



MONITORING AND MAINTAINING PROGRESS

Module 4

How to assess progress and maintain multi-sector momentum

Once interventions are implemented, it is important to monitor progress and understand their impact. Monitoring the impact of interventions helps PHASTs achieve the third and final SOS goal: to establish **shared accountability** for achieving desired outcomes that are beyond the control of any single agency or individual. The only way to know if a PHAST is successful is to measure collective progress toward desired outcomes.

Monitoring collective progress helps jurisdictional leaders and PHAST partners:

- Understand how and why interventions work or don't work
- Understand the extent to which each initiative and strategy is working as intended
- Identify opportunities for improvement or adjustments that may be needed
- Track incremental achievements, which can lead to a sense of shared accomplishment and help drive momentum among stakeholders and other invested partners
- Establish shared responsibility for achieving desired outcomes that are beyond the control of a single entity or individual





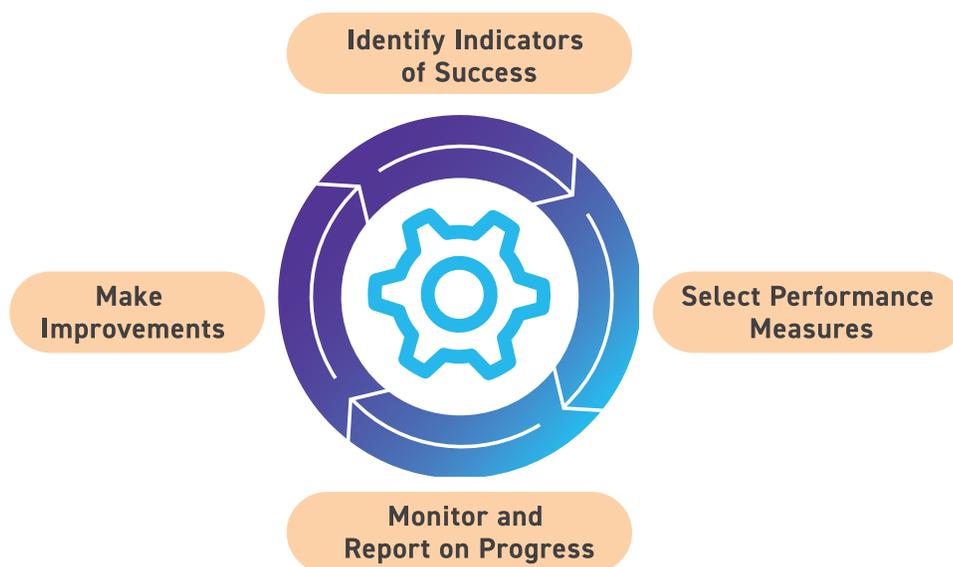
To monitor progress, PHAST follows a continuous performance management cycle (See Figure 9). This module will address each component of this cycle.

Contents of this module:

- Identify Indicators of Success
- Select Performance Measures
- Monitor and Report on Progress
- Celebrate Wins and Make Improvements

Performance management is an ongoing practice of using information and feedback on the work of an organization or activity to improve its process and outcomes.

Figure 9. PHAST Performance Management Cycle





Identify Indicators of Success

ACTION STEP CHECKLIST

Who: All PHAST partners; PHAST workgroup

- Determine what interventions you want to monitor.
- Discuss what success looks like for each selected intervention.

PHAST PARTNERS

How can you measure success?

What is an appropriate “success rate” or “target”?



To begin this process, PHAST partners will first identify what to monitor. This may include any interventions that fall under the purview of PHAST partners or the collective work of the PHAST itself. PHASTs are encouraged to consider:

- Existing interventions led by individual agencies
- Ongoing strategies coordinated across sectors
- Interventions identified through collaborative problem-solving approaches
- Collective PHAST achievements

For each intervention identified, PHAST partners will then discuss and collectively brainstorm **what success looks like**. What is the objective or goal? What do partners hope to achieve through this intervention? Do partners share the same definition of success or does it vary? Do partners’ vision of success align with the perspective of community members and those impacted by the intervention? Below are questions to consider that can guide this process. Example responses are included in the column to the right of each corresponding question and are based on a naloxone leave-behind program.

