Measuring Performance in Public Health Emergency Preparedness

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Outcome Monitoring and Evaluation Branch
Division for State and Local Readiness
Coordinating Center for Terrorism Preparedness and Emergency Response
Division of State and Local Readiness (DSLR) is responsible to administer the PHEP Cooperative Agreement.

Since 2001, over $7 billion has been awarded to 62 state, territorial, and local grantees.

As stewards of this program, CDC and grantees must demonstrate a return on investment – “What is the value-added?”
Key Questions for PHEP

- Are we ready?
  - What is “ready”?
  - Assumes there is a standard against which to compare

- Aren’t we ready yet?
  - Managing political impatience and unrealistic expectations

- Why aren’t we ready?
  - Who is held accountable?
  - What do we need to do better?
Performance Measure Project Overview

- Develop and implement a standardized set of measures for CDC’s state and local PHEP Cooperative Agreement

- Provide data for:
  - Program description
    - Define measures of program inputs, processes, activities, outputs, and outcomes
  - Program accountability
    - Report and use data to assess compliance with program requirements and performance on key program activities
  - Program improvement
    - Data used to identify areas in need of technical assistance and training at the state and local levels
Define and Describe PHEP Program: Strategic Alignment with Federal Policy and Guidance

FEDERAL GUIDANCE

POLICY
PAHFA, HSPDs

STRATEGY
National Health Security Strategy

DOCTRINE AND PLANNING GUIDANCE
National Response Framework, National Preparedness Guidelines

CDC PLANNING

STRATEGIC PLANNING
CDC Preparedness Goal Action Plan

REQUIREMENTS AND CAPABILITIES
Public Health Elements of Target Capabilities List

OPERATIONAL AND TACTICAL PLANNING
CDC Division Strategic Plans

PROGRAM EXECUTION

Program Operations
EXERCISES

ASSESSMENT AND EVALUATION
ACCOUNTABILITY
PROGRAM IMPROVEMENT
Define and Describe the PHEP Program: Alignment with CDC’s Preparedness Goal Action Plan

- Health Monitoring
- Epidemiology and other Assessment Services
- Laboratory Science and Service
- Response and Recovery Operations
- Public Health Systems Support

- Represent essential public health functions that need to be robust to assure success in both “regular” and “catastrophic” public health emergencies
- Tied to public health elements of the target capability list
Define and Describe the PHEP Program and the State and Local Levels

- Public Health Emergency Preparedness
  - Not an end-state
  - Based on routine and emergency public health capabilities
  - Shaped by real incidents
  - Ongoing process to build and maintain infrastructure, partnerships, and plans to demonstrate capability to respond
# Performance Measure Development: Engaging Partners Throughout the Process

## State / Local Partners
- ASTHO
- NACCHO
- APHL
- CSTE
- Health Departments
- Hospitals
- Academia
- Public Health Institutes

## Federal Partners
- HHS
- ASPR
- DHS
- ASPE
- CDC
Convene PHEP Evaluation Workgroup

- Representatives from local, state, and federal experts in measurement, PHEP program, and public health

- Prioritized Capabilities (January 2008)
  - Identified 5 areas for initial performance measure development:
    - Incident Management
    - Crisis & Emergency Risk Communications (CERC)
    - Biosurveillance
    - Countermeasure Distribution
    - Community Containment strategies

- Review / revise measurement workgroup recommendations
PHEP Measurement Model

PUBLIC HEALTH FUNCTION

CAPACITY
- Build
  - Assess
  - Plan
  - Train
- Maintain

CAPABILITY
- Functional Demonstration
  - Tabletop Drills
  - Exercises
  - Real Incidents
- Performance Measurement
  - Time-based Quality Completeness
Performance Measure Development Process

1. Describe the capability
2. Identify key measurement points
3. Develop draft measures
4. Implement Measures

Stakeholder Input

Measures of Capacity and Operational Capability
Identify Key Points of Measurement

- Develop process maps for each capability to identify:
  - What is core to PHEP?
  - What is under Public Health’s control?
  - What is appropriate at the State and local levels?
  - What is the appropriate scale?
    - Routine public health practices versus emergency surge
  - Linkages between systems
## CERC Performance Measure

