# THE UNIVERSITY of York

CENTRE FOR HEALTH ECONOMICS YORK HEALTH ECONOMICS CONSORTIUM NHS CENTRE FOR REVIEWS & DISSEMINATION

# The Resource Allocation Consequences of the New NHS Needs Formula

Stuart Peacock Peter Smith

**DISCUSSION PAPER 134** 

# THE RESOURCE ALLOCATION CONSEQUENCES OF THE NEW NHS NEEDS FORMULA

# Stuart Peacock York Health Economics Consortium, University of York

and

Peter Smith

Department of Economics, University of York

#### The Authors

Stuart Peacock is a Research Fellow in the York Health Economics Consortium. Peter Smith is Reader in Economics, Finance and Accountancy in the Department of Economics and Related Studies, University of York.

### Acknowledgements

Thanks are due to Roy Carr-Hill and Alan Maynard for comments on an earlier draft.

# Further Copies

Further copies of this document are available (at price £5.00 to cover the cost of publication, postage and packing) from:

The Publications Secretary
Centre for Health Economics
University of York
York YO1 5DD

Please make cheques payable to the University of York. Details of other papers can be obtained from the same address, or telephone York (01904) 433648 or 433666.

#### **Abstract**

The NHS Executive has recently implemented modifications to the weighted capitation formula for distributing Hospital and Community Health Service funds to health authorities in England. A major contribution to the changes was an analysis of the relative needs of geographical areas undertaken by a team of researchers from the University of York. That work investigated the link between social and economic circumstances and the use of NHS inpatient facilities, and resulted in the development of separate needs indices for acute and psychiatric inpatient services. This report first documents the resource allocation consequences of each of these indices, and finds that the acute index is slightly more redistributive than the previous formula, and that the psychiatric index is very much more redistributive, in particular redirecting resources into the inner cities.

In implementing the work, the Department of Health had to make a judgement about which needs index to use for distributing funds not relating to inpatient use. In the event, they have chosen to allocate 64% of the total budget according to the acute index, 12% according to the psychiatric index, and 24% according to no needs index. The report notes that the use of no needs weighting for such a large block of services, which includes community and mental handicap services, can be challenged. It illustrates the importance of the issue by comparing the Department's preferred formula with an alternative, in which the 24% is allocated using the York acute index. It is found that this option would redirect amounts of up to 5% away from the home counties towards the inner cities. While not necessarily advocating this change, the report argues that the large sums involved highlight the urgent necessity for research on the relative need for health care in non-inpatient services.

#### Introduction

The NHS Executive has recently implemented modifications to the weighted capitation formula for distributing Hospital and Community Health Service funds in England (NHS Executive, 1994a). A major contribution to the changes was some technical work commissioned by the Executive from a team of statisticians and health economists at the University of York (Carr-Hill *et al*, 1994). The purpose of this report is to examine the resource allocation implications of the needs weighting implicit in the new formula. It starts with the background to the work, and describes the resource allocation models developed at the University of York. The report then examines the method in which the work has been implemented by the Department of Health, and the geographical resource allocations arising from the chosen implementation. The report ends with some concluding comments.

### A little background

The Hospital and Community Health Services (HCHS) accounts for about 77% of total NHS expenditure in England (£21.4 billion in 1992/93). About £18 billion of the HCHS budget is distributed to Health Authorities by means of various formulae (Mays and Bevan, 1987). From 1976 to 1990 this total was distributed to the 14 Regional Health Authorities by means of the formula devised by the Resource Allocation Working Party (RAWP). The RAWP formula allocated funds on the basis of population, adjusted for variations in age structure, health needs and costs (Department of Health and Social Security, 1976). The most debated aspect of the RAWP formula was the use of condition-specific standardized mortality ratios (SMRs) as the basis for the health needs adjustment. A variety of methods was used to distribute funds to District Health Authorities within Regions, but most were variants of the RAWP model.

In 1990 the RAWP formula was replaced by a simpler formula, based on an empirical analysis of hospital utilization data (Royston *et al*, 1992). The principal change was the use of the square root of the all causes SMR for those aged under 75 as the basis for the needs adjustment for allocations to Regions. This empirically based formula was the

subject of considerable criticism (Sheldon and Carr-Hill, 1992). Again, a variety of methods were used at the subregional level, in some cases quite different to the national model.

In April 1995 the national formula was again changed. The health needs component of the new formula is based on a new empirical analysis by a team from the University of York, the details of which are reported elsewhere (Carr-Hill *et al*, 1994). This report offers a brief summary of the new system, and examines the geographical distribution of HCHS funds arising from the use of the York needs index.

### The principles of resource allocation

None of the principles underlying NHS resource allocation has been changed by the revised system. These remain that the basis for a health authority's allocation should be its population, weighted for three factors: the age structure of the population; its health "needs", over and above any age considerations; and the local costs of delivering services. The weighted population WP of an authority is calculated as

$$WP = POP*(1 + a)*(1 + n)*(1 + c)$$

where POP is the authority's unweighted population (as estimated by OPCS), a is the authority's age adjustment, n is its needs adjustment, and c its relative cost adjustment. The national average levels of a, n and c are zero.

The first thing to note is that each of the three adjustments is treated independently. An area can have a relatively young population, leading to a negative value of a. At the same time - given its young population - it might nevertheless have high morbidity, leading to a positive value of n. Finally, depending on local labour and capital costs, it might have either a negative or a positive cost adjustment factor c. Therefore, any one authority can have some parts of the formula working to increase its revenue share, while other parts serve to depress it.

For example, consider an authority with a relatively young population, for which per capita health care needs are estimated to be 4% below the national average. This leads to an age weighting of 0.96. However - given its age structure - the authority has a relatively needy population, with morbidity 11% above the national average. This leads to a needs weighting of 1.11. Finally, the authority is in a part of the country where the purchase of a given package of health care is estimated to be 15% above the national average. This leads to a cost weighting of 1.15. The approximate net effect of these three considerations is to give each person in the authority a *weighting* of 0.96x1.11x1.15 = 1.225. That is, for every person in the population, the authority will receive about 22.5% more than the national average *per capita* allocation. Hence the expression, *weighted capitation*.

