



NWT Health and Social Services

# Performance Measurement Framework



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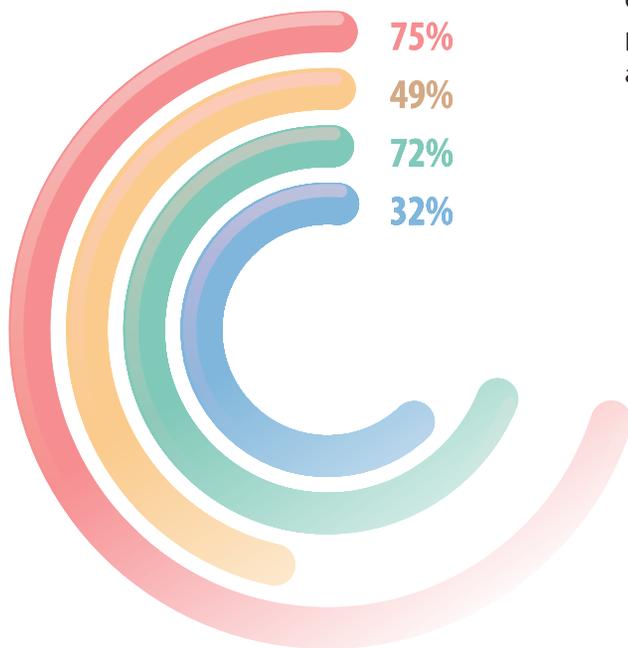
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## Introduction

The Northwest Territories (NWT), like other Canadian jurisdictions, is taking a proactive approach to improving accountability for the delivery of publicly funded health and social services. The NWT Health and Social Services budget now makes up more than 25 per cent of the overall Government of the Northwest Territories budget, and the NWT has the second highest per capita costs in Canada. Decision makers and the public want to know if health and social services funding is being spent effectively, how the system is performing relative to its peers, and if it is achieving its intended outcomes.



In 2010/11 the Office of the Auditor General (OAG) reviewed the programs and services of the NWT Health and Social Services system, making a number of recommendations for system improvement. Two of these recommendations were for the Department of Health and Social Services, in collaboration with the Health and Social Services Authorities, to:

- develop a set of system-wide performance indicators for the health and social service system; and
- regularly inform the NWT Legislative Assembly, and the public, on the system performance indicators.<sup>1</sup>

Committed to fulfilling the OAG's recommendations and improving accountability for reporting on the performance of the system, the Department embarked on a process of developing a set of performance indicators and developing a Performance Measurement Framework.<sup>2</sup>

## Purpose of the Framework

The purpose of the performance measurement framework is to clearly identify the intended outcomes of the NWT Health and Social Services system, to provide a model for monitoring progress towards achieving those outcomes and to identify measures to monitor performance. The Framework increases awareness of:

- where the system has the ability to effect change;
- what the expected outcomes of the system are;
- what impact external factors have; and
- what the anticipated time period is to achieve the outcomes.

The framework will serve as a guiding document; directly linked to the system's goals of Best Health, Best Care, for a Better Future. Further, the framework will be used to guide the development of relevant system performance measures/indicators.

<sup>1</sup> Office of Auditor General of Canada, *Northwest Territories Health Program and Services – Report of Auditor General of Canada to the Northwest Territories Legislative Assembly*, March 2011, p. 25.

<sup>2</sup> GWNT, DHSS, *Performance Measurement Accountability Framework: Accountability Report* (Final – April 2014) <http://www.hss.gov.nt.ca/sites/default/files/performance-measurement-accountability-framework.pdf>

## Overview of the Framework

In 2014, the Department of Health and Social Services finalized a review of existing performance monitoring and reporting within the system and worked with primary stakeholders to identify system-wide performance and reporting requirements. This review produced clear and appropriate accountabilities and reporting functions, and outlined information on performance available to support evidence-based decision-making. As part of this project, the Department reviewed accountability and performance measurement approaches used in health services in Alberta, Saskatchewan and Nova Scotia, as well as reviewing the work done by the Canadian Institute for Health Information (CIHI).

