

Public Health PBRN Monthly Virtual Meeting August 15, 2013

Research-in-Progress Presentation by Ohio PBRN

Public Health Cost Estimation Methods Patrick Bernet and Matt Stefanak

Consolidation of Local Health Departments in Ohio: Motivations and Impacts

Matt Stefanak and John Hoornbeek

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Public Health Cost Estimation Methods

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Predictions Ohio Research Association for Public Health

Improvement (RAPHI)

Gap Analysis Association of Ohio Health Commissioners

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Presented by Patrick M. Bernet and Matthew Stefanak.

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Data

• Expenditures. Annual Financial Report (AFR).

AFR Expense Category	Clinical	Core & Foundational
Environmental Health		Core
General Administration		Core
Health Promotion		Core
Home Health	Clinical	
Personal Health	Clinical	
Personal Health - Other	Clinical	
Laboratory (Clinical and Environmental)		Core
Vital Statistic		Core

• Staffing.

Positions considered "clinical" (Annual Financial Report)
Clinical Supervisor
Dentist
Home Health Care Aide
Hygienist
Licensed Practical Nurse * 0.91
Medical Transcriptionist
Nurse Practitioner
Physician
Public Health RN (I, II, etc.) * 0.91
Dental Assistants

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Public Health Cost Estimation Methods.

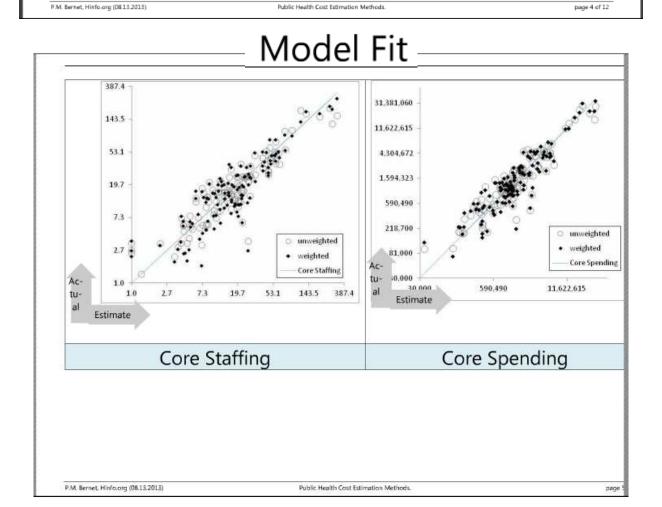
page 2 of 12

Data

- Effort Improvement Standards
- Effort NACCHO
 - o Clinical preventive services
 - o Medical treatment services
 - Specialty care services
 - o Population-based activities
 - o Regulatory-licensing activities
 - Environmental health activities
- Demographics
 - Align LHDs by county subdivision borders.

