



at the Dalla Lana School of Public Health  
University of Toronto

## Developing Health Promotion Policies

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CWIPPN Meeting  
Jan. 11, 2011

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### Opening Remarks - Colleen Cooper



- Purpose of this Meeting
  - Understand the policy development process in order to focus on relevant locally governed vehicular road safety policies that could be addressed through some collective action across CW that address the OPHSs
  - Discuss challenges of the policy process
- Introduce Facilitator – Nancy Dubois, The Health Communication Unit, U of T



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### Introductions



- Group
  - name, organization, your interest in policy work
- THCU
  - Involved with us before?
  - Funded now by OAHPP
  - 5 mandate areas
  - Types of services
  - On-line resource database



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### Policy Resources



- Posted to THCU blog
  - THCU Policy Workbook with worksheets
  - AAG
  - Roadmap
  - Literature Search Results
- PARC's Toolkit for Influencing Physical Activity Policy
- OCDPA Common Messages & Policy Toolkit (available March, 2011)
  - Link to Healthy Communities Priorities for Policy

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### What is policy ?



- A principle, value or course of action which guides decision-making
- Should be part of a comprehensive health promotion strategy
- In a variety of settings: community, workplace, school, home
- Can specify expectations, regulations & guides to action
- Can be informal or formal
- At macro level, can provide more equitable access to determinants of health (income, housing, etc.)
- Can be incentive based or punitive
- **Has a consequence for non-compliance & some method of enforcement**

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### What a policy is NOT



- Position statement / paper
- Guideline
- Recommendation
  
- A policy may BEGIN as one of the above



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## Policy Concepts



- Comprehensive Approach to Health Promotion
  - Social-Ecological Model
  - "the cube"
  - Ottawa Charter for Health Promotion
- Links to OPHSSs
- Macro, meso and micro settings/systems
- Impact of Policy
  - Determinants of Health, Population Health
- Relationship to Theory
  - Diffusion of Innovations
  - Stages of Change
- Related skills & competencies
- Connections to Planning (Societal level objectives) & Health Communication (media advocacy, types of communication – interpersonal, media, events)

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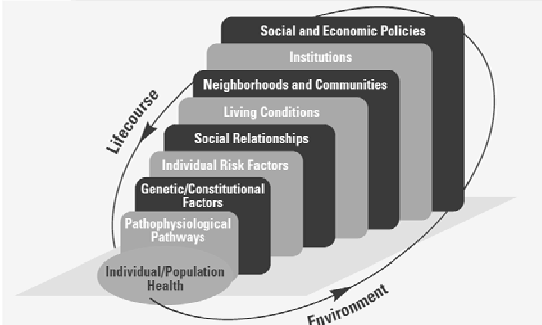
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Figure 2. A Multilevel Approach to Epidemiology



Source: Smedley BD, Syme SL (eds.). Institute of Medicine. Promoting Health: Strategies from Social and Behavioral Research. Washington, D.C.: National Academies Press, 2000.

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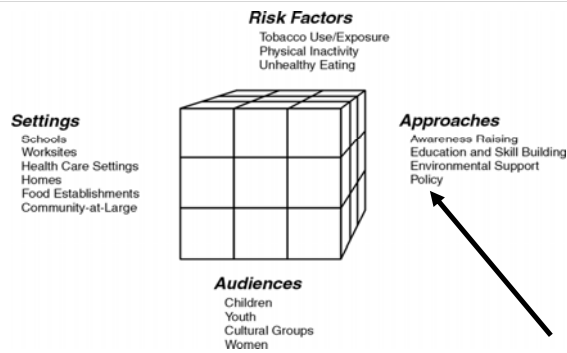
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## Comprehensive approach to health promotion




