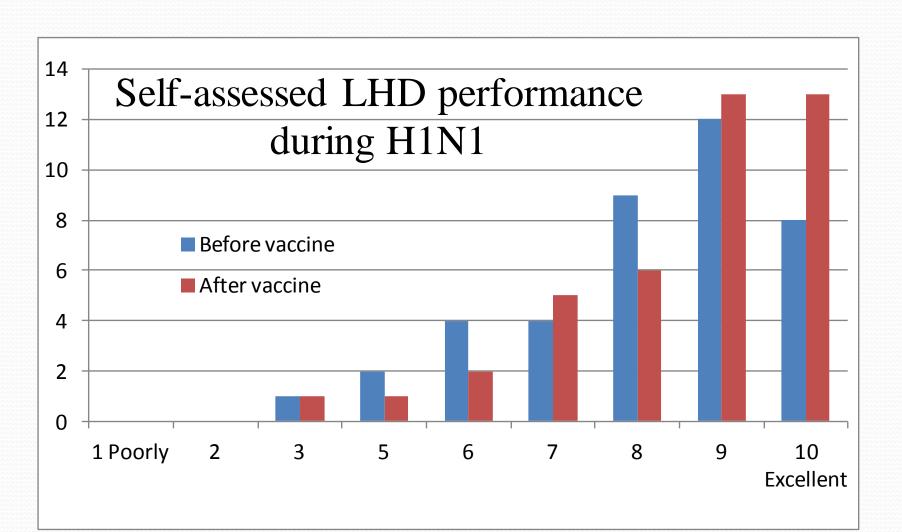
	Apr.'09	May '09	June '09	July '09	Aug.'09	Sept.'09
Internal organizational briefings						
Organizational information sharing						
Public and community presentations						
Planning & evaluation						
Identifying community partners						
Training in prevention and precautionary methods						
Establishing collaborations with community partners						

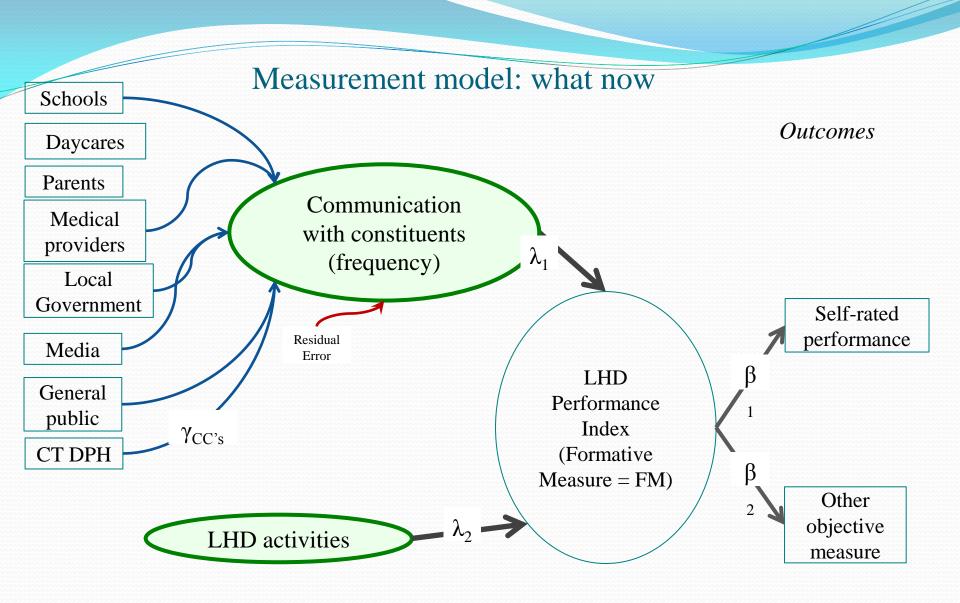
H1N1 QI time variability in activities



H1N1 performance

➤ One question — self-assessment





 γ_{CC} 's are expected to be significant (they are validity coefficients); formative indicators can be correlated (or not); λ 's are the loadings of the reflective multidimensional construct; β 's are convergent/discriminant validity coefficients.

Characteristics of Local Health Departments That Support The Use of Social Determinant Data to Mitigate Health Disparities

Moira Lawson
Connecticut Association of Directors of Health

Project rationale

- LHDs need timely, reliable, and credible data.
- The Connecticut Association of Directors of Health developed a Health Equity Index to provide standardized local data to LHDs.
- We wish to examine characteristics associated with LHD use of local data to determine best practices.

