From Collaborative Data Analysis to Impacting on Policy

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Presentation at APHA/CEI

November 4, 2007

Stages in Policy Process

- Problem definition / identification
- Setting the agenda
- Constructing policy alternatives
- Deciding on the policy to pursue
- Implementing the policy
- Evaluation

-Kingdon 1995

Policy work consistent with CBPR principles

- **Is participatory and cooperative**
- **Involves co-learning, systems development & local capacity building**
- **Is empowering**
- **Balances research and action**
- **Addresses a community-identified need**
- **Contributes to a larger sense of community**

Israel et al, 1998; Themba and Minkler, 2003

Create opportunities for individuals and larger group to learn sills in leadership, strategic planning, and negotiation
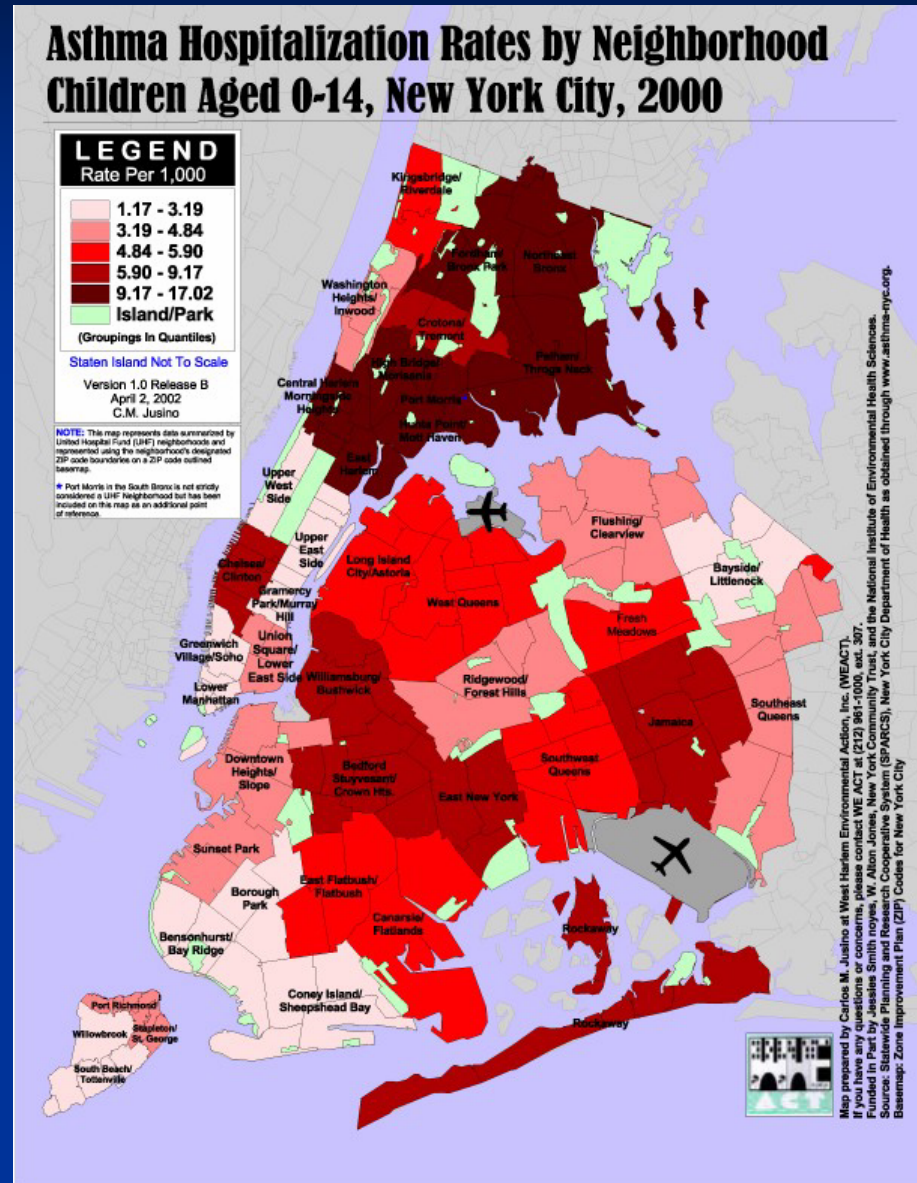
The Partners:

West Harlem Environmental Action (WE ACT)
Columbia Center for Children's Environmental Health

Peggy Shepard
Executive Director, WE ACT

# Problem definition / identification

Goals of the Collaboration

- Study relationship between community level, environmental exposures, and environmental health outcomes

- Translate findings into policy change to create equity in environmental decision making and environmental protection

Asthma Hospitalizations Rates by ZIP Code
Children Aged 0-4, Manhattan, 2000

LEGEND

Asthma Hospitalization Rates for Children 0-4 Years Old by Manhattan ZIP Codes (Rate Per 10,000)