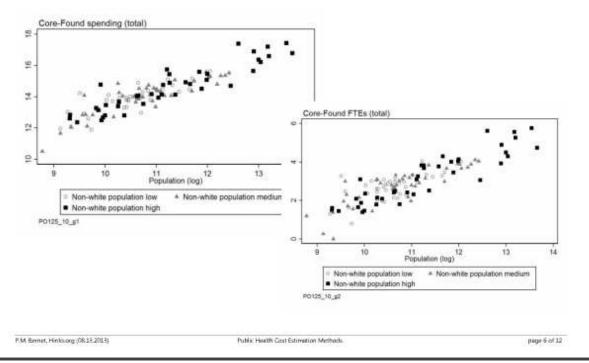
Best Models

Core & Foundational	Non-weigh	hted (eac	h LHD = 1	.)	Population	Population-weighted			
FTEs	_01	_03	_13	_23	_01	_03	_13	_23	
Agency characteristics									
Type of agency =city	-0.45 *	-0.03	-D.41	-0.43 *	0.26	0.64 ***	0.14	0.21	
Type of agency =county	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	
Population characteristics									
Population size (log)	0.82 ***	0.93 ***	0.71 ***	0.72 ***	1.01 ***	1.10 ***	0.85 ***	0.92 ***	
Percent population rural	0.36	0.54 *	0.32	0.29	0.90 ***	0.86 **	0.75 ***	0.75 ***	
Percent population nonwhite	2.75 ***		2.28 ***	2.26 ***	2.55 ***		2.22 ***	1.67 **	
Percent non-English speaking	-4.74	-1.85	-4.28	-3.36	-19.86 ***	-21.18 ***	-14.03 ***	-13.74 ***	
Percent 65+years old (%)	1.41	1.22	2.26	1.91	1.28	-0.09	0.42	0.18	
Income per capita (\$100,000)	-1.51	-2.01 *	-1.55	-1.21	0.10	-1.50	-0.40	0.10	
Percent uninsured (%)	0.51	-1.23	0.91	0.37	7.88 ***	8.49 ***	7.22 ***	6.18 **	
Physicians per 100,000 population	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	
Core-Plus Scale measures									
NACCHO breadth of coverage				0.02 ***				0.02 **	
NACCHO % of Core Svc			1.41 ***				1.72 ***		
Scope of Service									
% staffing on direct patient care				0.69 **				0.68 *	
Run summary									
Constant	-5.56 *	-7.14 ***	-5.99 ***	-5.93 ***	-9.84 ***	-10.02 ***	-8.45 ***	-8.96 ***	
adjusted r2	0.79	0.78	0.83	0.83	0.86	0.85	0.90	0.90	
N	113.00	113.00	111.00	111.00	113.00	113.00	111.00	111.00	
			222.00		220.00	223.00	222.00		
FTEs per capita									
Population size (log)	-0.18 **	-0.07	-0.29 ***	-0.28 ***	0.01	0.10	-0.15 **	-0.08	
Run summary									
F	3.73 ***	2.96 ***	6.91 ***	6.52 ***	8.99 ***	9.35 ***	17.48 ***	14.96 **	
adjusted r2	0.20	0.12	0.35	0.36	0.42	0.37	0.60	0.58	



Population

- Strong positive relationship between costs, staff and population.
- No evidence of economies or diseconomies of scale



Using Results to Predict Spending

Core spending		Multipliers		Sam	ple Computa	ation
	Α	В	C	D	E= B * D	F = C * D
	Estimated impact of agency features	Estimated impact of population features	Quick estimate	Actual	Computed estimate B	100 Sept. 100 Se
Type of agency =city	-0.4340	0.0000		0.0000	0.0000	
Type of agency =county	0.0000	0.0024		1.0000	0.0024	
Population size (log)	0.8572	0.9053	0.9701	10.4096	9.4235	10.0979
Percent population rural	0.2747	0.5795	0.7892	0.6458	0.3742	0.5097
Percent population nonwhite	2.5749	2.7096	2.9770	0.0291	0.0790	0.0868
Percent non-English speaking	1.0886	-5.5211		0.0050	-0.0276	
Percent 65+years old (%)	-2.1059	0.3036		0.1407	0.0427	
Income per capita (\$100,000)	-2.3900	-1.1500		0.1984	-0.2281	
Percent uninsured (%)	-1.3601	3.4406		0.1095	0.3768	
Physicians per 100,000 population	0.0006	0.0004		27.1000	0.0120	
NACCHO % of Core Svc	1.0009	1,4116		0.6500	0.9175	
Constant	4.9783	2.9009	3.0476		2.9009	3.0476
Total				1,127,485	1,059,516	929,085
adjusted r2	0.8450	0.9215	0.9000			
Model source	13. Non- weighted	13. Pop- weighted	13c. Pop- weighted			

page 7 of 12

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Using Results to Predict Staffing