Table 6. Indicators of Success

Questions to Consider	Example Response
“How will we know how well we are implementing the activity?”	Naloxone administration and distribution of leave-behind kits are part of official police protocol in a suspected overdose
“How will we know our activity or intervention is working?”	Police officers administer naloxone in suspected overdose cases they encounter and distribute “leave-behind” kits
“What do we hope to see happen as a result of the activity?”	Increased rate of naloxone administration by police encountering overdoses; distribution of “leave-behind” kits; reduction in fatal overdoses





Select Performance Measures

ACTION STEP CHECKLIST

Who: All PHAST partners; PHAST workgroup

- Select performance measures that allow you to determine if your intervention is working as intended.
- Select equity measures.
- Set targets for each performance measure.
- Develop a data collection plan.
- Develop a timeline for reporting/sharing measures.

PHAST PARTNERS



What data can we collect to monitor success?

For whom is the program working best? Why?

For whom is the program not working as well? Why?

What else do we need to consider?

Although PHAST partners’ common goal (or “North Star”) is reduced overdose deaths, only assessing overdose rates will not tell you whether or to what extent your interventions are working to contribute to those rates. Similarly, in the pre-arrest diversion program example above, if the indicator of success is a reduction in fatal overdoses, knowing this alone does not provide sufficient information about how the program is working or what specific factors are influencing this outcome.

Performance measures allow us to assess the **capacities, processes, and outcomes relevant to the objective or indicator of success**. In other words, they are the measurable components that influence, are necessary for, and lead to the program’s intended objective.

Depending on the size of your PHAST and the number of interventions under your purview, this activity may be assigned to a workgroup focused on the specific intervention. This would allow partners to leverage their expertise, focus their efforts on interventions in which they are most directly involved, and move swiftly. Decisions and results would be reported back to the larger group to ensure all partners are aware of any progress.

Performance measures are quantitative measures of capacities, processes, or outcomes relevant to the assessment of a performance indicator.



Table 7. Performance Measures

Questions to Consider	Example Response
“What data can we easily access or collect to measure our identified indicators?”	Track the proportion of police who have completed the training; the number of naloxone kits distributed to police; the number of “leave behind” kits distributed; the number and percent of suspected overdose calls in which naloxone is administered by police.
“What are our “best” (based on accessibility/feasibility, and accuracy) measures and data sources?”	Determine based on PHAST partner input and available or easily created data tracking systems.
“What is our target for each measure?”	Determine based on contextual knowledge of partners and baseline data on naloxone administration by police.
“What is our expected timeline for seeing results? How frequently can we measure our success?”	Determine based on partner input and overdose rate.
“What key perspectives should we also consider and collect?”	Collect direct feedback from police officers about the new protocol, including barriers and challenges through conversations.
“What data can we collect to help us understand the equity impact of our intervention? How will we be able to determine if certain groups are more responsive to, or are benefiting more from this intervention than other groups? What groups do we consider?”	Determine based on characteristics of people who have overdosed, people at risk of overdose, and people with OUD in the community.

The only way to know if a PHAST is successful is to measure collective progress toward desired outcomes.

The performance measures your PHAST selects must be aligned with your interventions. Just as there is a **logic model for the PHAST framework** (see C1 in the Appendix of the PHAST Toolkit), PHAST partners may find it helpful to develop a logic model for specific interventions to graphically depict how a particular intervention is intended to achieve the desired outcomes (Please see C6 in the Appendix of the PHAST Toolkit for an example of a **Logic Model for Expanding Naloxone Administration Capacity Among Police Officers**). This will ensure that the measures chosen are aligned with each specific PHAST intervention.