Finally - a point we return to at the end of the report - it is important to keep in mind that the weighted populations only indicate *targets* towards which revenue shares might be expected to converge over the years. Actual allocations will move towards targets at a speed determined by the Government.

The NHS Executive report gives details of the three adjustments. This report concentrates on the needs adjustment, and examines the extent to which the new needs indices affect resource allocations to individual District Health Authorities.

### The needs adjustment

The needs adjustment was the part of the new system examined by the York team. Until April 1995, allocations to Regions used the square root of the under-75 SMR as the basis for calculating a needs adjustment for all specialties. The York study has resulted in major alterations to this system. It sought to identify the link between a set of needs indicators and NHS inpatient utilization, using the best available data and addressing some of the statistical limitations of the work on which the previous formula was based.

The basis of the York study was a large set of data measuring NHS utilization, health care supply, health status, and socio-economic conditions in about 5,000 small areas covering

the whole of England. The first purpose of our work was to identify indicators of health status and social factors which appeared to be correlated with inpatient utilization. To do this, we needed to control for the possible confounding effect of the *supply* of health care facilities on NHS utilization. Having identified unambiguous needs indicators, we then estimated the link between them and NHS inpatient utilization.

One of the most important steps was the decision to consider acute and non-acute specialties separately. This was done because we believed that the determinants of utilization in these very different groups of specialties might themselves be different (and this was confirmed in the subsequent empirical analysis). The outcome was two models, one for acute services and one for psychiatric services, containing the variables shown in Tables 1 and 2. We found it impossible to develop a satisfactory model for mental handicap. The model we developed for geriatrics was also rather feeble, and the inclusion of geriatrics in the acute sector was found to affect the acute model very little.

Acute needs variables
Standardized limiting long standing illness ratio (under 75)
Standardized mortality ratio (under 75)
Proportion of economically active who are unemployed
Proportion of pensionable age living alone
Proportion of dependants in single carer households

**Table 1: The York acute model** (source: Carr-Hill et al, 1994)

Psychiatric needs variables
Proportion born in New Commonwealth
Proportion of pensionable age living alone
Proportion of persons in lone parent families
Proportion of dependants with no carer
Proportion of adult population permanently sick
Standardized mortality ratio (under 75)

Table 2: The York psychiatric model (source: Carr-Hill et al, 1994)

As can be seen from the Tables, the models contain a range of health and social variables which appear to be plausible determinants of utilization. The most noteworthy features are the strong importance of self reported illness amongst those aged under 75 in the acute model, and the continued presence of the under 75 standardized mortality ratio (SMR) in both models. The proportion of elderly people living alone was also found to be a strong determinant of utilization, and appears in both models.

We considered many alternative measures of health status and social conditions. It is important to recognize that just because they were not explicitly included in our recommended models does not mean that they are ignored. It is likely that they are - to a greater or lesser extent - correlated with the chosen factors, and so their impact may well be accounted for in the model. So, for example, although substandard housing conditions do not appear in either index, these might be highly correlated with (say) the "elderly living alone" variable, and so their impact will - to the extent of that correlation - be captured in the models. In practice we consider it unlikely that our models fail to capture any major dimension of measured needs.

The chosen models represent national average links between needs indicators and utilization, and can therefore be used to *predict* the level of inpatient utilization that would

occur in an area if it had a national average level of supply, and responded to needs - in the form of inpatient utilization - in the national average manner. It is these predictions that are used as the basis for the needs adjustments n.

### The implementation

Our work was based on utilization of NHS inpatient facilities, which comprise about 45% of the Hospital and Community Health Services. In implementing our work, the Department of Health had to decide which needs model to apply to the various other programmes which make up the remainder of HCHS - for example, outpatient and day case services, mental handicap services, community services and maternity services.

In the event, the Department has chosen to disaggregate total HCHS activity into three categories: an *acute* sector, which includes acute inpatients and outpatients, geriatrics, ambulance services and maternity, and represents 64% of expenditure; a *psychiatric* sector (including psychiatric inpatients and outpatients and community services) which represents 12% of expenditure; and an *other* sector, representing 24% of expenditure. The acute model is used to distribute the acute block of funds and the psychiatric model is used to distribute the psychiatric block. The Department has chosen to apply no needs weighting at all to the "other" block, which is comprised of mental handicap, general community services, other hospital and administrative services, and a miscellany of smaller items. The details of the three blocks are shown in Table 3. The decision to disaggregate the HCHS budget in this way should be seen in the light of the previous system, in which the "square root of under-75 SMR" was applied to the entire HCHS budget.

	1992/93	3
Health programme	Expendit	
	£ per head	%
Acute inpatients	150.87	35.79
Acute outpatients	52.06	12.35
Obstetric	18.09	4.29
Geriatric inpatients	31.67	7.51
Geriatric and YD outpatients	0.92	0.22
Non-psychiatric daypatients	2.26	0.54
Ambulance	10.15	2.41
Community maternity	2.86	0.68
Total general & acute weight	268.88	63.78
Mental illness inpatients	36.81	8.73
Mental illness outpatients	3.21	0.76
Psychiatric day patients	4.07	0.97
Community mental illness	5.27	1.25
Total psychiatric weight	49.36	11.71
Chiropody	1.79	0.42
Mental handicap IP & OP	18.21	4.32
Family planning	1.17	0.28
Immunization & surveillance	5.50	1.30
Screening	1.48	0.35
Professional advices and support	5.91	1.40
General community patient care	16.58	3.93
Community mental handicap	3.94	0.93
Health promotion	1.76	0.42
Community dental	2.07	0.49
Services to GPs under open access	5.33	1.26
Other community health	6.59	1.56
Other hospital	17.75	4.21
Administrative	15.26	3.62
Total no need weight	103.34	24.51
All Hospital & Community Health	421.59	100.00

Table 3: HCHS expenditure disaggregated by programme

(source: NHS Executive, 1994a)

## The implications

Assessing the impact on District allocations of the new needs indices is complicated by two factors. First, the previous system allocated funds to Regions, who adopted a variety of methods for allocating to Districts. And second, Districts' actual allocations may have been different to the targets implied by the Regional allocation formulae. Consequently, it is necessary to make some judgement as to the most appropriate benchmark against which to assess the impact of the new needs indices.