- 0 to 55
- 64 to 92
- 96 to 142
- 146 to 234
- 257 to 505
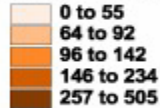
- ● MTA Bus Depot
- ▲ DOT Diesel Truck Depot
- ■ Marine Waste Transfer Station
- ⬠ Port Authority Bus Terminal
- ● Dept. of Sanitation Facility
- ■ Sewage Treatment Plant
- ■ Train Yards
- 〰 Major Highways
- ┅ 96th Street Demarcation
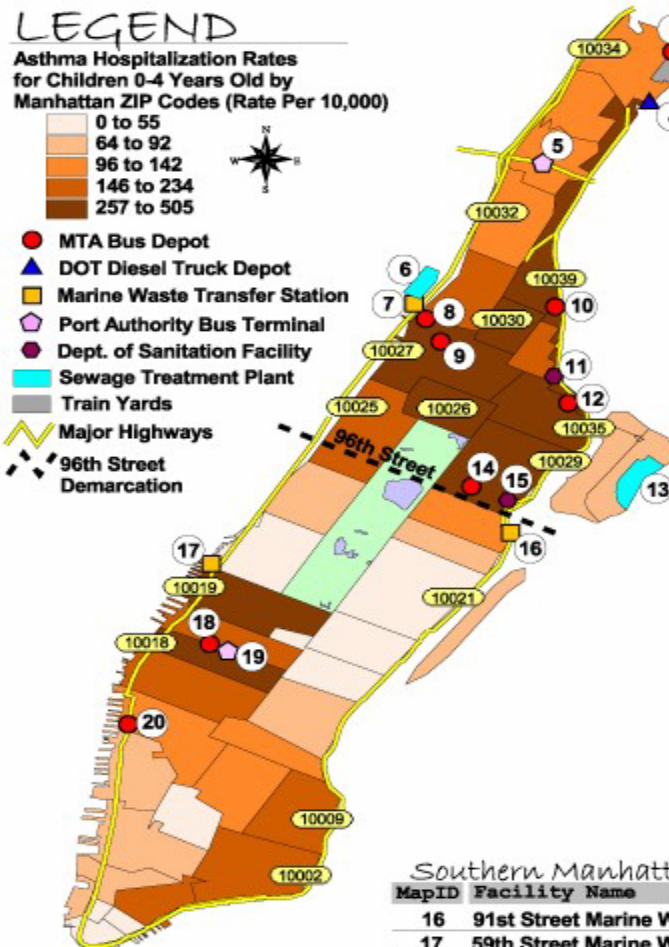
Average Pediatric Asthma Rates:
- Northern Manhattan: 245 Per 10,000 Children
- New York City: 177 Per 10,000 Children
- Manhattan: 173 Per 10,000 Children

Northern Manhattan Facilities

MapID	Facility Name
1	Kingsbridge MTA Bus Depot
2*	DOS Garbage Truck Depot (Two Large Depots, One Services Residents of the Upper East Side)
3	MTA Train Yards
4	Department of Transportation / Division of Highways Diesel Truck Depot
5	George Washington Bridge Port Authority Bus Terminal
6	North River Sewage Treatment Plant / Riverbank State Park
7	135th Street Marine Waste Transfer Station
8	Manhattanville MTA Bus Depot
9	Amsterdam MTA Bus Depot
10	Mother Clara Hale MTA Bus Depot (Scheduled to Expand)
11	DOS Garbage Truck Depot
12	126th Street MTA Bus Depot
13	Wards Island Sewage Treatment Plant
14	100th Street Bus Depot (Currently Expanding)
15	DOS Garbage Truck Parking Lot (Out Door Parking Lot)

Southern Manhattan Facilities

MapID	Facility Name
16	91st Street Marine Waste Transfer Station
17	59th Street Marine Waste Transfer Station
18	41st Street MTA Bus Depot
19	42nd Street Port Authority Bus Terminal
20	Hudson MTA Bus Depot (Scheduled to Close)

Source: NYC Department of Health SPARCS 2000 data on Asthma Admission Rates for children ages 0 to 4 years.