Core staffing	5	Multipliers		Sam	ple Computa	ation
	Α	В	С	D	E= B * D	F = C * D
	Estimated impact of agency features	Estimated impact of population features	Quick estimate	Actual	Computed estimate B	
Type of agency = city	-0.4106	0.1423		0.0000	0.0000	
Type of agency =county	0.0000	0.0000		1.0000	0.0000	
Population size (log)	0.7144	0.8509	0.8482	10.4096	8.8573	8.8299
Percent population rural	0.3165	0.7458	0.9019	0.6458	0.4816	0.5824
Percent population nonwhite	2.2761	2.2242	2.2816	0.0291	0.0648	0.0665
Percent non-English speaking	-4.2765	-14.0307		0.0050	-0.0702	
Percent 65+years old (%)	2,2638	0.4221		0.1407	0.0594	
Income per capita (\$100,000)	-1.5500	-0.3990		0.1984	-0.0791	
Percent uninsured (%)	0.9089	7.2237		0.1095	0.7912	
Physicians per 100,000 population	0.0000	-0.0015		27.1000	-0.0394	
NACCHO % of Core Svc	1.4088	1.7237		0.6500	1.1204	
Constant	-5.9868	-8.4460	-6.9052		-8.4460	-6.9052
Total				15.1250	15.4884	13.1130
adjusted r2	0.8271	0.9012	0.8246			
Model source	13, Non- weighted	13. Pop- weighted	13c. Pop- weighted			

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Public Health Cost Estimation Methods

page 8 of 12

Gap Analysis

 What would it cost to provide all NACCHO core services in all Ohio LHDs?

	Core Staffing to Un-	otal		Core Spending Un-	g total	
	weighted estimate	Weighted estimate	Actual	weighted estimate	Weighted estimate	Actual
State Total	5,524	6,159	3,800	\$482,621,042	\$551,839,206	\$ 382,687,237
% increase to provide all NACCHO services	45.4%	62.1%		26.1%	44.2%	

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Gap Analysis- Methods

- What would it cost to provide all NACCHO core services in all Ohio LHDs?
- Run prediction model for each LHD.
 - o Use actual parameters (population, age, etc.).
 - o Just change % of core services up to 100%.
 - The estimated staffing or spending is what the model predicts if they provided all core services.

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Public Health Cost Estimation Methods

page 10 of 12

page 11 of 12

Gap Analysis- Staffing

:50b	Extract key	y varial	bles									s50d C Core Staffing	Computed va	lues
	type = CITV/cou ci		A CONTRACTOR OF THE PERSON OF		non-	non- english	age 65+	per capita			NACCHO	Un- weighted	Weighted	740-
OHITT	nty	NTY	9.31	0.00	white % 0.43	speaking 0.09	0.17	22,166	0.12	143	% of core 1.00		estimate 5.2	Actua 4.5
OH: 3	0	1	12.42	0.20	0.45	0.03	0.17	27,410	0.12	91	1.00		100.0	56.8
OH: I	1	ō	9.83	0.00	0.21	0.01	0.19	20,331	0.10	57	1.00		15.2	8.1
OH: 5	0	1	13.20	0.04	0.19	0.01	0.19	27,220	0.11	106	1.00		221.3	193.2
OH:)	0	1	11.70	0.46	0.03	0.02	0.14	23,694	0.09	50	1.00		55.7	32.1
OH:)	0	1	11.23	0.51	0.02	0.01	0.16	20,858	0.12	53	1.00		48.1	56.9
OH:	0	1	10.85	0.50	0.07	0.00	0.09	27,916	0.11	39	1.00		38.1	26.6
OH:	0	î	10.27	0.51	0.03	0.00	0.16	21,245	0.10	59	1.00		21.4	7.6
OH: I	0	0	9.51	1.00	0.02	0.01	0.14	17,301	0.10	0	1.00		15.0	26.2
OH: 5	0	1	12.26	0.17	0.09	0.01	0.11	32.114	0.09	87	1.00	0.000	75.2	48.5
OH: 3	0	0	10.65	0.00	0.33	0.01	0.15	16,442	0.09	50	1.00	1,000,000	34.2	12.0
OH: 7	ő	1	10.63	0.84	0.02	0.00	0.16	24,264	0.11	46	1.00		38.8	15.1
OH: 3	0	1	11.65	0.51	0.04	0.02	0.14	22.892	0.10	59	1.00		57.5	26.6
OH:)	0	1	10.54	0.64	0.04	0.00	0.16	21.532	0.11	58	1.00		30.3	19.9
OH;)	0	1	11.74	0.30	0.07	0.01	0.12	26,696	0.12	84	1.00	100000000000000000000000000000000000000	69.4	39.0
OH:	0	1	10.03	0.57	0.02	0.01	0.16	22.967	0.11	49	1.00		18.6	16.3
OH:	0	0	11.13	0.00	0.51	0.02	0.16	14.996	0.10	108	1.00		63.5	26.0
OH: I	0	1	11.36	0.47	0.07	0.00	0.15	21,069	0.09	54	1.00	1 TEST TO SERVICE SERV	53.7	46.2
OH: 3	1	0	9.33	0.09	0.05	0.00	0.19	21.780	0.10	39	1.00	V	8.9	4.0
OH: 1	0	1	11.11	0.30	0.09	0.01	0.14	20,430	0.08	61	1.00		35.5	22.1
OH)	0	0	9.73	0.07	0.01	0.01	0.20	21,810	0.10	49	1.00		10.9	2.2
										Sta	te Total	5,524	6,159	3,800
							Per	cent incr	ease to o	1	Electric Contract	45%	62%	5,000