We choose to ignore the Regional tier, and assess the impact of the new arrangements on Districts directly, compared with the use of the square root of the SMR (under 75). There is no suggestion that previous allocations were in accordance with this use of the SMR. Therefore, our results are intended simply to highlight the geographical implications of the new formula compared to the old, without considering actual previous allocations. Thus we compare the impact of the York indices applied direct to Districts with the previous formula applied direct to Districts. We consider only the impact of the needs element of the new formula, and do not consider the other aspects of the allocation mechanism: age and market forces. It is important to bear in mind that these further considerations will also have important bearings on Districts' targets under the new arrangements.

In doing so, we have chosen to use the data on which our original study was based, rather than the District level data made available by the NHS Executive (1994b). This decision has two benefits. First, it provides an independent check of the NHS data. And second, it allows us to examine the new needs indices at a more disaggregated level. In practice, we found little difference between the two datasets. The major ones were the updated population and SMR data used by the NHS Executive. However, use of our dataset enables us to present results for the 186 District Health Authorities as constituted in April 1992. Since that time, a number of Districts have merged. The implications for the new larger Districts can be estimated by taking an average of the constituent previous Districts, weighted by population.

Throughout, we show the impact of the various needs indices as a percentage of the

national average *per capita*. Thus the national per capita average is 100, and a figure of (say) 113.7 implies that the District would get 13.7% more than the national average if the associated needs index were used. The full results of our analysis are shown in the Appendix, where we emphasize that the figures given here must be treated as illustrative rather than definitive. Our discussion focuses on the most extreme Districts.

The use of the square root of SMR (under 75) implied needs ranging from 123% of the national average in Central Manchester to 87% of the national average in South West Surrey. The lowest and highest needs areas under this index are shown in Table 4.

Top ten	Value	Bottom 10	Value
Central Manchester	122.7	East Hertfordshire	89.9
North Manchester	121.3	Mid Surrey	89.9
Salford	115.8	W. Surrey & N.E. Hants	89.9
Liverpool	114.7	East Dorset	89.6
Sunderland	113.4	Cambridge	89.6
Camberwell	113.1	Eastbourne	89.6
City and Hackney	112.5	Wycombe	89.2
Tower Hamlets	112.3	Huntingdon	89.0
South Tees	112.2	North West Surrey	89.0
Hartlepool	112.2	South West Surrey	86.8

Table 4: Relative need using the square root of the SMR (under 75)

Table 5 shows that the York acute model identifies similar Districts as being most and least needy. However, it is slightly more redistributive, in the sense that the index for Central Manchester has increased to 130%, while that for South West Surrey has declined to 84%. The lowest needs District is now Mid Surrey. Use of the new acute index in preference to the previous SMR index therefore results in modest swings in allocations from low needs to high needs areas.

Top ten	Value	Bottom 10	Value
Central Manchester	129.7	Tunbridge Wells	86.3
North Manchester	128.4	East Hertfordshire	86.3
Liverpool	121.8	Basingstoke	86.0
City and Hackney	121.0	West Berkshire	85.6
Sunderland	120.3	East Surrey	84.9
Salford	118.7	W. Surrey & N.E. Hants	84.7
Durham	118.4	North West Surrey	84.5
Barnsley	118.0	South West Surrey	83.6
St Helens & Knowsley	117.9	Wycombe	83.2
Tower Hamlets	117.9	Mid Surrey	82.2

Table 5: Relative need using the York acute index

In contrast, Table 6 shows that the psychiatric model is strongly redistributive, drawing a very sharp distinction between areas with high needs (predominantly the inner cities) and the shire areas. Central Manchester has more than double the national average level of psychiatric need, and three times that of the lowest need District (Huntingdon).

Top ten	Value	Bottom 10	Value
Central Manchester	208.1	West Suffolk	69.7
North Manchester	192.4	Tunbridge Wells	69.0
City and Hackney	181.3	East Hertfordshire	68.7
Bloomsbury & Islington	181.0	Winchester	68.4
Camberwell	174.3	Mid Essex	67.1
West Lambeth	168.8	South West Surrey	67.1
Tower Hamlets	168.0	Wycombe	65.9
West Birmingham	159.9	Basingstoke	63.9
Newham	159.8	W. Surrey & N.E. Hants	63.7
Lewisham / N Southwark	158.8	Huntingdon	63.4

Table 6: Relative need using the York psychiatric index

As noted above, in implementing the York indices, the Department of Health has chosen to apply a weight of 0.64 to the acute index, 0.12 to the psychiatric index, and 0.24 to no needs index (effectively an index of 100 for every District in England). For example, in Central Manchester, the Department formula results in a combined index of

$$129.7 \times 0.64 + 208.1 \times 0.12 + 100.0 \times 0.24 = 132.0$$

Full details of the needs weights implied by this composite formula are shown in the Appendix. From the perspective of this report, the principal interest is in the gainers and losers relative to the previous SMR index. The most extreme Districts are shown in Table

7, which confirms that use of the new formula results in substantial gains for inner city areas (in particular inner London) at the expense of shire areas. Loosely speaking, gaining areas experience an SMR which is low relative to its health care needs, while losing areas experience an SMR which overstates their health care needs.