Map prepared by West Harlem Environmental Action, Inc. (WE ACT) with the Columbia Center for Children's Environmental Health (CCCEH), using ESRI ArcView® GIS v3.1.1. If you have any questions or concerns, please contact the WEACT GIS Mapping Specialist, Carlos M. Jusino, at (212) 961-1000, ext. 307.
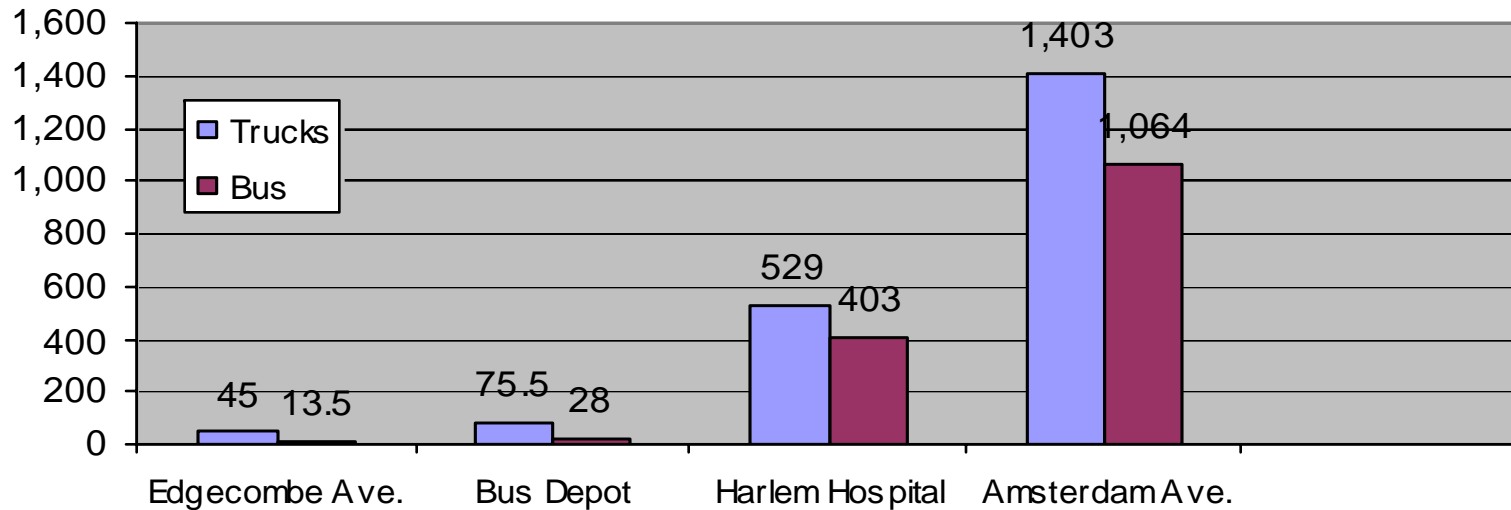
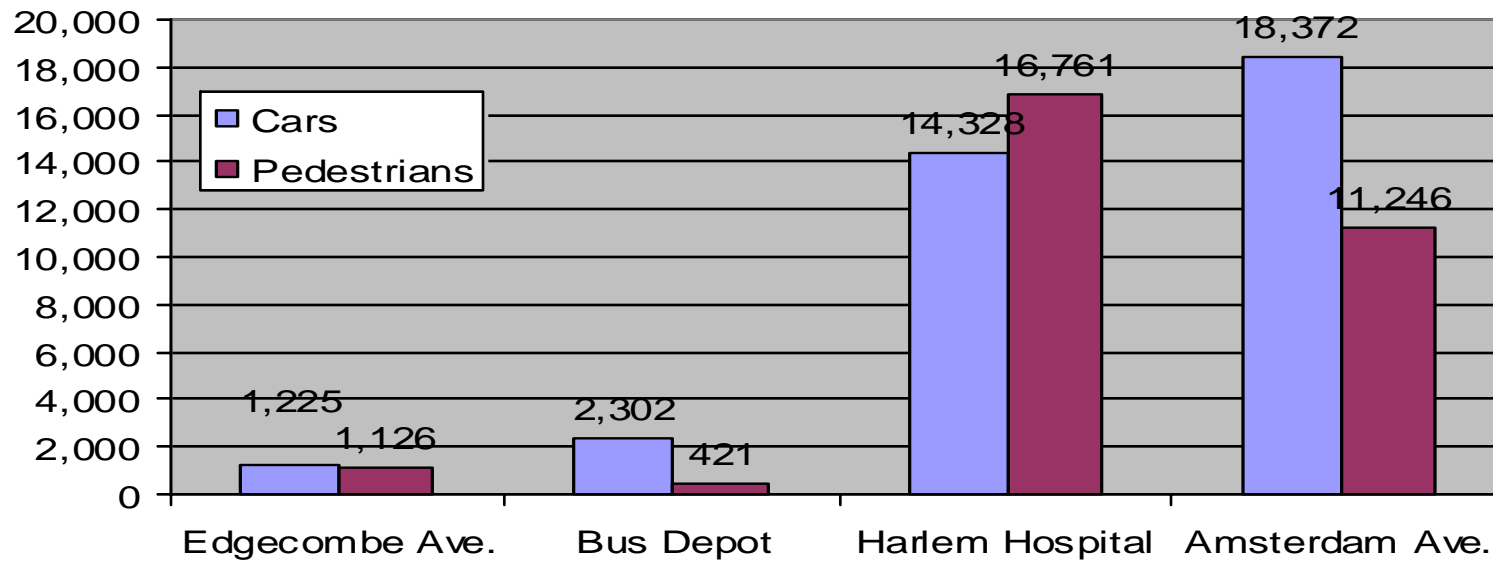Funded in Part by W. Alton Jones and the National Institute of Environmental Health Sciences (NIEHS).