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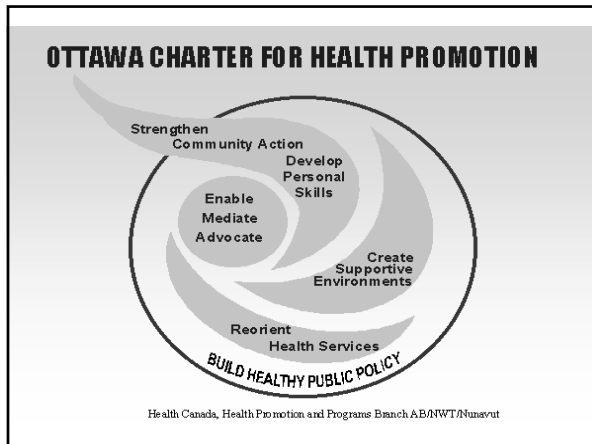
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### Stages of Change Theory

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**Table 3. Stages of Change Model**

Stage	Definition	Potential Change Strategies
<b>Precontemplation</b>	Has no intention of taking action within the next six months	Increase awareness of need for change; personalize information about risks and benefits
<b>Contemplation</b>	Intends to take action in the next six months	Motivate; encourage making specific plans
<b>Preparation</b>	Intends to take action within the next thirty days and has taken some behavioral steps in this direction	Assist with developing and implementing concrete action plans; help set gradual goals
<b>Action</b>	Has changed behavior for less than six months	Assist with feedback, problem solving, social support, and reinforcement
<b>Maintenance</b>	Has changed behavior for more than six months	Assist with coping, reminders, finding alternatives, avoiding slips/relapses (as applicable)

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### Diffusion of Innovations Theory

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**Table 8. Key Attributes Affecting the Speed and Extent of an Innovation's Diffusion**

Attribute	Key Question
<b>Relative advantage</b>	Is the innovation better than what it will replace?
<b>Compatibility</b>	Does the innovation fit with the intended audience?
<b>Complexity</b>	Is the innovation easy to use?
<b>Trialability</b>	Can the innovation be tried before making a decision to adopt?
<b>Observability</b>	Are the results of the innovation observable and easily measurable?

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### A Different Type of Work -



- Related skills
  - Persuasion
  - Making the case
  - Advocacy
  - Public engagement
- Competencies

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### Core Competencies in Public Health



4.3 Mediate between differing interests in the pursuit of health and well-being, and facilitate the allocation of resources. **Front line provider:** Interview key community members to determine the range of opinions on the implementation of a local tobacco by-law.

4.4 Advocate for healthy public policies and services that promote and protect the health and well-being of individuals and communities. **Consultant/Specialist:** Using information from the *Canadian Community Health Survey* and feedback from principals, make a presentation to the Board of Health to advocate for a provincial school nutrition policy.

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### Why take a policy approach?



- Awareness & educational programs may be short-lived when designated funds are no longer available, but policies, once implemented are much harder and slower to change ... more sustainable.
- Because they are harder to change, they can often withstand changes in decision makers.
- Equity
- Harm / liability reduction

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**Impact of policy**



**A 10% increase in the price of cigarettes  
(a tax policy)  
decreases consumption  
about 4% among adults,  
and up to 14% among youth.**

Health Canada

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**5 Parts to a Formal Policy**



- Rationale ("Whereas" section)
- Definitions
- Components (ie. How the policy is implemented)
- Restrictions
- Communication, Signage & Enforcement

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**Aspects of a "good" policy**



- **economically** feasible
- **politically** acceptable
- **socially** acceptable
- **administratively and technologically** possible

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## Your context...