Goals of the project

- Assess the utility of equipping LHDs with the Health Equity Index to further serve their populations.
- Determine the characteristics of a LHD which may influence usage of such a tool.
- Enhance the existing methodology of the Index to include temporal analysis and more selective stratification methods

What is the Health Equity Index?

The Health Equity Index is a web-based, community-specific data tool used to examine social, economic, political, and environmental conditions strongly associated with health status indicators.

Comprised of 3 datasets:

- Social Determinants of Health
- Health Outcomes
- Demographics

Index Data

Hartford

Social Determinant Score



Social Determinant	Score
Civic Involvement	1
Community Safety	1
Economic Security	2
Education	2
Employment	3
Housing	3
Environmental Quality	4

Health Outcome Score

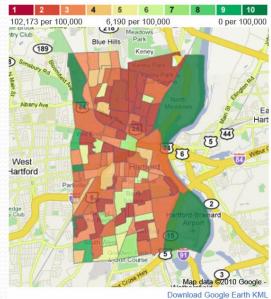


Health Outcome	Score
Childhood Illness	1
Liver Disease	2
Renal Disease	2
Mental Health	2
Health Care Access	2
Infectious Disease	2
Life Expectancy	3
Perinatal Care	3
Accidents/Violence	3
Diabetes	3
Cardiovascular	3
Respiratory Illness	4
Cancer	5

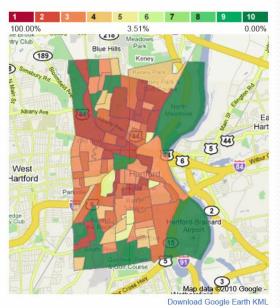
Hartford Demographics POPULATION Total 121.928 residents Population density 7,012.52/sq mi RACE/ETHNICITY Hispanic or latino 40.52% Black or african 37.99% american 27.36% White Other 26.63% Multiracial 6.00% Asian 1.60% American indian or 0.38% alaskan native Native hawaiian or 0.04% pacific islander Diversity index High HOUSEHOLD Female headed households with people 24.62% under 18 Households with people 41.89%

under 18

Data and Mapping at the Neighborhood Level



Years Potential Life Lost (YPLL) calculates the relative impact that various diseases and lethal forces have on an area. It highlights the years of life lost to that area's population as a result of youthful or early deaths. The figure for potential years of life lost due to a particular cause is the sum, over all persons dying from that cause, of the years that these persons would have lived had they experienced normal life expectation. Those numbers are then normalized by dividing the YPLL score for a location by the population of that location.



The rental vacancy rate measures the number of vacant units for rent in the neighborhood out of all renter-occupied units and vacant units that are for rent in the area.

Source 2000 Census Block Groups

Correlations between community conditions and health outcomes are calculated

LHD Characteristics

Characteristics of the Department or District

- Urban/Rural
- Governance
- Demographics of the community
- Demographics of the staff
- Funding

Characteristics of the Department or District Leadership

- Demographics
- Attitudes towards health equity and its role in public health

Data sources

- 2010 LHD annual report to DPH
- Health Equity Index analytics
- A 26 question survey sent to all local health directors

Usage analysis

- To what extent are they using the Index?
- Who is using the Index?
- For what purpose has Index data been used?

To Date:

- A survey has been sent to all LHD to obtain baseline information about health department characteristics.
- Members who have completed the survey receive access to the Index.
- 31 LHD directors have completed the survey.
- Data collection is ongoing.
- The addition of temporal analysis capability to the Index is in progress.

CT PBRN-Value Added

- Tremendous Opportunity to inform CT's public health system and service delivery
- Thoughtful identification and articulation of research questions
- Engagement of research partners to assist in research design, implementation and dissemination

Practical Implications

- Political influence of the health director (and structures that maximize political influence of the director) are related to higher local contributions
- Health directors have a range of options for changing the service mix and affecting their revenue streams, in order to maintain essential services.
- Legislative mandate for essential services (1983, updated in 1999) may be out of date.
- Review and revision of annual report could lead to more meaningful data for state and local use

Practical Implications

- Local health departments can alter their current decision-making processes in favor of a more evidence-based strategic planning process facilitated by the Health Equity Index.
- This use of timely local data about community conditions will result in a more effective and resourceefficient method of addressing health inequities