Top ten	Gain %	Bottom 10	Gain %
Haringey	10.96	East Surrey	-4.73
City and Hackney	9.51	Northallerton	-4.95
Bloomsbury & Islington	8.73	Mid Surrey	-4.96
Central Manchester	7.56	Basingstoke	-5.03
Newham	6.70	Scunthorpe	-5.09
North Manchester	6.57	Aylesbury	-5.21
West Lambeth	6.52	East Cumbria	-5.29
Tower Hamlets	6.51	Mid Staffordshire	-5.53
Parkside	6.45	Northampton	-5.91
Hampstead	6.15	West Cumbria	-6.63

Table 7: Gains from chosen DoH formula relative to SMR formula

The decision by the Department of Health to apply no needs weighting to 24% of HCHS expenditure is likely to be a controversial feature of the new formula. For example, it can be argued that the "community", "other hospital" and "administrative" categories of expenditure in Table 3 are likely to be proportional to hospital use - as indicated by our needs indices - rather than proportional to crude population. In the absence of any more persuasive evidence, therefore, it can be argued that use of the one or both of the York needs indices may be preferable to using no needs weighting for these categories. Similarly, although there is no evidence that the prevalence of mental handicap is associated with social conditions, it is plausible to suggest that the resource implications of mental handicap for the NHS are highest in areas with high levels of poverty. For example, carers in more affluent areas may be able to make greater use of private provision.

Clearly there is room for debate about how to weight the 24% (and indeed about how to weight services such as geriatrics and maternity which are currently given the acute weight). In order to illustrate the importance of this issue, we have chosen to present revised estimates of needs, in which the Department of Health formula has been amended so that the 24% of expenditure allocated with no needs weighting is instead weighted by the York acute index. That is, 88% of HCHS expenditure is now allocated according to the York acute model and 12% according to the psychiatric model. We call this the "full" needs formula. To return to our previous example, the Central Manchester needs index becomes:

$$129.7 \times 0.88 + 208.1 \times 0.12 = 139.1.$$

This calculation allows us to estimate the impact of the policy decision to apply zero needs weighting to 24% of expenditure. The Department of Health index gives a needs score of 132.0 to Greater Manchester, 5.1% lower than the full needs index. The most extreme gainers and losers from the policy are shown in Table 8.

Top ten	Gain %	Bottom 10	Gain %
Mid Surrey	5.26	North West Durham	-3.55
Wycombe	4.97	St Helens & Knowsley	-3.66
South West Surrey	4.82	Salford	-3.70
W Surrey & N E Hants	4.47	Barnsley	-3.71
North West Surrey	4.46	Durham	-3.74
East Surrey	4.34	City and Hackney	-3.93
West Berkshire	4.13	Sunderland	-4.02
Basingstoke	4.03	Liverpool	-4.20
East Hertfordshire	3.91	North Manchester	-5.01
Tunbridge Wells	3.90	Central Manchester	-5.12

Table 8: Gains from chosen Department of Health formula relative to "full" needs formula

#### **Conclusions**

This report has sought to shed light on the redistributive effects of the new formula for distributing HCHS funds to health authorities. It has shown that the new acute model is slightly more redistributive than the previous formula, and that the new psychiatric model is very much more redistributive. The decision of the Department of Health to apply a zero needs weight to 24% of expenditure considerably dilutes the redistributive impact of the new formula. The treatment of this "other" block of services is therefore of crucial importance. We would not suggest that use of the acute model to allocate the problematic 24% is necessarily appropriate. For example, some of the services may be better allocated using the psychiatric model, which would result in even larger swings to those shown in Table 8. Or the zero weighting may indeed be more suitable for some services. However, the large swings shown in the Table do highlight the sensitivity of allocations to how the 24% is treated. There is clearly an urgent need for research on determinants of need in this large block of services.

As noted above, all this analysis refers to targets to which Districts will be expected to converge over a number of years. Much depends on the speed at which Ministers choose to phase in the new formula. In fact, they can hardly be said to be implementing the new arrangements zealously. The new Regional allocations are simply a 3.55% cash increase on the previous year's, and therefore make no acknowledgement of the new formula (NHS Executive, 1994b). At the subregional level, however, the new Regions do appear to be adopting the new needs formula, and there is widespread evidence that Districts are using the implied targets in strategic planning.

The new arrangements can therefore be seen to be driven very much by policy choices, such as the percentage of the cake to allocate with our needs indices, the decision to move towards allocations direct to Districts, and the speed at which the new system is phased in. The role of the York study was to inform just a part of this process with what we consider to be the best scientific evidence available. However, it must be recognized that - in the end - the resource allocation process is inevitably highly political. What matters is that the basis of the political choices is completely understood so that it can be debated in an

informed manner. In this respect, we welcome the decision of the NHS Executive to make the data underlying the new arrangements readily available.

The resource allocation issue is highly important to the National Health Service for a number of reasons. The most obvious consideration is simply that a good mechanism will secure a fair allocation of resources, in line with the founding principles of the NHS. Quite apart from fairness, however, it is also inefficient to misdirect resources towards areas that can make less good use of the funds than areas deprived of funds. And it is important for the NHS as a whole that all areas suffer equal pain from cash limits applied to the service. In that way, all Members of Parliament can expect to get their fair share of complaints from constituents, and the government of the day may therefore receive accurate messages about the electorate's preferred level of overall funding for the NHS.

#### References

Carr-Hill, R., Hardman, G., Martin, S., Peacock, S., Sheldon, T. and Smith, P. (1994), A formula for distributing NHS revenues based on small area use of hospital beds, York: Centre for Health Economics, University of York.

Department of Health and Social Security (1976) Sharing Resources for Health in England, Report of the Resource Allocation Working Party, HMSO, London.

Mays, N. and Bevan, G. (1987) Resource Allocation in the Health Service, London: Bedford Square Press

NHS Executive (1994a), HCHS revenue capitation allocation: weighted capitation formula, Leeds: NHS Executive.

NHS Executive (1994b), 1995-96 cash limits exposition booklet, Leeds: NHS Executive.

Royston. G. H. D., Hurst, J. W., Lister, E. G. and Stewart, P. A. (1992) "Modelling the use of health services by populations of small areas to inform the allocation of central resources to larger regions", *Socio-Economic Planning Sciences*, 26(3), 169-180.

Sheldon, T.A. and Carr-Hill, R.A. (1992) Resource allocation by regression in the NHS: a statistical critique of the RAWP review, *Journal of the Royal Statistical Society (Series A)*, 155(3), 403-420.