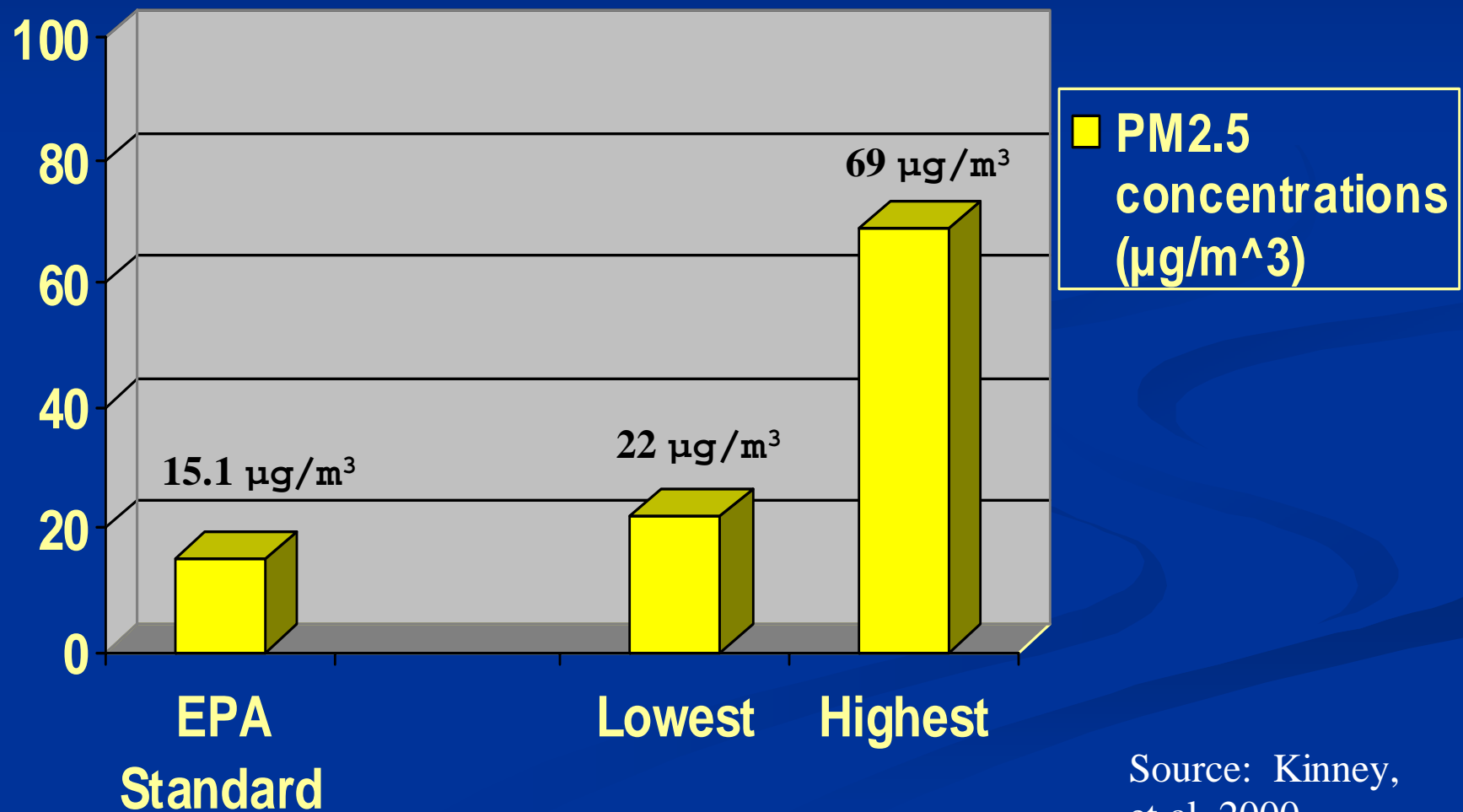February 18, 2003
Release 2.25B – 4NR

8-Hour Vehicle Count

Legend: ■ Trucks ■ Bus

Location	Trucks	Bus
Edgecombe Ave.	45	13.5
Bus Depot	75.5	28
Harlem Hospital	529	403
Amsterdam Ave.	1,403	1,064

8-Hour Car and Ped Count

Legend: ■ Cars ■ Pedestrians

Location	Cars	Pedestrians
Edgecombe Ave.	1,225	1,126
Bus Depot	2,302	421
Harlem Hospital	14,328	16,761
Amsterdam Ave.	18,372	11,246

Kinney et al, 2000

Range of PM2.5 Concentrations at Harlem "Hot Spot" Sites

Source: Kinney, et al. 2000

Setting an agenda and creating awareness

Agenda: The list issue areas to which government officials are paying attention

-Kingdon, 1995

Creating awareness

- Bus shelter ads

- Alternative fuels summit

- Public testimony

- Briefing officials

- Press conferences

Breathe At Your Own Risk

Creating awareness, cont'd: Community newsletters, on line resources

UPTOWN EYE

"All Chocked Up: Diesel Exhaust Exposure Among Adolescents in Harlem"

"If an article appears in _Social Science and Medicine_ but nobody reads it, does it exist?"
                                                    Dennis Raphael

Constructing policy alternatives

- "…who is responsible for decision making?...what are the impacts of these types of policies? How does it play out in terms of impacting our community, our organization and our allies?"

  - Community partner

Power Mapping
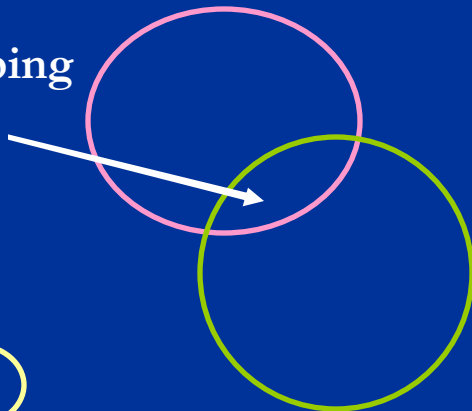## Advocacy Objective

Supporters

Opposition

Circles = each player's level of
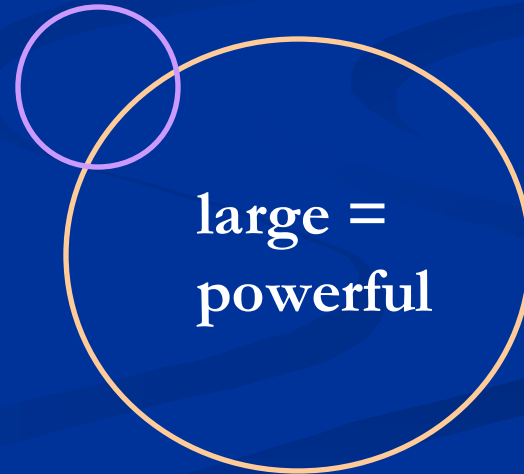interest and influence

very opposed

overlapping
interest

large =
powerful

?

very supportive

Adapted from *Networking for Policy Change.*
POLICY, 1999 www.policyproject.com

Policy Targets

- Metropolitan Transit Authority (MTA)
- Governor
- State Legislative Oversight Committee

WE ACT Policy Goals

- Getting government to purchase 300 natural gas buses

- Getting largest depot converted to natural gas

- Having all new MTA depots converted to compressed natural gas

Media Advocacy

The strategic use of mass media to advance a pubic policy agenda, or the agenda or concern of a local community or group

Adapted from USDHHS, 1989 and Wallack et al., 1999

Media Advocacy in context

- Layers of strategy

  - Overall Strategy: What do you want to see happen?
  - Media Strategy: Through what channels?
  - Message Strategy: What do you want to say?

  - Access Strategy: How will get a journalist's attention?

  Adapted from USDHHS, 1989 and Wallack et al., 1999

"Timing is everything"

- Have organizing effort coincide with relevant special anniversaries, holidays etc.