- Injury Prevention
  - Road safety
  - Vehicular rather than pedestrian / bicycle
  - Within your jurisdiction (local, regional, county)
  - Ability to advocate to local government
- Status of other policy work?
  - See Roadmap



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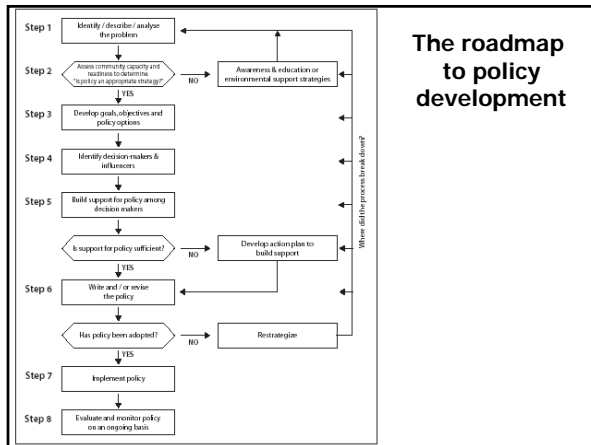
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## Step One: Describe the problem

- Cause of the problem
- Impact of the problem
- Perception of the problem
- Possible solutions

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### Step Two: Assess Readiness for Policy Development



- The purpose of this step is to determine whether or not to proceed with a specific policy development strategy. This decision should be based on whether:
  - Your organization is ready
  - Your partners/coalition are ready
  - Your community is ready
  - Your policy makers are ready.
- It may be that more education is necessary (internally and/or externally)

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### Assessing readiness



- Organization
  - Does it fit with your mandate?
  - How much time/resources do you have/
  - Who else can support you?
- Community
  - Who is supportive or unsupportive?
  - What is public opinion?
  - Who would care/be affected, in what way?
  - Has their been education/awareness/media attention already about the issue?

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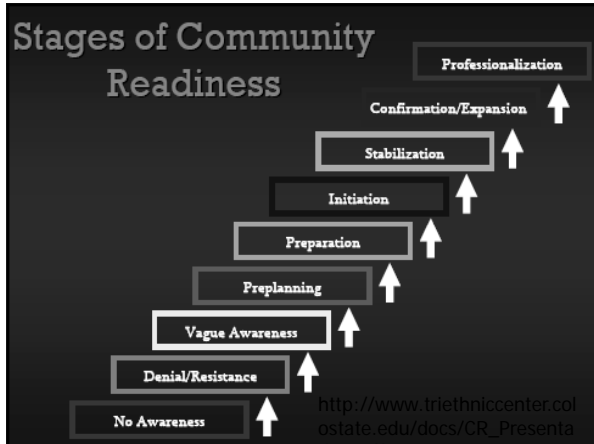
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STAGE	DESCRIPTION
1 No Awareness	Issue is not generally recognized by the community or leaders as a problem (or it may truly not be an issue).
2 Denial/Resistance	At least some community members recognize that it is a problem, but there is little recognition that it might be a local problem.
3 Vague Awareness	Most feel that there is a local problem, but there is no immediate motivation to do anything about it.
4 Preplanning	There is clear recognition that something must be done, and there may even be a committee. However, efforts are not focused or detailed.
5 Preparation	Active leaders begin planning in earnest. Community offers modest support of efforts.
6 Initiation	Enough information is available to justify efforts. Activities are underway.
7 Stabilization	Activities are supported by administrators or community decision makers. Staff are trained and experienced.
8 Confirmation/Expansion	Standard efforts are in place. Community members feel comfortable using services, and they support expansions. Local data are regularly obtained.
9 High Level of Community Ownership	Detailed and sophisticated knowledge exists about prevalence, causes, and consequences. Effective evaluation guides new directions. Model is applied to other issues.

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Deakin University  
<http://www.deakin.edu.au/hmbs/who-obesity/conferences/pmac/concurrent-c-deCourten.pdf>

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### 6 Dimensions of Readiness (1-3)

- Community Knowledge about the Issue:**
  - To what extent do community members know about the causes of the problem, consequences, and local implications?
- Community Attitude:**
  - What is the prevailing attitude of the community toward the issue? Is it one of helplessness or one of responsibility and empowerment?
- Community Efforts:**
  - To what extent are there efforts, programs, and policies that address the issue?