The NWT's performance measurement framework is the first in Canada to incorporate both health services and social services into one comprehensive framework. This makes the NWT approach unique in Canada, and results in the NWT leading the way in our efforts to provide a comprehensive framework for overall population health and wellness performance measurement and reporting.

CIHI's Performance Measurement Framework, and the Alberta Health System Outcomes and Measurement Framework are used as a model of best practice, upon which the NWT performance measurement framework is built. In addition, the health and social services goals of: Best Health, Best Care, For Better Future, are modeled on the Institute for Health Improvement's *Triple Aim Framework*. Triple Aim provides a three pronged approach to drive

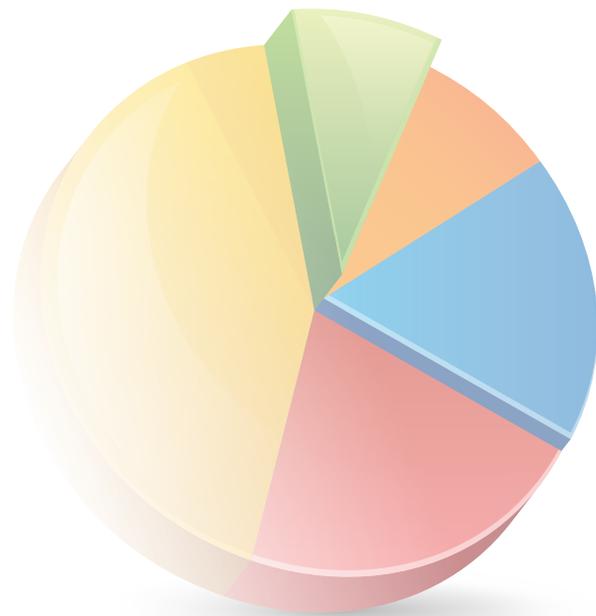
performance: 1) better population health; 2) better patient experience; and 3) value for investment. By modeling the NWT's performance measurement framework after CIHI's Performance Measurement Framework, the Alberta Health System Outcomes and Measurement Framework, and incorporating the Triple Aim approach, the NWT is well positioned to compare results with other jurisdictions with comparable health systems.

Nationally, performance measurement for social services, and specifically child welfare services, is far less advanced; with no consistent framework, outcomes or agreed to performance measures. As work progresses nationally, the NWT will review and revise our framework and measures to align with best practices and allow for national comparability across social services.



## The Framework

The Framework is a graphical representation of the relationships between the inputs, activities, outputs and outcomes of the health and social services system. The purpose of the Framework is to demonstrate the “if-then” relationships between the components of the system: if the resources (inputs) are available for the health and social services system, then the activities can be implemented; if the activities are implemented successfully, then certain outputs and outcomes can be expected. The Framework illustrates three types of outcomes:



### Population Health and Wellness Outcomes:

The ultimate outcome for the NWT Health and Social Services system is to improve the health and wellness of NWT residents. Population outcomes require a long-term commitment with substantial changes along the entire Framework. The changes in population outcomes occur over decades. The achievement of these outcomes are influenced by factors external to the health and social services system, such as social determinants of health and non-health and social services related governmental policies.

### Individual and Community Outcomes:

Individual and community outcomes are dependent on the achievement of the system outcomes. Through the system outcomes, we are hoping to provide better patient experience, and to support communities and individuals to participate in community-led and health and social services system initiatives. These outcomes could be expected to occur between five to twenty years.