- Take advantage of event that is likely to increase awareness or interest

WE ACT Counter-Response

MTA

- "Legitimate business necessity"
  - Construction of depots at other sites

WE ACT

- If it's unacceptable uptown, it's unacceptable downtown
- Double standard = ENVIRONMENTAL RACISM

Shepard, 2003

Academic partners' role in policy and advocacy

- Participation in hearings, meetings with policy makers and community groups

- Presenting findings at scientific meetings

- *"the goal of such activity was to spread the word around in different settings about the partnerships, the products, and the policies…"*

  -Academic partner

WE ACT post card campaign

DON'T LET DIESEL BUS FUMES DESTROY OUR HEALTH.
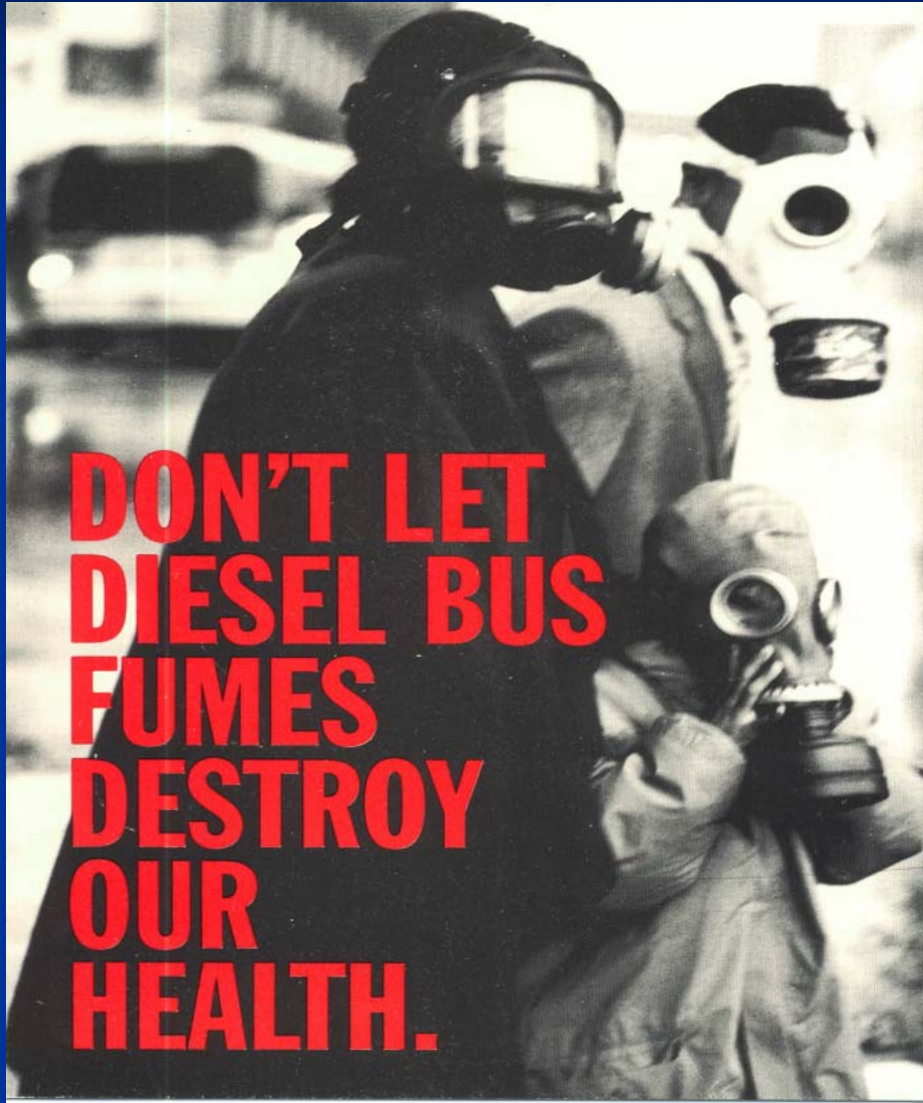
Lands 10,000 post cards on desk of Mayor, MTA Director

Plan B: New Target, New Strategies

Crafting series of recommendations for mayor on strategies for better enforcement of laws against bus idling

Well framed legal actions

- Time consuming

- Risky!

- Costly

- *But a potent policy strategy when other approaches are not achieving success*

Themba and Minkler, 2003

Strategic use of Title VI, Civil Rights Act

■ Bars federal funding to any program that discriminates on the bases of race

Location of 6 of 8 NYC diesel bus depots in North Manhattan = excessive and unfair

WE ACT Files Discrimination Complaint against the MTA

By Seth Solomonow

On November 15, 2000, West Harlem Environmental Action, Inc. (WE ACT) charged the Metropolitan Transportation Authority (MTA) with siting diesel bus depots and parking lots disproportionately in communities of color in Northern Manhattan, according to its racial discrimination complaint filed with the Federal Department of Transportation. The complaint, filed by WE ACT under Title VI of the Civil Rights

Some Outcomes

- MTA conversion of entire fleet to "clean diesel"
- EPA initiation of community based air monitoring in northern Manhattan
- Tighter air quality standards
- Adoption of New York State Environmental Justice Policy