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- Community Knowledge of the Efforts:**
  - To what extent do community members know about local efforts and effectiveness of those efforts?
- Leadership:**
  - To what extent are appointed leaders and influential community members supportive of the issue?
- Local Resources related to the Issue:**
  - To what extent are local resources – people, time, money, space, etc. – available to support efforts?

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Ontario  
 Home | Site Guide | Community Strategic Planning | Links to other resources | Assessing Community Readiness

REDDI

### Assessing Community Readiness

Conducting a readiness assessment gives a community the means to analyze their current situation and plan actions which will create a positive environment for economic development. A healthy economy is dependent upon the capacities and skills of the people and organizations in a community, as well as its supporting infrastructure and competitiveness. The ability to plan and implement economic development strategies effectively is dependent on a community's:

- Strong, inclusive leadership
- Citizen involvement in planning and development
- Ability to adapt to change/innovate
- Interconnectedness of organizations and their ability to organize
- Responsiveness to economic opportunities
- Strong understanding of their competitiveness

Different factors will prove more important to attaining success, depending on the economic development strategy that a community pursues. For grassroots initiatives such as running a festival or starting a business incubation centre, factors such as leadership, volunteerism and organizational strength of a community will be important. On the other hand, to attract outside investment, a community's infrastructure, its regulatory framework and available labour are often more the determinants of success.

Rural Economic Development Data & Intelligence (REDDI)  
[http://www.reddi.gov.on.ca/sp\\_communityreadiness.htm](http://www.reddi.gov.on.ca/sp_communityreadiness.htm)

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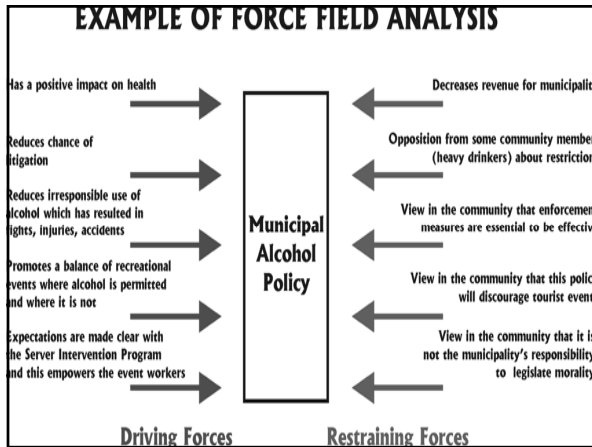
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### Application

- Name the problem you are trying to address.
- Why does it exist?
- Is there a readiness to take action on the problem – internally, partners, community, decision-makers?
  - any barriers to taking action
  - FFA

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**Step Three:  
Develop Goals, Objectives, Policy Options**



- The purpose of this step is to:
  - Define clear goals and objectives for the policy development initiative
  - Generate a list of policy options that you want the decision-maker/s to consider

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**Online Health Program Planner**

The screenshot shows the 'Online Health Program Planner' website. At the top, there is a navigation bar with links for Home, Login/Create Account, About Us, Contact Us, and Français. Below the navigation bar, there are two main sections: 'Login' and 'Create a new account (Step 1 of 2)'. The 'Login' section includes a text prompt: 'If you are a returning user, enter your email address the password you used to create your account.' It has input fields for 'Email' and 'Password', and a 'login' button. The 'Create a new account' section includes a text prompt: 'If you are a returning user, please login using the login form above. To create a new account, complete the form below.' It also has input fields for 'Email' and 'Password', and a 'create account' button. At the bottom of the page, there is a footer with links: Home | About Us | Login/My Account | Contact Us | Français.