### System Outcomes:

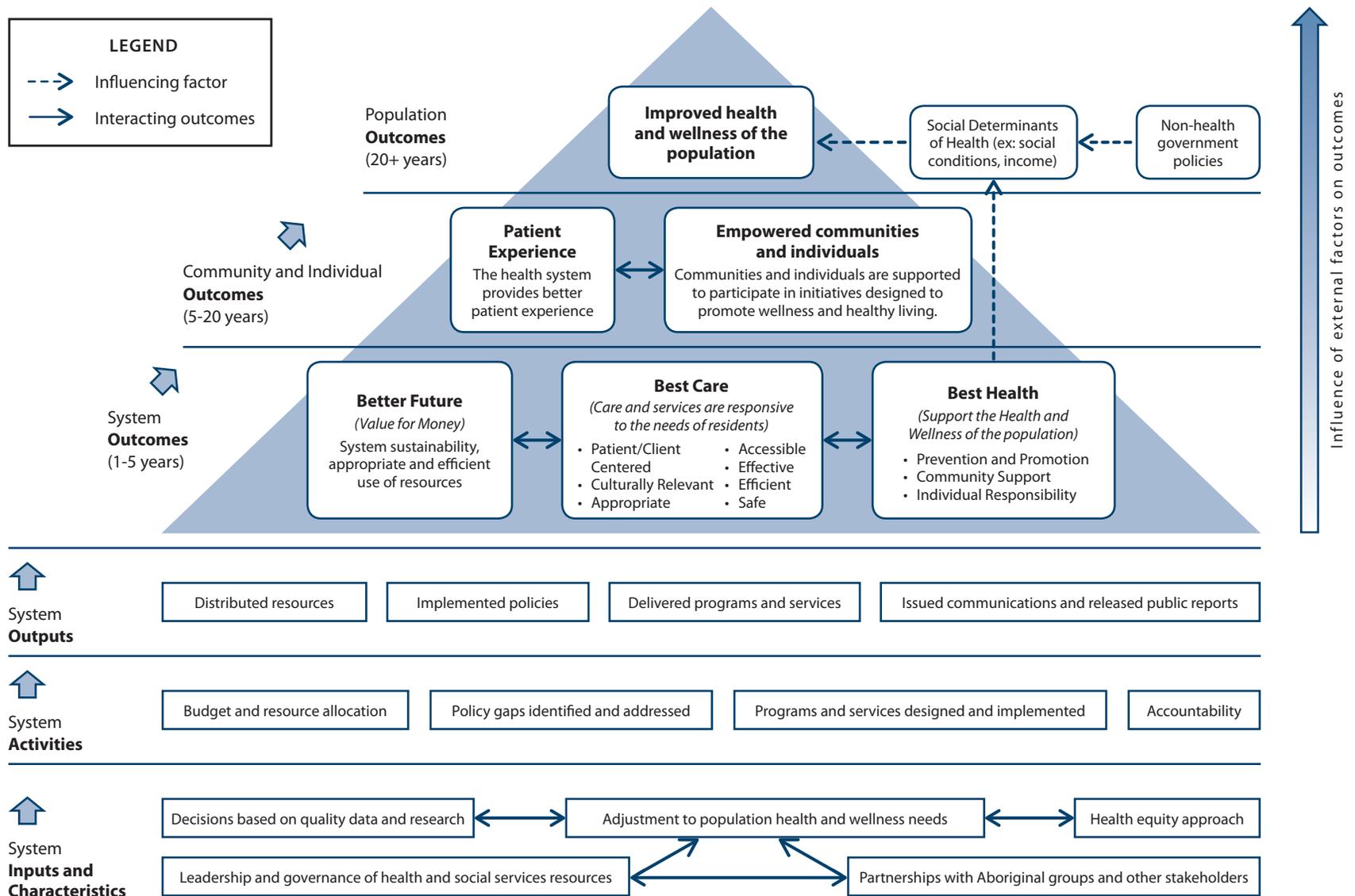
The achievement of system outcomes is dependent on the level of achievement of the system activities and outputs. Attainment of these outcomes is anticipated to occur over a shorter time period (one to five years). System outcomes include enhancing value for money, improving the responsiveness of services and care to the needs of NWT residents, and supporting the health and wellness of NWT residents.