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Gap Analysis- Spending

s50b		Extract ke	y variab	es									s50d	Computed valu	es
													Core Spending	total	
		type = CITY/cou c nty	type = ity/COU p NTY	opulatie n	ural % of	non- white %	non- english speaking	age 65+	per capita income	percent uninsure d		NACCHO	Un- weighted estimate	Weighted estimate	Actua
OH	1	1	0	9.31	0.00	0.43	0.09	0.17	22,166	0.12	143	1.00	962,649	856,469	301,043
OH	1	0	1	12.42	0.20	0.05	0.01	0.17	27,410	0.11	91	1.00	6,678,425	8,177,557	5,503,639
OH	1	1	0	9.83	0.00	0.21	0.01	0.19	20,331	0.10	57	1.00	772,461	1,099,380	582,014
OH	i	0	1	13.20	0.04	0.19	0.01	0.14	27,220	0.11	106	1.00	19,176,675	21,826,432	16,215,368
ОН	1	0	1	11.70	0.46	0.03	0.02	0.18	23,694	0.09	50	1.00	4,040,719	4,452,775	3,804,709
OH	1	0	1	11.23	0.51	0.02	0.01	0.16	20,858	0.12	53	1.00	2,801,982	3,331,521	3,645,959
OH		0	1	10.85	0.50	0.07	0.00	0.09	27,916	0.11	39	1.00	2,205,340	2,390,146	2,534,254
OH	1	0	1	10.27	0.51	0.03	0.00	0.16	21,245	0.10	59	1.00	1,270,921	1,416,155	806,243
OH	1	0	0	9.51	1.00	0.02	0.01	0.14	17,301	0.10	0	1.00	829,673	877,856	1,497,219
OH	ŷ.	0	1	12.26	0.17	0.09	0.01	0.11	32,114	0.09	87	1.00	6,693,010	6,599,708	4,586,923
OH	i	0	0	10.65	0.00	0.33	0.01	0.15	16,442	0.09	50	1.00	3,797,200	3,230,840	1,296,372
OH	1	0	1	10.63	0.84	0.02	0.00	0.16	24,264	0.11	46	1.00	1,702,843	2,270,666	1,259,531
OH	1	0	1	11.65	0.51	0.04	0.02	0.14	22,892	0.10	59	1.00	4,279,263	4,553,470	1,949,084
OH)	0	1	10.54	0.64	0.04	0.00	0.16	21,532	0.11	58	1.00	1,684,880	1,977,412	1,176,118
OH	1		1	11.74	0.30	0.07	0.01	0.12	26,696	0.12	84	1.00	4,512,815	5,144,815	3,299,099
OH		0	1	10.03	0.57	0.02	0.01	0.16	22,967	0.11	49	1.00	970,732	1,140,787	974,110
OH	1	0	0	11.13	0.00	0.51	0.02	0.16	14,996	0.10	108	1.00	9,716,363	8,180,496	2,571,732
OH	1	0	1	11.36	0.47	0.07	0.00	0.15	21,069	0.09	54	1.00	3,633,083	3,947,052	3,521,825
OH	j.	1	0	9.33	0.09	0.05	0.00	0.19	21,780	0.10	39	1.00	316,230	494,057	179,179
OH.	-!	0	1	11.11	0.30	0.09	0.01	0.14	20,430	0.08	61	1.00	3,166,036	2,906,196	1,391,120
OH1	59	1	0	9.73	0.07	0.01	0.01	0.20	21,810	0.10	49	1.00	393,701	635,773	146,228
											The state of the s	ite Total	482,621,042 26%	551,839,206 44%	382,687,237