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**Establishing the Policy  
Options (1)**



- Readiness to address one topic (e.g., PA) or many (e.g., Workplace Wellness)
- Phased-in approach or "one-shot" deal (e.g., Nutrition Policy in Schools – all elements of Call to Action or some/one)
- Enough micro level success (e.g. 1 school) before addressing higher level (e.g. School Board)
- Link back to the problem analysis
- Need to be sure that all involved support this
- This will form the basis for you campaign message

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### Establishing the Policy Options (2)

- Look for ones where potential partners may be already involved or interested
  - Police departments
  - Smartrisk
  - MTO
  - CAA
- Likely to have an impact on the problem you identified.

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### Application (1)

- Goal statement – from step 1
- Outcome objectives
  - “How much of what should happen to whom by when?”
  - Objective Builder in OHPP
  - Consider 4 levels
    - individual, network, organizational, societal

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Save HELP

1. What is your goal?

2. Which audiences will require special attention to meet your goal?

**Objective Builder**

Click here to use Freehand Objective Writer/Editor (save your work first!)

You have answered this question 0 times. Click on a link below to edit your other answers.

Actions
Outcome Objectives

3. What do you want to change to help you reach your goal?

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### Application (2)

- Discuss criteria for selecting the policy option(s)
  - Vehicular
  - Local jurisdiction
- Weight the criteria?
- Brainstorm possible policy options
  - Consider lit review results
- Apply criteria
- Test results by the considerations on the previous slides

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### Step Four: Identify Decision-makers and Influencers

- The purpose of this step is to decide which decision-makers will be the focus of your support-building efforts
- Might be one person, could be a group of people, could be a hierarchal series of people
- How and when do they make decisions?
- Who tends to influence their decisions?
  - Like a secondary audience such as working through teachers or partners in reaching children

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### Types of Decision-Makers

- **Status-oriented** decision-makers are highly concerned about generating positive media coverage and/or avoiding unfavourable coverage.
- **Mission-oriented** decision-makers hold strong views about what their department should be doing.
- **Process-oriented** decision-makers are most concerned with serving their "clientele" or constituency.

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## Influencers

- Could be:
  - social or familial connection
  - Professional colleague
  - Mentor, someone held in high regard
  - Authority
  - Media
  - Constituents (those affected by the decision)
  - Expert - Evidence

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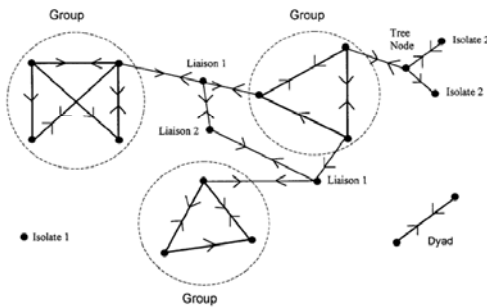
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## Influencers: Network Analysis



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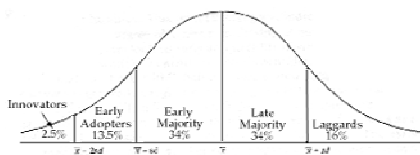
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## Diffusion of Innovations

### People adopt innovations at different rates

People go through these stages at different rates. By grouping people according to how quickly they adopt an idea, Roger came up with five categories: Innovators, Early adopters, Early majority, Late majority, and Laggards. Graphing these categories results in a normal Bell-shaped curve:



x - time to adoption  
y - # of people

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**Key Attributes Affecting the Speed & Extent of an Innovation's Diffusion**



Attribute	Key Question
Relative advantage	Is the innovation better than what it will replace?
Compatibility	Does the innovation fit with the intended audience?
Complexity	Is the innovation easy to use?
Trialability	Can the innovation be tried before making a decision to adopt?
Observability	Are the results of the innovation observable and easily measurable?