# **APPENDIX**

#### Resource allocations to 1992 District Health Authorities

This appendix lists our estimates of the resource consequences of various models of health care needs, as described in the main text. The units of analysis are the 186 District Health Authorities as at April 1992. The Tables show the impact of the various indices as a percentage of the national average per capita. Thus the national per capita average is 100, and a figure of (say) 113.7 implies that the District would get 13.7% more than the national average if the associated needs index were used.

For each needs index, the total mid-1991 population for a District, as estimated by the Office of Population Censuses and Surveys (OPCS), is multiplied by the index for that District. The resultant numbers are rescaled so that across the country they sum to the total population of England. This gives a needs-adjusted population for each District. The data reported here are the needs-adjusted populations as a percentage of the unadjusted populations.

We should emphasize that our data may be slightly different to those used by the NHS Executive (1995) These differences are not substantial. However, it is important to treat the figures reported here as illustrative of the broad order of magnitude of various choices rather than as definitive.

The definition of the columns is as follows.

- (a) This column gives the per capita allocations if resources were allocated according to the square root of the Standardized Mortality Ratio (SMR) for those aged under 75. The SMR used is that for the three years 1990-1992, as supplied by OPCS.
- (b) This column gives the per capita allocations if resources were allocated according to the York acute index, described in Table 1 of the main text. The SMR used is that described above. The remaining items were derived from the 1991 Census of

Population, as detailed in Carr-Hill et al (1994).

- (c) This column gives the per capita allocations if resources were allocated according to the York psychiatric model, described in Table 2 of the main text. Data sources are as for (b).
- (d) This column gives the per capita allocations if resources were allocated according to the Department of Health methods. These entailed a weighted average of the York acute model (64%), the York psychiatric model (12%), and no needs adjustment (24%). It is therefore calculated as [0.64 times column (b)] plus [0.12 times column (c)] plus 24.
- (e) This column gives the percentage gain to the District implied by the new Department of Health methods compared to the use of the square root of SMR (under 75). It is calculated as the percentage increase from (a) to (d).
- (f) This column gives the per capita allocations if resources were allocated according to a variant of the Department of Health methods in which the 24% of funds currently not weighted for need were instead weighted according to the York acute model. It has the effect of yielding a weighted average of the York acute model (88%) and the York psychiatric model (12%). It is therefore calculated as [0.88 times column (b)] plus [0.12 times column (c)].
- (g) This column gives the percentage gain to the District implied by the "full" needs weighting, compared to the use of the square root of SMR (under 75). It is calculated as the percentage increase from (a) to (f).
- (h) This column gives the percentage gain to the District implied by the Department of Health choice of method compared to the "full" needs formula. It is calculated as the percentage increase from column (f) to column (d).