New CBPR research and action
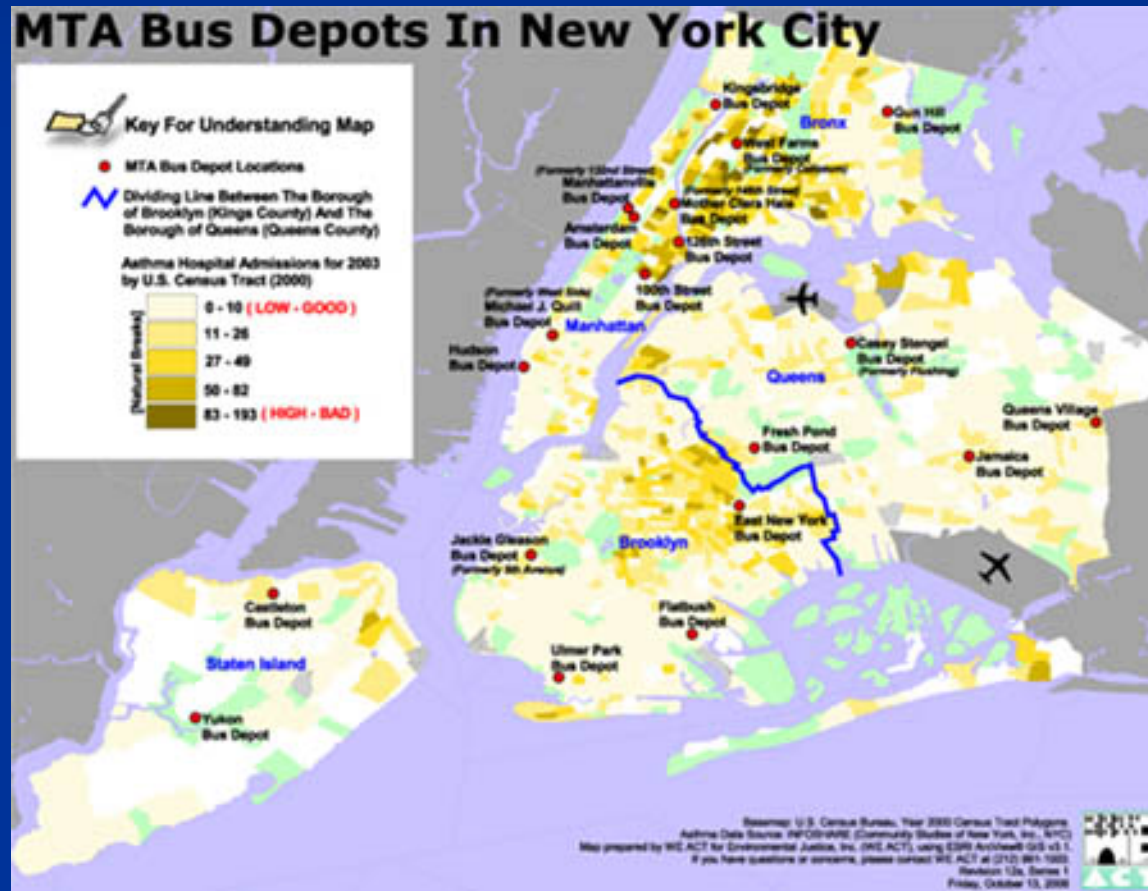
GIS mapping, 2006

WE ACT co-sponsors City Council hearings on health impacts of MTA bus operations, 2006

The Partners:
Literacy for Environmental Justice / SF DPH

GOOD FOOD = GOOD NEIGHBOR
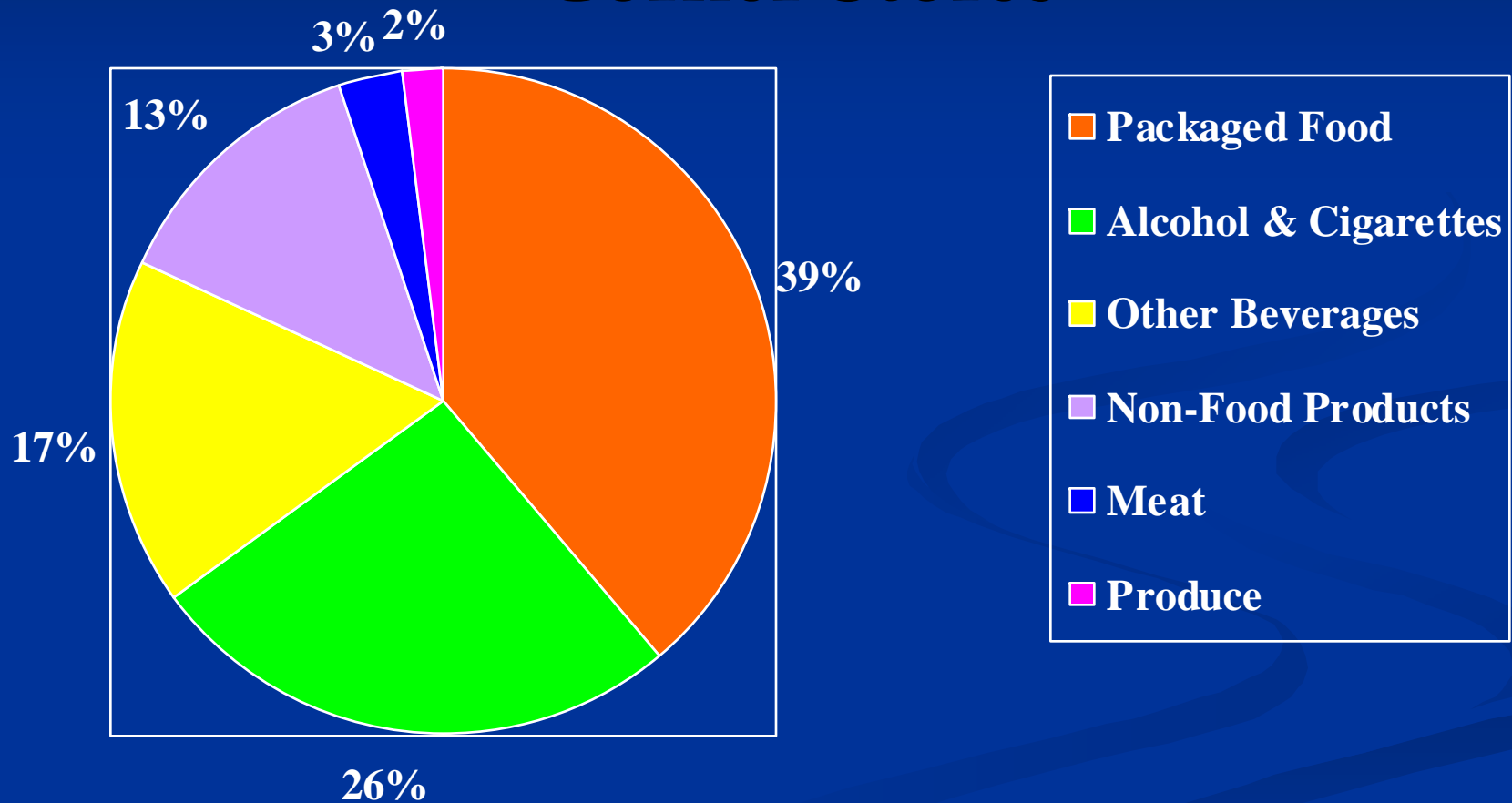
A RIGHT to healthy food in Bayview Hunters Point

