Evaluation of the Integrated Care and Support Pioneers Programme: conclusions of the early evaluation and latest findings from the longer term evaluation

Nicholas Mays
on behalf of the evaluation team

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The Pioneer programme

• DH on behalf of a consortium of national bodies called for the “most ambitious and visionary” local areas to become integration Pioneers to drive change “at scale and pace, from which the rest of the country can benefit” (DH, May 2013)

• 25 in 2 waves (14 from Nov 2013, 11 from Apr 2014)

• Over 5 years, each given access to expertise, support and constructive challenge from a range of experts, and one-off £90k of support costs
Pioneer programme definition of integrated care

*My care is planned with people who work together to understand me and my carer(s), put me in control, co-ordinate and deliver services to achieve my best outcomes.*” (National Voices 2013)

- A user experience-focused definition of good care that does not prescribe *how* this result is to be achieved at local level
- Based on the National Voices ‘I statements’
Problems that the Pioneers were to address

• *Lack of coordination between NHS and social care*, and between parts of NHS (hospital, CHS, general practice)
• Separate funding and payment systems
• Separate governance and accountability
• Experience of fragmentation, duplication, overlap, gaps in service at user/patient level
• (Threats to financial sustainability of system)
Objectives of the early evaluation, Jan 2014-June/July 2015

- Describe & understand vision, scope, plans, priorities of 14 first wave Pioneers
- Identify mechanisms – ‘intervention logic(s)’
- Identify barriers & enablers to integration
- Qualitatively analyse progress
- Set basis for longer term evaluation
Methods

• In-depth semi-structured interviews with key staff in Pioneers (mostly face-to-face)
  – LAs, NHS commissioners, NHS providers, voluntary sector providers
• Analysis of Pioneer proposals, plans & other documents
• Attendance at local & national meetings where possible
<table>
<thead>
<tr>
<th>First wave integrated care Pioneer</th>
<th>Number of individuals interviewed, Apr 14-Nov 14</th>
<th>Number of individuals interviewed, Mar 15-Jun 15</th>
</tr>
</thead>
<tbody>
<tr>
<td>Barnsley</td>
<td>11</td>
<td>3</td>
</tr>
<tr>
<td>Cheshire</td>
<td>18</td>
<td>7</td>
</tr>
<tr>
<td>Cornwall</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>Greenwich</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Islington</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Kent</td>
<td>10</td>
<td>7</td>
</tr>
<tr>
<td>Leeds</td>
<td>15</td>
<td>6</td>
</tr>
<tr>
<td>NW London</td>
<td>13</td>
<td>8</td>
</tr>
<tr>
<td>South Devon and Torbay</td>
<td>16</td>
<td>2</td>
</tr>
<tr>
<td>South Tyneside</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Southend</td>
<td>9</td>
<td>2</td>
</tr>
<tr>
<td>Staffordshire and Stoke</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>Waltham Forest, East London &amp; City (WELC)</td>
<td>12</td>
<td>5</td>
</tr>
<tr>
<td>Worcestershire</td>
<td>9</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>140</strong></td>
<td><strong>57</strong></td>
</tr>
</tbody>
</table>
What were their aspirations and activities?

• Focus on *primary prevention and alternatives to statutory services*, e.g. developing community assets and fostering self-care

• *Getting professionals to work together*, e.g. multi-disciplinary teams (MDTs), often based around general practice, with forms of care ‘navigation’

• *Improving patient experience*, e.g. single point of contact

• Moving *from reactive to proactive care*, e.g. stratifying patients at risk of admission and providing a care plan

• *Reducing hospital dependence*, e.g. shifting care to primary & community sector, reducing avoidable hospital admissions
Target groups

• Older people in nearly all Pioneers
• People with mental health problems/learning disabilities
• Long-term conditions, end of life care
• Carers, children, cancer
• Whole community
Activities during 2014 and 2015 (1)

- Pioneer bids often included vision of whole system change including working upstream on determinants of health
- Little ‘hard’ evidence of major service change at level of users and families
- Signs of initial ambitions being scaled back and activities becoming focused around primary care-focused model of integrated care
Activities during 2014 and 2015 (2)

• Tending to converge on interventions for older people with substantial needs via MDTs organised around primary care, care navigators and coordinators, risk stratification and single points of access

• Signs of more ‘top-down’ management of the programme since NHSE became responsible, perhaps leading to less innovation & risk-taking in future
2013

Person-centred coordinated care
‘I-statements’

Local government

Bottom-up

2015

Top-down

NHS England

Reducing emergency admissions & hospital spending
Financial targets
The ‘integration paradox’

• Growing demand and declining budgets strengthen rationale and increase urgency for IC
• However, the same pressures could make integration more difficult if organisations:
  – become more protective of their budgets/staff
  – become less open to change
  – find their staff stretched too thinly covering internal agendas
• Twin pressures likely to continue throughout longer-term evaluation
• If anything the balance between barriers and facilitators appears to be becoming more difficult to manage
Aims of the longer term evaluation, 2015-20

• Assess extent to which all 25 Pioneers are successful in providing ‘person-centred coordinated care’, including improved outcomes and quality of care, in a cost-effective way

• Help build the evidence on what works best in delivering quality integrated care in different contexts
Longer-term evaluation work packages