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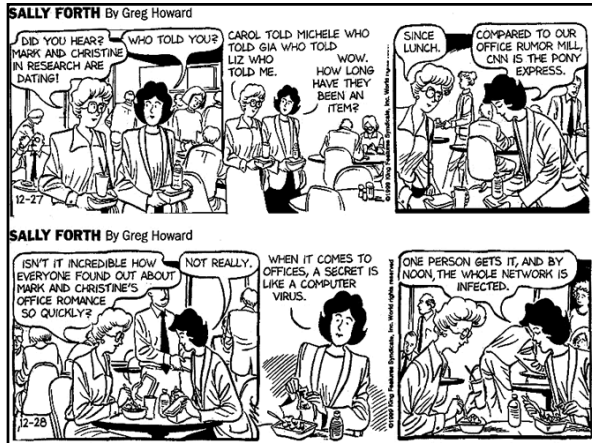
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**Step Five: Build Support for the Policy**



- The purpose of this step is:
  - To choose communication channels and vehicles through which you will try to persuade decision-makers to proceed with policy development
  - To develop the content, or messages, that are put forth using those communication methods.

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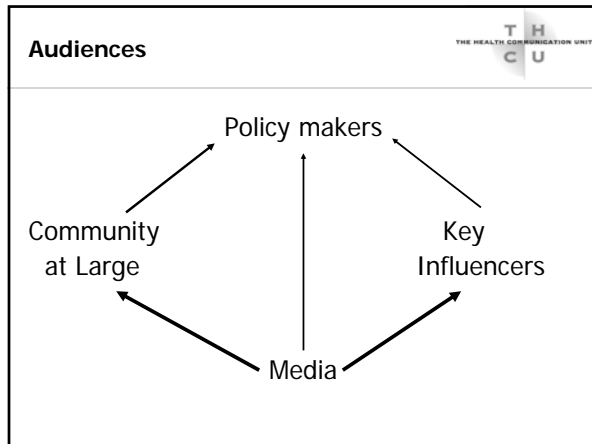
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**Communication vehicles vary in level of profile**

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Low Profile	Medium Profile	High Profile
Largely phone or face-to-face		Largely mass media; presentations; print
<ul style="list-style-type: none"> <li>• Quiet negotiation</li> <li>• Meet civil servants</li> <li>• Share information</li> <li>• Non-public briefs</li> </ul>	<ul style="list-style-type: none"> <li>• Meet civil servants</li> <li>• Public briefs</li> <li>• "Feed" supporters info</li> <li>• Appear at committees</li> <li>• MPP visitations</li> <li>• Alliances</li> <li>• Letters to newspapers</li> <li>• Letters to MPPs</li> </ul>	<ul style="list-style-type: none"> <li>• Public criticism</li> <li>• P.R. and ad campaigns</li> <li>• Work opposition</li> <li>• Release information</li> <li>• Letter writing</li> <li>• Demonstrating at rallies</li> </ul>

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**Media Advocacy ...**

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... reframes an issue by shifting the focus from one of individual responsibility to one of socio-environmental causes.

Education / Persuasion Campaigns	Media Advocacy Campaigns
Informs/persuades the person with the problem	Mobilizes community activists & influences decision-makers
Focus = individual responsibility	Focus = social accountability
Focus = behaviour change in the individual	Focus = changing the environment through policy change
Uses a variety of health communication approaches.	Focus = news media (sometimes paid ads)

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## Media Advocacy Steps

1. Project management
2. Clarify your health promotion strategy
3. Audience analysis & segmentation
4. Set communication objectives
5. Select channels & vehicles
6. Plan access to the news media
7. Sequence activities
8. Develop & present key messages
9. Deliver the message
10. Evaluate



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## What is news?

- A change from what was yesterday
- A conflict between people or groups
- A development in an ongoing conflict
- Whatever is “newsworthy”
  - **Coverage of “newsmakers”**
  - **Human interest stories that illustrate larger issues**

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## The Media: What Is News?