### System Inputs:

System inputs include leadership and governance for the effective utilization of health and social services resources, health and social services innovation, adjustment to population health needs, community and stakeholder engagement and public accountability for performance.

The benefit of using a Framework approach is that the performance measurement strategy builds on the logic model by identifying performance measures for each of its elements. These measures outline the data that should be collected to provide a strong basis for performance monitoring of the NWT Health and Social Services system.

# HSS System Performance Framework



## Accountability

By linking the public performance indicators to the performance measurement framework we are able to provide comprehensive reporting on outcomes; thereby meeting our obligation for public system-wide performance reporting. The initial set of indicators report on a combination of population health outcomes, individual and community outcomes, system outcomes as well as system inputs. They also enable some performance comparison with other health jurisdictions.

Our public performance measures and the framework will form the basis for the health and social services system strategic and business plan reporting on indicators, performance assessment and performance accountability reporting.

Performance reporting is not limited to the initial set of public performance measures. There are a number of reports and performance measures currently produced by the NWT Health and Social Services system that form part of the larger accountability framework. The public performance measures report provides a high-level overview and complements other reporting such as: variance reports, health status reports, annual reports, business plans, utilization reports, accreditation reports, CIHI national reporting and special subject reports (e.g., cancer and addictions).

As can be seen in the graphic below, population health outcomes are the top of the pyramid. Here the focus is on a relatively small number of indicators measuring the ultimate goal of the system: improved health and wellness outcomes. As one moves towards the bottom of the pyramid, the users of the data from the public to system executive, then to program unit managers, and eventually to front-line staff. With the

change in audience comes a change in the types of indicators employed. The indicators become more transactional in nature, process oriented, and more detailed to suit the needs of management as well as the various units and teams across the system. The initial set of public performance indicators provides information population health outcomes, system outputs and system inputs and activities.



<sup>3</sup> Graphic adopted from Alberta Health Services

## Influencing Factors and the Determinants of Health

It is important to understand that the health and social services system has a changing level of influence at different parts of the framework.<sup>4</sup> Even though the health and social services system controls the inputs, activities and outputs, our system can only influence the health system, community and individual and population outcomes. This diminishing control is especially true as we move towards population health and wellness outcomes where our ability to influence these outcomes significantly decreases. Non-health related governmental policies along with environmental, social and Indigenous determinants of health influence the ability of NWT residents to improve their health status. For example, the impact of colonization and systematic racism of Indigenous peoples have experienced social, political and economic inequalities that create unfavorable conditions to achieve the social determinants of health (ex: income, education, early childhood experiences, etc.).<sup>5</sup>

## Performance Measures

The initial set of public performance measures were developed through a comprehensive process that included: the development of screening criteria, the establishment of a multi-stakeholder steering committee, a review of the existing data capacity (ability to collect and report on indicators), relevance to the performance measurement framework, and the ability to compare to some key national measures.

Linking the performance measures to the framework provides a model for monitoring progress towards achieving our intended outcomes and identifies measures to monitor performance. It also forms the basis for public dialogue and increased awareness on where the NWT Health and Social Services System has the ability to effect change, the impact of external factors and anticipated time periods to improve performance.

The public performance measures are not intended to be a final list, but rather are intended as a starting point in measuring the performance of the NWT Health and Social Services system. The measures are expected to evolve over time, due to a number of expected changes including governance changes, information system management improvement such as electronic medical and health records, streamlining of business processes, as well as changes to best practices and system strategic priorities. For more information see the NWT Health and Social Services System Public Performance Measures Report.

The initial set of performance measures can be found in the *Public Performance Measures Report, 2015: NWT Health and Social Services* at <http://www.hss.gov.nt.ca/publications>



<sup>4</sup> Alberta, Outcomes Measurement Framework (2013)

<sup>5</sup> [http://www.nccah-ccnsa.ca/docs/social%20determinates/nccah-loppie-wien\\_report.pdf](http://www.nccah-ccnsa.ca/docs/social%20determinates/nccah-loppie-wien_report.pdf)