• WP1: Pioneer level process evaluation and (limited) impact evaluation in all sites
  – interviews, online surveys, analysis of routine data (indicators)
• WP2: Scheme/initiative level impact and economic evaluations in selected sites
• WP3: Working with Pioneers, national policy makers and partners, patient/user organisations and experts to derive and spread learning
  – e.g. interactive package of indicators for Pioneers
Screen shot of Pioneer indicators package in Excel

Anonymised for presentation purposes.
Aims of panel surveys

• Understand experiences of Pioneers over time
• Identify facilitators and barriers to implementation and how barriers are being overcome
• Obtain views on the extent to which Pioneers’ aims have been achieved
• Obtain views of staff in different parts of the system plus user representatives
Data collection and response, first survey

- Data collected on line, mid-April to mid-June 2016
- Completed questionnaires: 98/360
- Response rate: 29.1%, 1-9 respondents per Pioneer
- Organisation of respondents:
  - CCG: 26
  - LA: 24
  - Other NHS: 23
  - Other (e.g. patient reps): 25
Main findings

• Pioneers very much CCG/LA led
  – <50% CCG respondents thought acute or community trusts or GPs were very involved
• CCGs reported much higher levels of PPI than LAs
• Top 3 barriers to integrated care
  1. Financial constraints
  2. Incompatible IT/IG systems
  3. Conflicting central government policies/priorities
Main findings

• New Care Models and BCF seen as very/fairly helpful by 74% & 61%, respectively

• Respondents much more likely to report progress subjectively than against measurable indicators, e.g. unplanned admissions, costs
  – most important achievements reported tended to be in terms of planning & early implementation rather than in measurable impacts
<table>
<thead>
<tr>
<th>Most important Pioneer achievements to date by organisation</th>
<th>CCG (%)</th>
<th>LA (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planned/agreed vision/strategy</td>
<td>31</td>
<td>33</td>
</tr>
<tr>
<td>Improved working relationships; provider alliance</td>
<td>23</td>
<td>19</td>
</tr>
<tr>
<td>Integrated teams; MDTs; joined-up services</td>
<td>19</td>
<td>29</td>
</tr>
<tr>
<td>Joint commissioning; joined-up budgets</td>
<td>19</td>
<td>8</td>
</tr>
<tr>
<td>Specific named programme</td>
<td>15</td>
<td>17</td>
</tr>
<tr>
<td>New roles introduced/piloted</td>
<td>15</td>
<td>4</td>
</tr>
<tr>
<td>Involved patients/service users/voluntary groups in co-design</td>
<td>15</td>
<td>0</td>
</tr>
<tr>
<td>New models of care/pathways implemented (unnamed)</td>
<td>12</td>
<td>17</td>
</tr>
<tr>
<td>Self-care; greater independence for patients/service users</td>
<td>12</td>
<td>4</td>
</tr>
<tr>
<td>Improved patient/user experience/quality of care</td>
<td>12</td>
<td>0</td>
</tr>
<tr>
<td>Promoting/championing new initiatives; engaging staff</td>
<td>12</td>
<td>0</td>
</tr>
<tr>
<td>Integrated IT; shared care records</td>
<td>8</td>
<td>17</td>
</tr>
<tr>
<td>GP involvement</td>
<td>8</td>
<td>13</td>
</tr>
<tr>
<td>Reduced hospital admissions/transfers of care</td>
<td>0</td>
<td>13</td>
</tr>
<tr>
<td>Obtaining feedback; evaluation plans developed</td>
<td>0</td>
<td>13</td>
</tr>
<tr>
<td>Challenge</td>
<td>CCG (%)</td>
<td>LA (%)</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------</td>
<td>---------</td>
<td>--------</td>
</tr>
<tr>
<td>Getting/keeping all partners on board/working together</td>
<td>19</td>
<td>8</td>
</tr>
<tr>
<td>Workforce planning/recruitment; staff shortages</td>
<td>15</td>
<td>0</td>
</tr>
<tr>
<td>Budget pressures/reduced funding</td>
<td>8</td>
<td>42</td>
</tr>
<tr>
<td>Competing priorities/initiatives; focus on short-term targets</td>
<td>8</td>
<td>17</td>
</tr>
<tr>
<td>Integrated commissioning; budget pooling</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>Integrated IT; shared records</td>
<td>4</td>
<td>13</td>
</tr>
<tr>
<td>Changing staff culture; changing practice/mind-sets</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Demonstrating value of initiatives</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>Other</td>
<td>15</td>
<td>0</td>
</tr>
</tbody>
</table>
Report of the early evaluation


The longer term evaluation team

• LSHTM
  – Nicholas Mays, Mary Alison Durand, Nick Douglas, Bob Erens, Richard Grieve, Ties Hoomans, Tommaso Manacordia, Sandra Mounier-Jack
• PSSRU, LSE
  – Gerald Wistow
• Nuffield Trust
  – Martin Bardsley, Eilis Keeble
• HSMC, University of Birmingham
  – Judith Smith, Robin Miller

• Mary-Alison.Durand@lshtm.ac.uk  (lead researcher)
• Nicholas.Mays@lshtm.ac.uk (principal investigator)

• http://www.piru.ac.uk/projects/current-projects/integrated-care-pioneers-evaluation.html