- **Human Interest Stories** – Stories of accomplishment, personal experiences regarding a situation
- **Trends and Issues** – Factors that influence the way we live and services which are introduced to enhance our lives (i.e. convenience)
- **Local angles** – That affect the local community and shows how a region is similar or different
- **Insights into Canadians** – Surveys and studies on Canadian beliefs and comparisons within areas or to other parts of the world
- **Timeliness** – “Movie X Opens Today”, “October, Breast Cancer Month”
- **Public Policy** – Which affect services that Canadians rely on (e.g. healthcare)

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## “Newsworthiness” - framing for access



News media more likely to cover your story if it is one or more of the following types:

- ironic or unusual
- an uncovered injustice
- human interest
- local interest
- associated with an event or milestone
- involved a prominent person
- Controversial
- a good photo opportunity.

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## Influencing Decision Makers



Demonstrate that ...



- progress is possible
- collective action cannot be avoided
- participation is beneficial to all parties
- proven tools & methods are readily available
- short-term successes will be apparent
- the credibility & influence of various sources are well established

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## Several ingredients make for effective advocacy, including:



- a) The rightness of the cause
- b) The power of the advocates (i.e., more of them is much better than less)
- c) The thoroughness with which the advocates researched the issues, the opposition, and the climate of opinion about the issue in the community
- d) Evidence that public opinion supports your position (i.e. opinion polls)
- e) Their skill in using the advocacy tools available (including the media)
- f) Above all, the selection of effective strategies and tactics

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**Persuasion Tactics** T H  
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- Reciprocation
- Commitment and Consistency
- Social Proof
- Liking
- Authority
- Scarcity



Source: Robert Cialdini. **Influence: The Psychology of Persuasion** (Revised Edition). New York: William Morrow and Co. 1993.

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**Persuasion** T H  
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- Infomercials
  - “Operators are waiting; please call now.” to ...
  - “If operators are busy, please call again.”
- Social Proof
  - one guy on a New York sidewalk gazes upwards & no reaction
  - when 4 other men added as gazers, the # of passersby who joined them quadrupled

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**Persuasion** T H  
C U  
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- Social Proof
  - Reuse of hotel room towels
    - When guests learned that the majority of other hotel guests had reused their towels, they were 26% more likely to reuse their towels
    - Increased to 33% when told that those who had reused the towels were guests who had stayed in *their* room
  - “Billions and billions served”
  - In presenting testimonials, the more similar the person giving the testimonial is to the target population, the more persuasive the argument

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**Persuasion**



- Social Norming
  - people have a natural tendency to do what most other people are doing
  - illustrate that the majority of the population DO the desired behaviour
    - teen smoking
  - “magnetic middle” – average energy use info provided to home owners in a neighbourhood
    - those using more than average, reduced
    - those using less than average, increased

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**Persuasion**



- Limit the number of choices
  - the greater the # of choices presented, the less likely people are to make a decision to choose anything
  - most prospective buyers don't know precisely what they want until they've surveyed what's available to them
  - Example: Proctor & Gamble reduced the # of varieties of “Head & Shoulders” from 26 to 15 and saw a 10% increase in sales

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**Persuasion**



- Incentives
  - To ensure that your offer is seen as the valuable proposition it actually is, the “customer” needs to be shown the true value of your effort
    - “Receive a free security program”
    - “Receive a \$250 security program at no cost to you”
- Alternatives
  - When faced with a decision between 2 options, they often compromise by opting for the less expensive version; however, when a 3<sup>rd</sup> higher priced option is presented, there is “regression to the mean” to choose the middle option

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**Examples: Yes! 50 Scientifically Proven Ways to be Persuasive".** ISBN-10:1-4165-7096-9



- "operators standing by"
- Hotel towel re-use
  - # of other guests who do
  - more effective if people from their same room
  - "joint countless others"
  - will make a donation to NFP
  - have already made a donation on behalf of guests
- "4 years ago 22 million women did NOT vote"

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**Application**



- Who is/are the decision-maker(s) for your policy option(s)?
- What do you know about them and how they make decisions?
- What influencing strategies seem to have the greatest potential for success?