Problem definition / identification

- Situations become identified as problems. "when we come to believe that we should do something about them.
  - Kingdon, 1995

- Partnership's community survey shows widespread concern with lack of access to healthy foods

Problem definition:
Lack of access to healthy foods in local stores

LEJ Survey of Products Sold in 11 BV/HP Corner Stores

Legend:
- Packaged Food (39%)
- Alcohol & Cigarettes (26%)
- Other Beverages (17%)
- Non-Food Products (13%)
- Meat (3%)
- Produce (2%)

Constructing policy alternatives

- Review model municipal ordinances
- Craft one that reflects local concerns and conditions
- Interim strategy: the "good neighbor" program

Identifying potential partners

- Supervisor Maxwell
- SF Redevelopment
- Mayor's Office of Economic Development
- DPH
- SF Environment
- LEJ
- SF Power Co-op

Economic Incentives

- **Store Branding**
- **Free Marketing**
- **Energy Efficient Appliances**
- **Marketing Assistance**
- **Group Buying**
- **Building Improvements**
- **Personnel Training**
- **City Recognition**
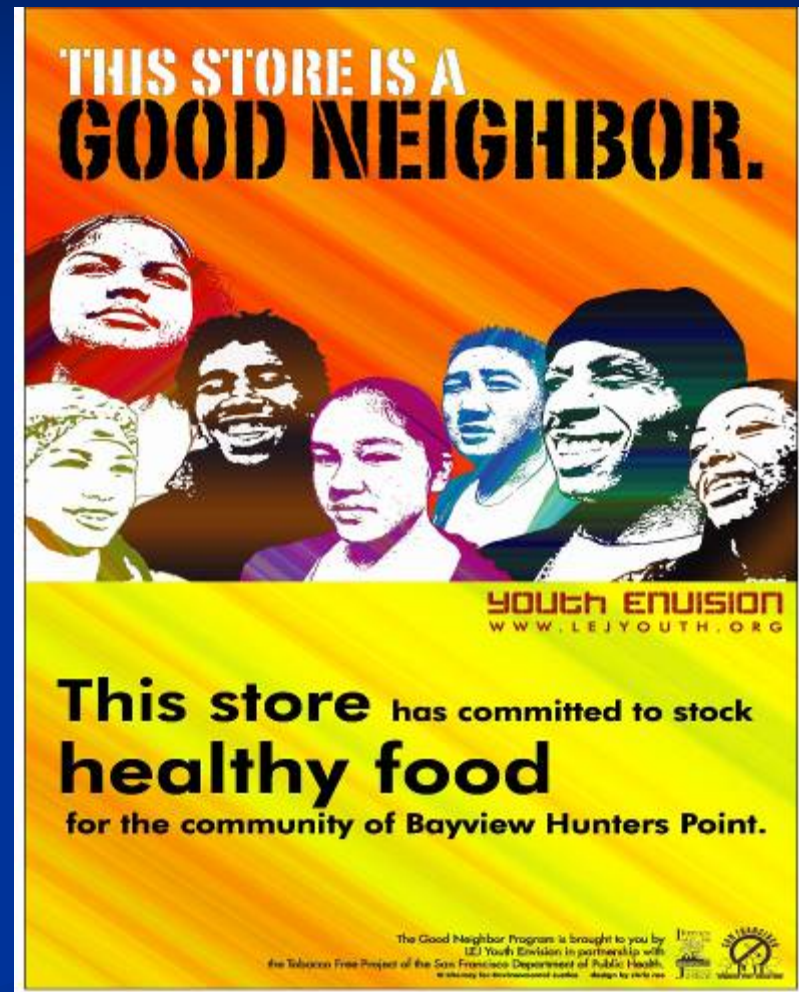
Good Neighborhood Pilot Store

Opening of LEJ Good Neighbor partnership with

Super Save Grocery

December 19, 2003

Hennessey-Lavery, 2004

Pilot Store

% Change in Sales

over 7 Months
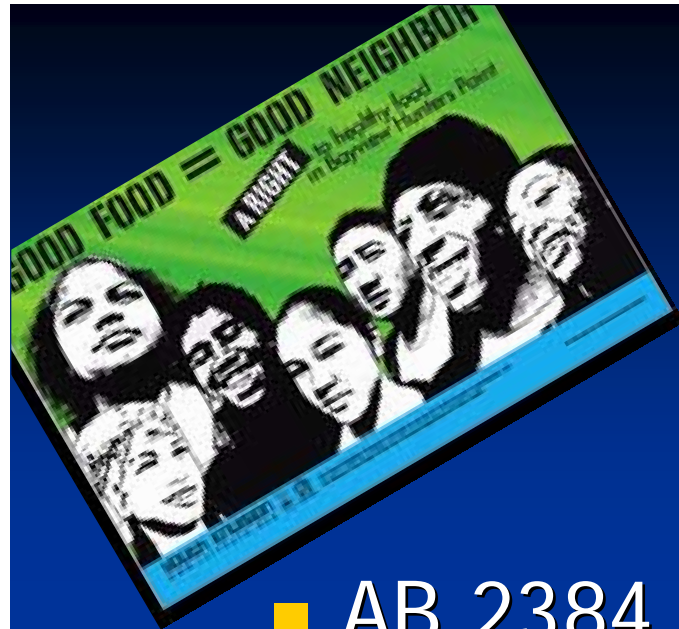
Produce 5   ~~15%~~

Alcohol 25   ~~15%~~

By Fall 06

Produce	↑	15%
Alcohol	↓	10%
Cigarettes	↓	10%
Profits	↑	12%

Delivery of fresh produce to BVHP schools, homes through youth leadership program