Overdose Prevention Evaluation Profiles

Overdose Prevention Evaluation Profiles were developed by the CDC to support funded entities in designing evaluations by demonstrating how evaluations can be conducted to produce actionable and timely findings. Each profile provides guidance on the type of evaluation questions, indicators, data sources, and data collection methods that may be used to evaluate each of the following types of interventions:

- 1 - Public health surveillance activities with prescription drug monitoring program (PDMP) data and public dissemination of results
- 2 - Linkage to care initiatives
- 3 - Technical assistance to high burden communities
- 4 - Academic detailing
- 5 - Naloxone distribution
- 6 - Overdose communication campaigns
- 7 - Use of PDMP data to inform clinical practice and improve patient safety

Evaluation profiles may be accessed here: <https://www.cdc.gov/drugoverdose/od2a/evaluation.html>.

Depending on what your indicators of success are, you may want to select both short-term and long-term performance measures. It can be challenging when some changes are intended to produce outcomes that won't be detectable for a long time. To maintain PHAST momentum, data that measures both short-term and long-term outcomes should be considered.

For each performance measure, partners are encouraged to compare the ideal measure to what can be measured and to what data is already being collected. In some cases, selecting a measure that is feasible and easily accessible can help drive the initial momentum of monitoring progress until additional data collection can be conducted. Setting a target for each performance measure will provide context for each measure (e.g., is the number being reported good or bad?) and will help determine if the intervention is on track to meeting its objective. Partners can also consider the timeline for when results are expected as well as how frequently measures should be reported out to the PHAST. This is particularly important if both short- and long-term outcomes are being monitored. Performance measures can and should be developed as part of any implementation plan.



Consider Qualitative Data Collection

When discussing performance measures, PHASTs are also encouraged to consider collecting qualitative data as the work progresses. Partners may plan focus groups, conduct interviews, or hold informal conversations with staff implementing the intervention, people receiving or directly impacted by the intervention, and community members. Considering these perspectives can provide the needed context to better understand the acceptability, accessibility, and impact of the intervention and can help answer questions that arise and cannot be answered through quantitative data alone.

A final consideration during this process is how to measure the equity impact of the intervention or program. That is, how will you determine if the intervention works better for one group of people than another group? How will you know if one group of people is differentially impacted by the intervention? Partners are encouraged to examine program success for various subsets of the target population, looking at variability by race, ethnicity, geography, age, and any other variables related to equity.

For additional resources about Performance Measures and Program Evaluation, visit the **CDC's Program Performance and Evaluation Office** (<https://www.cdc.gov/eval/index.htm>)





Monitor and Report on Progress

ACTION STEP CHECKLIST

Who: All PHAST partners; PHAST workgroup; PHAST data analyst

- Determine how performance measures will be reported out to partners.
- Assess progress and evidence of success.
- Assess limitations and challenges.
- Update the Inventory of Evidence-based Interventions template with identified successes and limitations.

PHAST PARTNERS

What do the data tell us about how we are doing?
 Are we meeting our targets? Is it working well for some, but not for others?
 Do we need to change anything we are doing?



Once performance indicators and measures have been established and data have been collected, results can be reviewed with PHAST partners on a recurring basis based on the timeline established in the previous step. Partners may choose to work closely with the dedicated PHAST data analyst to review and prepare the data for presentation. During these data presentations, PHAST partners will work together to make sense of the data and collectively decide what, if any, actions need to be taken as a result.

Reporting progress is the documentation of whether standards and targets are met, and the sharing of such information through appropriate feedback channels.



Table 8. Performance Monitoring and Reporting

Questions to Consider	Example Response
“How do we share performance data back to partners in a timely manner for collaborative interpretation of findings?”	Data will be tracked electronically and will be presented to partners in monthly PHAST meetings.
“Based on the measurement data, how are we doing?”	Determine based on performance measures and targets established.
“Were there any unintended consequences?”	Determine based on key informant interviews and/or regular monitoring and discussion of unforeseen events, incidents, and outcomes.
“Who is benefiting from this intervention? Who is being missed? Is everyone receiving the same opportunities or quality of service offered through this intervention or is there variation by race, age group, gender, or other demographic characteristics?”	Determine based on demographic data collected.
“What feedback have we received from front-line staff and people directly and indirectly impacted by this change?”	Determine based on qualitative data collected through informal conversations with police officers.