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**Step Six: Write and/or Revise the Policy**



- This step is the policy-writing phase and involves defining the specific logistical and often legal details about a policy.

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**How to do this step**



- All policies should include the following:
  - Rationale, goals, objectives
  - Definitions
  - How the policy is implemented (regulations, sanctions, procedures for dealing with failure to comply) – the Procedures
  - Communication, signage and dissemination plans, and
  - A plan for monitoring and evaluating the policy.

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**Step Seven: Implement the Policy**



- The purpose of this step is to ensure all pre-requisites are in place for policy implementation, and then implement the policy.

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### Checklist for policy implementation

A policy is ready for implementation if the following conditions are met:

- Have you identified and analyzed the issues your policy needs to address?
- Do you have sufficient information about these issues to support and justify the implementation of your policy?
- Are your policy goals reasonable and your policy objectives measurable?
- Do you have the required support and approval of key decision makers? If not, how will this be obtained?
- Have you selected your policy components and prepared a written policy that describes these components and a strategy for implementation?
- Do you have an accurate estimate of the resources (time, money, person power and expertise) needed to implement and monitor your policy?
- Is the timeline for implementation realistic?
- Does your policy specify who is responsible for what?
- Have you identified the barriers to implementation you are likely to encounter?
- Do you have a plan for dealing with these barriers?
- Have you shared your draft policy with other key stakeholders who will be responsible for implementation?
- Is this the appropriate time to start implementing your policy?

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### Step Eight: Evaluate & Monitor



- The purpose of this step is to develop and manage an ongoing system for evaluating the long-term effectiveness, feasibility and support for a policy.
- Monitor the process in case you need to re-strategize on this or another issue
- Monitor outcomes against the problem as outlined in Step 1 – set indicators

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### Resources



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### THCU on Policy



- Developing Health Promotion Policies Workbook
- Making the Case (for health promotion) Presentation
- Media Advocacy Workbook
- Policy Development At a Glance

[http://www.thcu.ca/infoandresources/policy\\_resources.htm](http://www.thcu.ca/infoandresources/policy_resources.htm)

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### Policy resources: Not ours, but also good!



- Advocacy Strategy: Deliberate and Strategic Use of Information to Influence Decision-Making  
<http://www.opha.on.ca/resources/a-d.html#advocacy>
- Canadian Policy Research Network: <http://www.cprn.ca/>
- Canadian Centre for Policy Alternatives:  
<http://www.policyalternatives.ca/>
- More Than a Message: Framing Public Health Advocacy to Change Corporate Practices. Health Education and Behavior, 32(4):320-336, June 2005. Dorfman, L., Wallack, L., Woodruff, K. (and other publications by Lori Dorfman)

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### THCU's Consultation Service



- Free to those working on Ontario-focused projects.
- Scope varies, depending on need:
  - short training sessions;
  - brief, one-time advice;
  - review your work or product;
  - hands-on assistance working through our step models;
  - links to other sources of information and resources.
- Consultation request form  
[http://www.thcu.ca/consultation/request\\_form.htm](http://www.thcu.ca/consultation/request_form.htm)
- Sample consultations <http://www.thcu.ca/consultation.htm>

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### "Upon Request" Workshops



- All of our workshops, are available upon request for groups as small as 30 and as large as 50.
- Any coalition or agency can partner with THCU to host a workshop in their community.
- We provide the facilitators at no cost and will work with you to help tailor, organize and promote the event.
- Service request form [http://www.thcu.ca/consultation/request\\_form.htm](http://www.thcu.ca/consultation/request_form.htm)
- We require at least three months' notice to plan and deliver a workshop.

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### Summary & Wrap-up



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**Don't try to save time by cutting corners!!!**

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**Next steps**



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**Evaluation & closing remarks**

Reflections – process, product, progress



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