Courtesy of Susana Lavery- Hennessey, 2006

From Local to State Policy

- **AB 2384 Healthy Food Purchase Pilot Program**
  - Assistance to "mom and pop" stores improving access to healthy food
  - Food stamp e benefits card for fruits and vegetables
- *(Alas, no appropriations but still on the books just in case until 2011)*

Impacting on policy through CBPR: Success Factors

- Presence of strong autonomous community partner organizations prior to the development of partnership.
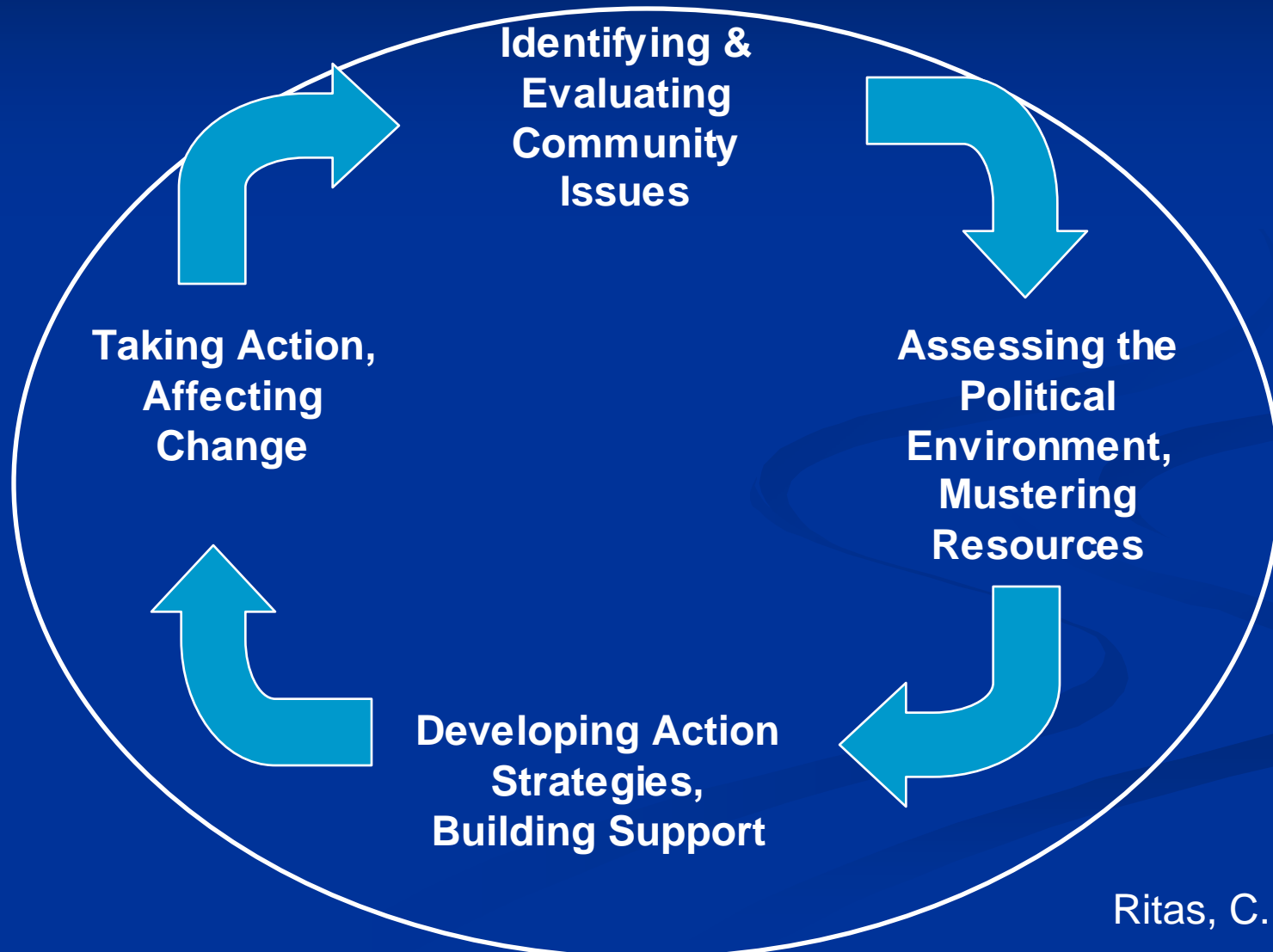
Success Factors (continued)

- Appreciation by all partners of need for solid scientific data as prerequisite to making the case for policy action

- Commitment to "doing your homework" – finding out what other communities have done, who holds decision making authority, key leverage points etc.

Success Factors (continued)

- Facility for building strong collaborations and alliances with numerous and diverse stakeholders

- Knowledge of and facility for attending to a variety of "steps" in the policy process, whether or not the language of policy is spoken

Ability to De-mystify the Policy Process

Advocacy Cycle

Identifying & Evaluating Community Issues

Assessing the Political Environment, Mustering Resources

Developing Action Strategies, Building Support

Taking Action, Affecting Change

Ritas, C. 2003

CBPR Balancing Act

Necessary Skepticism

of Science

Action Imperative

of the Community

- Price and Behrens, 2003

Difficulty talking in terms of policy goals and potential impacts due to funding constraints.

"We don't do policy –
we just educate
legislators."

Community Partner, NC

Difficulties in teasing out contributions to policy change

- Reluctance to talk about policy role

- Media tendency to single out a contributor – often a politician!

- Potential for overstating the partnership's role

Difficulty measuring longer term impacts of a policy change – who follows up when the money runs out?

"Just do it!"

- Adidas and community partner

"Real change happens when the process is opened up, when community members speak out and fill hearing rooms, op-ed pages and blogs, when research is oriented to community members' perspectives and experiences…

When all those forces work together, policies that create greater equity and opportunities succeed, while potential harmful policies fail."

Judith Bell, 2007