	Health Authority	Square root SMR under75	York acute model	York mental illness model	DoH form -ula	Gain from (a)to (d) %	"Full" needs form -ula	Gain from (a)to (f) c	Gain from DoH choice %
		(a)	(b)	(c)	(d)	(e)	(f)	(g)	(ĥ)
A01 A02	Hartlepool North Tees	112.2 110.3	117.3 111.9	117.3 111.2	113.1 109.0	0.84 -1.21	117.3 111.8	4.55 1.37	-3.54 -2.55
A02	South Tees	112.2	117.0	128.4	114.3	1.86	118.4	5.50	-3.45
A04	East Cumbria	101.6	97.5	81.9	96.2	-5.29	95.6	-5.88	0.63
A05	South Cumbria	100.4	97.8	83.1	96.6	-3.82	96.0	-4.35	0.55
A06	West Cumbria	109.8	105.7 105.7	90.6 103.8	102.5	-6.63	103.9	-5.38	-1.32
A07 A08	Darlington Durham	106.1 109.0	118.4	115.9	104.1 113.7	-1.88 4.30	105.5 118.1	-0.59 8.35	-1.30 -3.74
A09	North West Durham	110.6	117.2	110.1	112.2	1.46	116.3	5.20	-3.55
A10	South West Durham	111.4	117.1	112.4	112.4	0.93	116.5	4.61	-3.52
A11	Northumberland	102.5	103.1	92.9	101.1	-1.33	101.9	-0.61	-0.73
A12	Gateshead	111.6	116.6 115.6	122.3 145.6	113.3 115.5	1.52	117.3	5.09	-3.40
A13 A14	Newcastle Upon Tyne North Tyneside	111.9 107.8	110.9	114.0	108.7	3.18 0.79	119.2 111.3	6.52 3.22	-3.14 -2.35
A15	South Tyneside	110.0	116.0	127.1	113.5	3.17	117.3	6.67	-3.27
A16	Sunderland	113.4	120.3	126.5	116.2	2.44	121.0	6.74	-4.02
B12	Hull East Yorkshire	105.8 94.0	109.9 91.4	106.4 70.8	107.1 91.0	1.23 -3.20	109.5 88.9	3.48 -5.40	-2.17 2.32
B13 B14	Grimsby	105.5	104.5	91.8	101.9	-3.42	103.0	-2.39	-1.05
B15	Scunthorpe	104.5	101.4	85.7	99.2	-5.09	99.5	-4.77	-0.34
B22	Northallerton	95.5	91.1	70.6	90.8	-4.95	88.6	-7.18	2.41
B23	York	96.6	94.2	80.4	93.9	-2.76	92.5	-4.20	1.50
B24 B25	Scarborough Harrogate	95.4 96.2	95.8 91.1	81.1 80.1	95.0 91.9	-0.37 -4.45	94.0 89.8	-1.43 -6.67	1.07 2.38
B32	Bradford	111.3	111.5	139.0	112.0	0.66	114.8	3.14	-2.40
B33	Airedale	98.3	96.0	95.0	96.8	-1.49	95.9	-2.46	1.00
B42	Calderdale	106.9	105.4	114.8	105.2	-1.56	106.5	-0.35	-1.22
B52 B53	Huddersfield	102.9 106.1	102.4 105.2	115.6 117.3	103.4 105.4	0.49 -0.66	104.0 106.7	1.05 0.52	-0.55 -1.17
B61	Dewsbury Leeds	104.2	105.2	118.2	105.4	1.14	106.6	2.29	-1.13
B72	Wakefield	106.8	104.7	103.2	103.4	-3.19	104.5	-2.13	-1.08
В73	Pontefract	109.3	116.2	105.7	111.1	1.60	114.9	5.16	-3.38
C01	North Derbyshire	100.9	102.5	82.3	99.5	-1.41	100.1	-0.82	-0.60
C02 C03	South Derbyshire Leicestershire	101.9 96.2	100.2 94.6	95.6 97.2	99.6 96.2	-2.26 0.01	99.6 94.9	-2.21 -1.34	-0.05 1.37
C04	North Lincolnshire	99.1	99.5	86.3	98.0	-1.07	97.9	-1.19	0.12
C05	South Lincolnshire	98.0	95.7	78.2	94.6	-3.44	93.6	-4.49	1.10
C06	Bassetlaw	103.4	104.8	90.1	101.9	-1.47	103.0	-0.35	-1.12
C07	Central Notts	101.4	106.3	89.8	102.8	1.39	104.3 103.2	2.88 2.62	-1.45 -0.60
C08	Nottingham Barnsley	100.6 108.5	102.6 118.0	107.9 106.3	102.6 112.3	2.00 3.48	116.6	7.46	-3.71
C10	Doncaster	105.0	112.9	108.1	109.2	4.03	112.3	6.98	-2.76
C11	Rotherham	105.1	112.5	105.6	108.7	3.40	111.7	6.25	-2.69
C12	Sheffield	104.0	109.5	120.9	108.6	4.41	110.9	6.60	-2.06
D01	Cambridge	89.6	87.9	73.6	89.1	-0.57	86.2	-3.81	3.37
D02	Peterborough	98.6	98.6	96.1	98.6	0.04	98.3	-0.30 -7.16	0.34
D03 D04	West Suffolk East Suffolk	94.6 90.3	90.3 89.9	69.7 74.2	90.2 90.4	-4.70 0.16	87.8 88.0	-7.16 -2.53	2.65 2.75
D04	Norwich	90.3	91.4	75.6	91.6	1.40	89.5	-0.88	2.31
D07	Great Yarmouth	96.4	97.8	84.5	96.7	0.34	96.2	-0.20	0.55
D08	W Norfolk & Wisbech	94.1	94.9	76.3	93.9	-0.22	92.7	-1.52	1.32
D09	Huntingdon	89.0	86.7	63.4	87.1	-2.14	83.9	-5 <b>.7</b> 3	3.80
E01 E02	North Bedfordshire South Bedfordshire	95.9 100.5	90.2 96.5	82.3 94.2	91.6 97.1	-4.48 -3.42	89.3 96.2	-6.93 -4.25	2.64 0.87
E03	North Hertfordshire	93.3	90.5	81.4	91.7	-1.73	89.4	-4.17	2.55
E04	East Hertfordshire	89.9	86.3	68.7	87.5	-2.70	84.2	-6.35	3.91
E05	North West Hertfordshire	91.2	86.7	78.0	88.8	-2.58	85.7	-6.08	3.73
E06	South West Hertfordshire	93.9	88.6	84.6	90.9 94.1	-3.24 1.11	88.1 92.0	-6.16 -1.18	3.10 2.32
E07 E08	Barnet Harrow	93.1 90.1	91.1 89.8	98.6 93.4	94.1 92.7	1.11 2.86	92.U 90.2	-1.18 0.15	2.32
E09	Hillingdon	96.5	92.7	92.7	94.5	-2.12	92.7	-3.94	1.89
E10	Hounslow & Spelthorne	98.1	95.0	104.3	97.3	-0.80	96.1	-2.02	1.25
E11	Ealing	103.0	102.9	128.5	105.3	2.21	106.0	2.89	-0.66
E14 E17	Riverside Parkside	105.2 103.1	104.6 105.8	146.3 150.3	108.5 109.7	3.14 6.45	109.6 111.1	4.19 7.80	-1.01 -1.25
211	I di Katue	103.1	0.00	150.5	107.7	0.47	111.1	7.00	1.23