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Public Health Cost Estimation Methods

page 12 of 12

Consolidation of Local Health Departments in Ohio: Motivations and Impacts

Results of a "Quick Strike"

Public Health Practice-based Research Study

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Key Points of Context

No Disclosures

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 This study is supported by funding from the Robert Wood Johnson Foundation Public Health Practice-based Research Networks Project, based at the University of Kentucky and Case Western Reserve Universities.

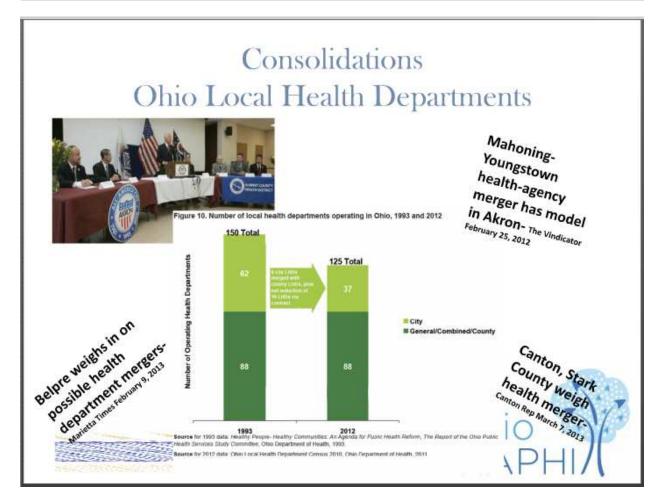
Collaborators

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Research Objective

develop evidence regarding the effect of consolidation on expenditures, revenues and services of local health departments (LHD) in Ohio and to deliver actionable and timely findings to inform consolidation policy decisions.







Purposes for Today

- Overview study aims and structure of the project.
- Summarize the research methods utilized.
- Present findings for both the "large n" and the "small n" (interview-based) portions of the study.
- Summarize findings/implications and discuss next steps.





Study Aims

- Aim 1: Assess pre and post consolidation differences in overall and administrative expenditures and revenues for Ohio LHDs that have undergone mergers since 2001.
- Aim 2: Qualitatively assess the motivations for, experiences during and perceived results from LHDs that have undergone consolidation.
- Aim 3: Formulate key findings and responses to frequently asked questions about consolidation to inform public health policy decisions.







Structure of the Project

- The study is structured around two parallel research efforts:
 - "Large n" Analysis of Ohio "Annual Financial Report" (AFR) data from 2001 to 2012 to assess variations in expenditures and revenues for "consolidated" vs. "non-consolidated" local health departments.
 - The analysis include variables to control for the impacts of factors other than consolidation (community characteristics and local government characteristics)on expenditure and revenue outcomes.
 - <u>"Small n"</u> Interviews with senior Ohio County Health Department Officials in counties that have experienced consolidations since 2001.
 - Assess the motivations and perceived impacts of city-county health department consolidations.