**CERC – Public Message Dissemination**

<table>
<thead>
<tr>
<th>Measurement Specifications</th>
<th>Time to issue a risk communication message for dissemination to the public</th>
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<tbody>
<tr>
<td>Start time: Date and time that a designated official requested that the first risk communication message be developed.</td>
<td></td>
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<tr>
<td>Stop time: Date and time that a designated official approved the first risk communication message for dissemination.</td>
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Incident Management Process Map

**Awareness**
- Id. incident via external source
- Conduct assess. (passive)

**Initial Assessment / Notification of staff & partners / Mobilization**
- Determine scope / scale of incident
- Identify health emergency threat
- Notify leadership
- Decide to activate ICS

**Response / Recovery**
- Coordinate / Approve messages
- Coordinate w/external partners (e.g., mutual aid, conference calls, etc.)
- Ensure health, safety, and security of personnel/responders and site

**Demobilization**
- Transfer tasks, activities and resources to operational agencies
- Resume normal operations

**Evaluation**
- Complete After Action Report / Improvement Plan
- Track improvements in corrective action program

**Develop / Maintain situational awareness**
- Establish resource management system (PH goods/services/expertise)
- Assess resources based on objectives
- Request resource needs
- Track expenditures

**Action / Activity**
- Call own staff
- Stand up DOC
- Staff report to duty
- Conduct incident briefing
- Send liaison staff to EOC
- Initiate JIC / Send staff to JIC
- Coordinate / Approve messages

**Key**
- Set objectives
- Identify tactics
- Develop IAP
- Approve IAP
- Execute plan
- Assess progress
### Incident Management Performance Measures

<table>
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<tr>
<th>IM – Staff Notification</th>
<th>Time to notify pre-identified staff with public health agency incident management functional responsibilities</th>
</tr>
</thead>
</table>
| Measurement Specifications | **Start time:** Date and time that a designated official began notification of pre-identified staff.  
                             **Stop time:** Date and time that the last pre-identified staff person acknowledged notification. |
| IM – Staff Assembly     | Time for staff with public health agency incident management functional responsibilities to report for duty |
| Measurement Specification | **Start time:** Date and time that a designated official began notification of pre-identified staff  
                             that they need to report for duty.  
                             **Stop time:** Date and time that the last pre-identified staff person reported for duty. |
| IM – Incident Action Plan | Production of the approved Incident Action Plan (IAP) before the start of the second operational period |
| Measurement Specifications | Was a written Incident Action Plan approved before the start of the second operational period (Yes/No)? |
| IM – After Action Report and Improvement Plan | Time to complete a draft of an After Action Report and Improvement Plan |
| Measurement Specifications | **Start time:** Date exercise completed.  
                             **Stop time:** Date the draft AAR and IP were submitted for clearance within the public health agency. |
Data Collection and Measurement Plans

- Convey how data will be reported and used
- Identifying appropriate data collection methods
  - Self-report, 3rd party observation, audits
- Develop Implementation Plans
  - Two-stage approach
    - Developmental Measures: Pilot tested, revised and improved
    - Established Measures: Demonstrated validity, reliability, and utility
  - State and Local roll-out strategy
Build Evaluation Capacity

- Data collection and evaluation training
- Change management and communications programs
- Ongoing technical assistance on data collection and analysis
- Development and dissemination of reports
Performance Measure Implementation

- **Established Measurement Set**
  - 8/2008: 1st
  - 8/2009: 2nd
  - 8/2010: 4th

- **Developmental Measurement Set**
  - 2/2008: IM and CERC
  - 2/2009: Biosurveillance
  - 2/2010: Countermeasure Delivery
  - 8/2010: Community Mitigation

CDC

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Continued Development, Improvement, and Use of PHEP Measures

Will yield:

- Greater accountability of funds
- Consistency in program implementation/operations
- Improved program efficiencies (e.g., timely response to real events)
- Promising practices
- Data to secure resources and drive program improvements