	Hardah Arabartan								
	Health Authority	Square root	York acute	York mental	DoH form	Gain from	"Full" needs	Gain from	Gain from
		SMR	model	illness	-ula	(a)to	form	(a)to	DoH
		under75		model		(d)	-ula	(f)	choice
		4.5			4.15	%		%	%
		(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
F01	Basildon & Thurrock	100.3	99.2	87.6	98.0	-2.29	97.8	-2.48	0.20
F02	Mid Essex	90.6	87.8	67.1	88.2	-2.60	85.3	-5.83	3.43
F03	North East Essex	94.7	94.2	85.1	94.5	-0.21	93.1	-1.68	1.50
F04	West Essex	93.8	90.7	75.0	91.0	-2.93	88.8	-5.31	2.51
F05	Southend	95.1	94.7	82.6	94.5	-0.61	93.2	-1.95	1.36
F06	Barking, Havering & Brent	98.6	97.0	93.6	97.3	-1.31	96.6	-2.04	0.75
F07	Hampstead	103.1	105.2	150.9	109.4	6.15	110.7	7.36	-1.13
F10	City and Hackney	112.5 109.8	121.0	181.3	123.2	9.51	128.2	13.99	-3.93 -3.10
F11 F12	Newham Tower Hamlets	112.3	115.6 117.9	159.8 168.0	117.2 119.6	6.70 6.51	120.9 123.9	10.11 10.34	-3.10
F13	Enfield	96.0	96.3	108.9	98.7	2.81	97.8	1.89	0.91
F14	Haringey	101.3	109.4	153.2	112.4	10.96	114.7	13.18	-1.97
F15	Redbridge	97.1	96.4	106.7	98.5	1.44	97.6	0.55	0.88
F16	Waltham Forest	102.6	105.4	133.1	107.4	4.71	108.7	5.97	-1.19
F22	Bloomsbury & Islington	110.8	116.8	181.0	120.5	8.73	124.5	12.37	-3.24
001	Paichean	07./	00.5	107 5	400 (	7 2/	100 F	7 1/	0.13
G01	Brighton	97.4 89.6	99.5 89.6	107.5 <b>80.8</b>	100.6 91.0	3.26 1.61	100.5 88.5	3.14 -1.18	0.12 2.82
G02 G03	Eastbourne Hastings	94.6	97.1	99.4		3.67	97.4	2.93	0.71
G04	South East Kent	95.0	96.3	86.4	98.1 96.0	1.05	95.1	0.12	0.71
G05	Canterbury & Thanet	96.9	98.1	93.0	97.9	1.08	97.5	0.61	0.47
G06	Dartford & Gravesham	99.3	94.4	85.2	94.6	-4.69	93.3	-6.05	1.44
G07	Maidstone	93.0	88.9	70.7	89.4	-3.89	86.7	-6.76	3.07
G08	Medway	101.3	98.0	84.8	96.9	-4.35	96.4	-4.82	0.50
G09	Tunbridge Wells	91.1	86.3	69.0	87.5	-3.94	84.2	-7.55	3.90
G10	Bexley	95.5	93.3	86.2	94.1	-1.51	92.4	-3.20	1.74
G11	Greenwich	104.1	107.4	133.5	108.8	4.47	110.5	6.18	-1.61
G12	Bromley	91.3	89.8	84.5	91.6	0.34	89.2	-2.34	2. <b>7</b> 5
G13	West Lambeth	109.8	113.6	168.8	117.0	6.52	120.2	9.49	-2.71
G14	Camberwell	113.1	116.4	174.3	119.4	5.58	123.3	9.06	-3.19
G15	Lewisham & N Southwark	109.1	112.2	158.8	114.9	5.28	117.8	7.97	-2.49
н01	North West Surrey	89.0	84.5	74.9	87.1	-2.17	83.3	-6 <b>.3</b> 5	4.46
H02	West Surrey & North East	89.9	84.7	63.7	85.9	-4.50	82.2	-8.59	4.47
H03	South West Surrey	86.8	83.6	67.1	85.6	-1.43	81.6	-5.97	4.82
н04	Mid Surrey	89.9	82.2	73.6	85.4	-4.96	81.2	-9.71	5.26
H05	East Surrey	91.5	84.9	73.6	87.2	-4.73	83.5	-8.70	4.34
н06	Chichester	90.2	88.9	78.4	90.3	0.12	87.6	-2.84	3.04
н07	Mid Downs	92.3	86.6	72.5	88.1	-4.52	84.9	-8.01	3.79
Н08	Worthing	92.0	91.9	84.7	93.0	1.07	91.0	-1.05	2.14
H09	Croydon	97.0	95.2	105.9	97.6	0.66	96.5 86.8	-0.53 -6.71	1.19 3.46
	Kingston and Esher	93.0 95.9	87.5 93.5	81.3 104.0	89.8 96.3	-3.49 0.44	94.8	-1.19	1.65
H1억 u1つ	Richmond, Twickenham & Ro Wandsworth	108.6	107.4	146.4	110.3	1.57	112.1	3.20	-1.58
H13	Merton and Sutton	95.3	93.5	99.5	95.8	0.50	94.2	-1.13	1.66
							00 5	1.04	2.09
J11	East Dorset	89.6	92.1	79.0	92.4	3.15	90.5	1.04	2.09
	West Dorset	92.8 97.0	91.3 96.0	77.0	91.7 96.0	-1.22 -1.03	89.6 95.0	-3.47 -2.02	1.01
J21	Portsmouth South West Hampshire	95.8	94.2	88.0 86.1	94.6	-1.23	93.2	-2.68	1.49
J23	Winchester	91.4	86.8	68.4	87.8	-3.98	84.6	-7.45	3.75
J24	Basingstoke	91.3	86.0	63.9	86.7	-5.03	83.3	-8.71	4.03
J31	Salisbury	91.7	88.8	71.9	89.5	-2.44	86.8	-5.37	3.10
J32	Swindon	96.7	93.6	79.2	93.4	-3.40	91.9	-4.99	1.67
J33	Bath	91.7	88.9	73.2	89.7	-2.20	87.0	-5.11	3.06
J41	Isle of Wight	95.6	97.1	86.8	96.6	1.00	95.9	0.28	0.73
K11	East Berkshire	95.8	90.1	84.2	91.8	-4.21	89.4	-6.69	2.66
	West Berkshire	91.4	85.6	70.0	87.2	-4.61	83.7	-8.39	4.13
K21	Aylesbury	93.6	87.7	71.6	88.7	-5.21	85.8	-8.37	3.44
<b>K22</b>		89.2	83.2	65.9	85.2	-4.53	81.1	-9.05	4.97
K23	Milton Keynes	100.2	97.7	87.9	97.1	-3.12	96.5	-3.67	0.57
K31	Kettering	99.8	95.7	86.7	95.7	-4.16	94.6	-5.19	1.09
K32	Northampton	99.2	92.8	82.9	93.3	-5.91	91.6	-7.65	1.89
K41	Oxfordshire	91.0	88.2	71.5	89.0	-2.17	86.2	-5.28	3.29