Data Sources for "Large n" Analyses

- Financial data for Local Health Departments
 - Annual Financial Report- AFR (Ohio Dept. Health)
 - · Electronic format (2011-2008)
 - Data entry from paper records (2007-2000)
- · Community demographic data
 - US Census
 - · Match by FIPS Codes to LHD jurisdictions
- Local Government Data
 - City budget data (Ohio Treasures Office)
 - Structure of local government (Ohio Municipal League/KSU)







Analytical Approach

- Selection Bias Issue
 - Heckman Two Stage Model
- Operationalization of key variables
 - Consolidation
 - Voluntary joining of health departments
 - Pre/Post consolidation time periods
 - Year of consolidation used as dividing line
 - Change in expenditures/revenues
 - o Pre=City + County / Post=Consolidated County







"Large N" Quantitative Analysis: Answering the Methodological Challenge- an Analytical Approach First Stage Model Second Stage Model **Predicting Consolidation** eting Consolidation Effects OUTCOMES Mayoral System LHD Total Expenditures per capita **Fogulation** Consolidation Status Agministrative cost per capits Deficit spending by city iccel revenue Deficit spending by LHD Jurisdiction Characteristics Demographics Total Population Population Density Overall city govt, spending % poverty % minority Using a Heckman Two Stage Model KENT STATE FAY W. BOOZMAN COLLEGE OF PUBLIC HEALTH UNIVERSITY OF ARKANSAS FOR MEDICAL SCIENCES

Interviews: Methods for the "Small N Analysis"

- Inventoried local health department consolidations in Ohio, in cooperation with Ohio Department of Health and experienced health officials in Ohio.
 - Identified 20 City-County consolidations between 2001 and 2012.
- Interviewed senior health department officials for 17 of the 20 counties (85%) involved in these consolidations.
- Looked at both full health district mergers and contractual consolidations.
- 13/17 (76%) senior local health officials were involved in the consolidation when it occurred while 4/17 were not involved.
- Interviews took place by telephone between January and April, 2013, and were followed by an opportunity for interviewee review of the coded written responses.





The "Why" of Consolidation: Motivations for Health Department Consolidations in Ohio, 2001-2012

(Reports of senior health department officials)

to which this stated goal applies
14/17 (82%)
11/17 (65%)
6/17 (35%)
4/17 (24%)







Perceptions of Goal Achievement

- In almost all cases, the senior officials we interviewed believed that their stated goals were achieved.
 - Thirteen of the 14 (93%) senior officials who indicated saving money was a goal indicated that this goal was achieved (one did not know).
 - All 11 (100%) of the senior officials who indicated that improving services was a goal indicated that they believed they had achieved this goal.
 - Five out of the 6 (83%) commissioners who indicated building long term capacities was a goal felt that goal had been achieved (one "I don't know").
- Most of those interviewed (88% of direct responses, or 15 of 17) said consolidation was "a good idea" in retrospect.







The "Who" of Consolidation

Controlling for LHD population served:

- Statistically significant factors were:
 - City governments that are running a deficit (Odds Ratio=9.57; P-Value=0.000)
 - Cities with "strong Mayor" governance systems (Odds Ratio=2.94; P-Value=0.009)
- Health department deficits not as strong a predictor of consolidation.







Consolidation's Impact on Expenditures

"Large n" Analysis

- Total Expenditures decreased (-0.130 coefficient, with P-value of 0.040)
- Administrative Expenditures not statistically different pre/post consolidation

" "Small n " Analysis

- 53% (8/15) of directly reported officials said Total PH system expenditures were actually reduced, while 47% (7/15) said they were not reduced.
 - Of those reporting reduced expenditures, 100% said this was at least partially due to the consolidation.
- PH expenditures from local revenues were reported NOT to have increased in almost all cases – 94% (15/16) for cities and 100% (16/16) for counties.
 - o For cities, 73% (11/15) of directly reporting officials indicated reduced PH tax burdens.







Impacts on Non-Local Revenues

"Large n" Analysis

 Consolidation is associated with decrease in non-local revenues (-0.417 coefficient, with p-value of 0.002) but this appears to be a temporary phenomenon that may disappear (it becomes statistically insignificant) after two years.

The "Small n" Analysis

 The majority of those we interviewed indicated that grant and program revenue did not increase during the time period of one year prior to one year after a consolidation.