In some cases, partners may be able to offer additional information not captured in the presentation that can help further contextualize the findings or can bring to light systems-level factors that may contribute to or interfere with success. Based on the findings from your performance measurement and collaborative interpretation of the results, you can update your **Inventory of Evidence-based Interventions** by adding in evidence of success and additional limitations, for which recommendations for improvement should be generated and included in future prioritization efforts.

Once performance indicators and measures have been established and data have been collected, results can be reviewed with PHAST partners on a recurring basis.



Celebrate Wins and Make Improvements

ACTION STEP CHECKLIST

Who: All PHAST partners; PHAST workgroup; PHAST data analyst

- Determine if targets have been met.
- Discuss and interpret findings.
- Identify recommendations for intervention improvements or other needed changes.
- Celebrate and communicate success.
- Resume the process of identifying performance indicators and measures to assess any new improvements introduced; collect and review data; and identify new opportunities for improvement.

PHAST PARTNERS

Based on this information, what are we doing well?

What changes should we make to get us closer to our goal of reducing overdose deaths?



Understanding how each intervention is performing against its intended goal allows PHASTs to recognize their collective achievements as well as make needed adjustments and identify opportunities for improvements. This notion is central to the fourth PHAST guiding principle of continuous improvement. The performance measures that are tracked, reviewed, and presented to partners can be used to confirm or challenge decisions and strategies and can help identify potential changes in policy or program direction. It can also help justify investments in specific response strategies, making it easier to secure and sustain funding for successful programs.

Quality improvement is the continuous effort to improve public health and safety policies, programs, or infrastructure based on reviewing and addressing performance standards, measures, and reports.



Table 9. Celebrate Wins and Make Improvements

Questions to Consider	Example Response
<p>“What’s working well?” (How do we know?)</p> <p>“Who is better off and by how much?”</p> <p>“How do we share this information?”</p>	Use data to determine if goals are being met and by how much. Determine if this is a win that could be shared publicly with external partners.
<p>“If results are worse than expected or do not meet the established targets, why?”</p> <p>“If results are good and are meeting targets, should it be expanded?”</p> <p>“How can efforts be sustained or improved?”</p> <p>“Are there any unintended consequences that we need to address?”</p>	Use data to inform decisions about modified, expanded, continued/discontinued activities.
<p>“Is there an opportunity to make improvements?”</p> <p>“What needs to change to see better results?”</p>	Use data, including qualitative data collected through informal conversations with police officers, to inform decisions about modified, expanded, continued/ discontinued activities.

Continuing the Process

Because the PHAST performance management approach follows a continuous cycle, once improvements are made, the cycle restarts. Partners once again resume the process of identifying performance indicators and measures to assess any new improvements introduced; collect and review data; and identify new opportunities for improvements. By working together to make incremental improvements informed by data, PHASTs will become more agile and able to respond to community needs and address service gaps. (For **examples of different problem-solving models**, please see C7 in the Appendix of the PHAST Toolkit).

Although these accomplishments may appear minor, it is important for PHASTs to recognize their collective progress and celebrate these small wins together. Sharing accountability for collective successes helps build positive momentum to achieve continued progress, motivates partners to remain committed to the North Star, and helps to sustain the work of the PHAST.

PHAST Strategy:



Communicating Success

Your PHAST will experience many opportunities to share success stories. These stories may include such topics as sharing your team’s priorities, releasing new data, or even highlighting a PHAST member who is experiencing some type of success. The key to successful communication is all about planning.

Example of Monitoring Progress

The Naloxone Distribution in the Allegheny County Jail to Prevent Overdose Data Brief (https://www.allegheycountyanalytics.us/wp-content/uploads/2019/02/18-ACDHS-27-NaloxoneACJ-022119_v2.pdf) describes Allegheny County’s efforts to monitor their jail naloxone distribution program. It provides a good example of how multiple sources of data be used to identify key findings, inform next steps and improvement opportunities.

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