	Health Authority	Square root SMR under75	York acute model (b)	York mental illness model (c)	DoH form -ula	Gain from (a)to (d) % (e)	"Full" needs form -ula (f)	Gain from (a)to (f) % (g)	Gain from DoH choice % (h)
L11	Bristol and Weston	97.9	98.6	98.0	98.9	0.98	98.5	0.64	0.34
L12 L13	Frenchay Southmead	94.0 94.5	92.2 92.5	79.9	92.6	-1.49	90.7	-3.49	2.06
L21	Cornwall	94.2	97.9	81.7 81.5	93.0 96.4	-1.58 2.37	91.2 95.9	-3.49 1.84	1.97 0.53
L31	Exeter	92.8	92.8	81.2	93.1	0.36	91.4	-1.50	1.89
L32	North Devon	91.5	92.9	74.0	92.3	0.91	90.6	-0.95	1.88
L33	Plymouth	98.2	100.0	90.6	98.9	0.68	98.9	0.68	0.00
L34	Torbay	92.1	95.4	85.3	95.3	3.47	94.2	2.27	1.17
L41 L42	Cheltenham Gloucester	92.5 94.6	89.1 92.7	76.9 78.2	90.3 92.7	-2.43 -2.00	87.6 91.0	-5.26 -3.85	2.99 1.93
L51	Somerset	90.6	91.1	74.1	91.2	0.66	89.1	-1.70	2.40
M01	Bromsgrove & Redditch	94.7	93.3	76.7	92.9	-1.88	91.3	-3.58	1.76
M02	Hereford	93.1	91.5	72.7	91.3	-1.95	89.2	-4.14	2.29
M03	Kidderminster	97.9	95.6	77.6	94.5	-3.48	93.4	-4.56	1.13
M04 M05	Worcester Shropshire	93.9 97.1	91.0 96.9	73.7 82.1	91.1 95.9	-3.00 -1.27	88.9 95.1	-5.30 -2.04	2.43 0.78
M06	Mid Staffordshire	99.9	96.1	73.9	94.4	-5.53	93.4	-6.47	1.00
M07	North Staffordshire	108.0	109.6	107.6	107.1	-0.87	109.4	1.26	-2.11
80M	South East Staffordshire	100.2	97.0	79.5	95.6	-4.57	94.9	-5.29	0.76
M11	South_Warwickshire	94.9	89.9	79.8	91.1	-3.99	88.7	-6.55	2.73
M13	East Birmingham	109.3 100.5	113.1	140.7	113.3	3.63	116.4	6.51	-2.70
M14 M16	North Birmingham West Birmingham	111.7	99.4 115.5	103.0 159.9	100.0 117.1	-0.52 4.84	99.8 120.8	-0.66 8.17	0.14 -3.08
M17	Coventry	106.3	105.9	125.6	106.8	0.52	108.3	1.85	-1.31
M18	Dudley	99.9	99.3	89.9	98.3	-1.56	98.2	-1.73	0.17
M19	Sandwell	108.5	109.7	126.8	109.4	0.85	111.8	3.00	-2.08
M20	Solihull	94.3	92.4	81.4	92.9	-1.48	91.1	-3.41	2.00
M21 M22	Walsall Wolverhampton	107.2 106.8	107.1 109.2	115.7 131.1	106.4 109.6	-0.72 2.64	108.1 111.8	0.87 4.71	-1.58 -1.97
M24	North East Warwickshire	99.8	99.0	89.0	98.0	-1.76	97.8	-2.00	0.25
M25	South Birmingham	107.3	108.3	133.8	109.4	1.93	111.4	3.78	-1.79
N11	Chester	100.8	99.8	88.8	98.5	-2.25	98.5	-2.30	0.05
N12	Сгеwе	100.9	98.9	80.9	97.0	-3.86	96.7	-4.12	0.27
N13 N14	Halton Macclesfield	107.1 95.1	111.7 91.5	100.8 77.9	107.6 91.9	0.45 -3.36	110.4 89.9	3.07 -5.50	-2.54 2.27
N 15	Warrington	103.5	103.4	98.2	102.0	-1.49	102.8	-0.70	-0.79
N21	Liverpool	114.7	121.8	146.0	119.5	4.16	124.7	8.72	-4.20
N31	St Helens & Knowsley	110.3	117.9	114.5	113.2	2.63	117.5	6.52	-3.66
N41	Southport & Formby	97.1	96.9	86.4	96.4	-0.74	95.6	-1.50	0.78
N42	South Sefton	106.8	111.2	109.9	108.4	1.46	111.0	3.97	-2.42
NOI	Wirral	106.6	108.3	106.6	106.1	-0.47	108.1	1.40	-1.84
P01	Lancaster	104.0	103.8	105.5	103.1	-0.87	104.0	0.00	-0.88
P02 P03	Blackpool, Wyre & Fylde	103.8	105.4	102.0	103.7	-0.10	105.0	1.15	-1.23
P03	Preston Blackburn, Hyndburn & Rib	111.0 108.2	110.7 110.3	136.4 133.8	111.2 110.6	0.19 2.26	113.8 113.1	2.51 4.55	-2.26 -2.19
P05	Burnley, Pendle & Rossend	108.3	112.4	135.9	112.2	3.64	115.2	6.39	-2.58
P06	West Lancashire	100.2	103.4	91.7	101.2	0.98	102.0	1.79	-0.80
P07	Chorley & South Ribble	99.3	98.5	82.8	97.0	-2.34	96.6	-2.70	0.37
P08	Bolton	108.7	111.1	130.9	110.8	1.94	113.5	4.39	-2.35
P09 P10	Bury North Manchester	105.0 121.3	104.2 128.4	108.9 192.4	103.8 129.3	-1.18 6.57	104.8 136.1	-0.22 12.18	-0.96 -5.01
P11	Central Manchester	122.7	129.7	208.1	132.0	7.56	139.1	13.37	-5.12
P12	South Manchester	111.3	117.5	156.4	118.0	5.99	122.2	9.76	-3.44
P13	Oldham	111.7	111.9	137.1	112.1	0.33	114.9	2.89	-2.49
P14	Rochdale	111.1	113.0	137.4	112.8	1.54	115.9	4.35	-2.69
P15 P16	Salford Stockport	115.8 101.1	118.7 98.3	140.3 93.9	116.8 98.2	0.87 -2.89	121.3 97.8	4.74 -3.29	-3.70 0.42
P10	Tameside & Glossop	107.1	109.4	120.8	108.5	-0.99	110.8	1.07	-2.04
P18	Trafford	100.7	100.4	104.8	100.8	0.13	100.9	0.23	-0.10
P19	Wigan	109.4	115.1	108.3	110.7	1.15	114.3	4.46	-3.17