Heckman Regression Results: Logged Percent Nonlocal Revenue All Years Post Consolidation

(controlling for 1st stage selection)

Variable	Coefficient	P > [z]
Post Consolidation	-0.417	0.002
Population Total	4.17e-06	0.000
Population Density	-0.0009	0.000
Year	-0,003	0.878

*Controlling for MSA status







Heckman Regression Results: Logged Percent Nonlocal Revenue Two Year Post Consolidation

(controlling for 1st stage selection)

Variable:	Coefficient	P>[t]
Two Year Period Post Consolidation	-0.477	0.000
Population Total	3.298e-06	0.000
Population Density	-0.001	0.000

^{*} Year and MSA Status







Perceived Impacts on Services

- 12/17 (71%) of responding officials either strongly agreed or agreed that services had improved within one ear of the consolidations taking place.
 - 14/17 after two years
 - 8/8 after five years
- 14/17 (81%) of responding officials either strongly agreed or agreed that services were at least maintained w/in the first year following implementation of the consolidation.
 - 17/17 after two years.
 - 9/9 after five years.
- Almost half (8/17) said there was a service "loss" of some kind in at least one of the jurisdictions affected by the consolidation.
 - The vast majority who indicated there was a service loss felt that this was not a negative change.







Perceived Impacts on Capacity

- 53% (9/17) felt that their department's capacity to provide quality public health services increased post-consolidation.
 - Two (2/17, 12%) felt that their department's capacity had actually decreased.
 - Six (6/17, 35%) felt that their department's capacity stayed about the same.
- 76% (13/17)of the senior officials indicated that there were no layoffs as a result of the consolidation, but consolidation was followed by reduced staffing in at least some cases.
 - 3/17 (18%) said that there were layoffs.
 - Others mentioned that staffing levels decreased voluntarily due to attrition.







Perceived Impacts of Consolidation on New Opportunities for Public Health Improvements

	Time Period Within one year After two years	Senior County Health Official Response						
		Agree***	Disagree**	Non-committal*				
"Consolidating public health services yielded new opportunities for future public health improvements (insert time period) after the consolidation took place."	Within one year	10/16 (62.5%)	2/16 (12.5%)	4/16 (25%)				
	After two years	12/16 (75%)	2/16 (12.5%)	2/16 (12.5%)				
	After five years	9/9 (100%)	0/9 (0%)	0/9 (0%)				

*Non-committal – indicated "I don't know" or "Neither agree nor disagree" ** Disagree – indicated "disagree" or "strongly disagree"

*** Agree - indicated "agree" or "strongly agree"







Some Key Findings

- Community level factors are relatively strong predictors of consolidation.
 - Financial motivations at the city level are the most frequent driver of the health department consolidation in Ohio to date, followed by the strength of the Mayor's governing role in the community.
- Total expenditures tend to decrease after consolidation.
 - This means that prospective Ohio consolidators can reasonably expect to save money as a result of consolidation.
 - Administrative cost changes are not significantly different pre and post consolidation in this sample; more research with larger sample is appropriate here.
- Non-local revenues decreased post consolidation, at least in the short run.
 - Does the drop in non-local revenues reflect a "transition impact" effect? If so, what are the longer term impacts of consolidation on external revenues?
 - Those managing consolidation efforts may want to make efforts to "manage" short-term transition effects to minimize their impacts.







Some Key Findings - continued.

- Participants perceive that benefits from consolidation accrue over time.
 - The vast majority of those interviewed (well over 80% in most cases) perceive goal achievements relating to financial savings, service improvements, and capacity enhancement.
 - A majority perceive that new opportunities flow from consolidation over time.
 - 88% believe that consolidation was "a good idea" in retrospect.
- Further research is appropriate.
 - Workforce impacts.
 - Obtain and analyze more objective data on services, capacities, and new opportunities, to the extent
 possible.
 - Increase sample size and enhance methodological approaches.
 - Expand the multi-method approach used here to other states and other types of consolidations .







Next Steps

- Continue to disseminate results of this work.
 - Policy brief released in June (update as necessary over time)
 - Final report includes more details on methods, etc.
 - APHA presentation and other presentations as opportunities arise.
 - Refine and seek publication in appropriate peer reviewed outlets (Frontiers and/or others)
- Improve and expand the research effort.
 - Research approach workforce, more objective indicators of services and other improvements, and expanded samples and methods.
 - Applications other states and types of consolidations.







Thank You!

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