



Center for Public Health Systems Science

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SCHOOL OF SOCIAL WORK

 Washington University in St. Louis

# POLICY PROCESSES & NETWORKS:

*An examination of the diffusion of  
smokefree policies throughout the  
Kansas City Area*

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NCTOH - Kansas City, Missouri

August 2012



# Presentation Outline

- Research Purpose
- Methods
- Findings
- Conclusions
- Future Research and Implications
- Questions and Discussion



## The problem: SHS exposure

*“The data are clear and indisputable there is no risk-free level of exposure to secondhand smoke.”*

*-- SGR 2006*

*“Exposure of adults to secondhand smoke has immediate adverse effects on the cardiovascular system and causes CHD and lung cancer. ”*

*-- SGR 2006*

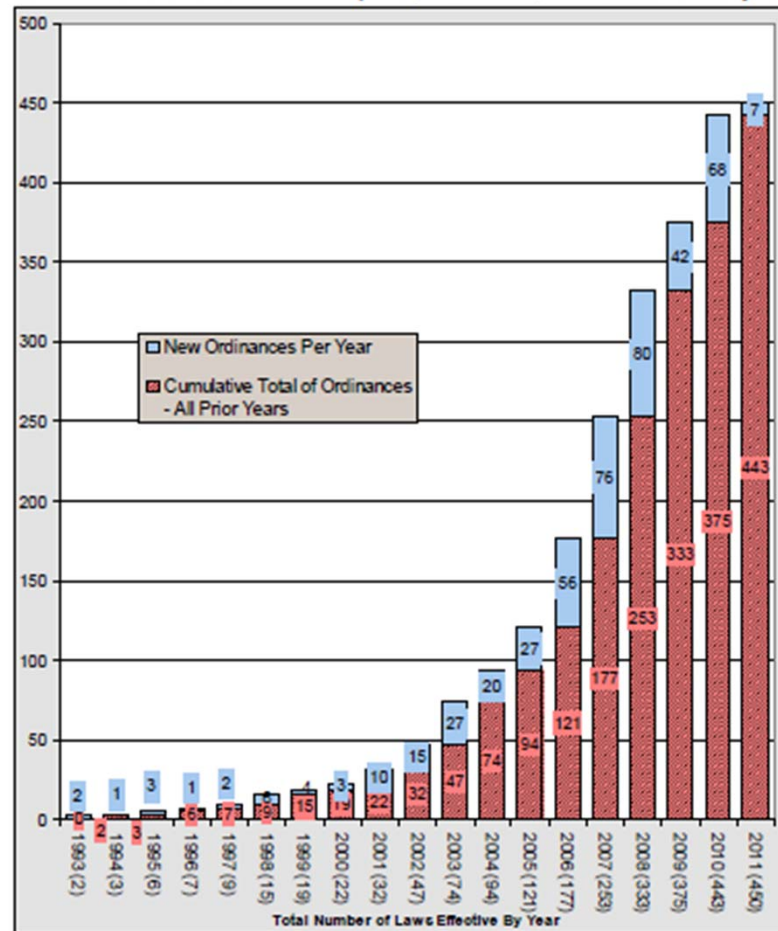
*“[SHS] is a Group A carcinogen...it causes lung cancer in adult nonsmokers and impairs the respiratory health of children.*

*-- EPA 1992*



# The solution: SHS policy adoption

Local 100% Smokefree Laws in all Workplaces,\* Restaurants,\*\* and Bars: Effective by Year





## The solution: SHS policy adoption

- How has it been done?
  - Pluralist (grassroots) movement
  - Local level
- Why so successful?
  - Policy is effective
  - No economic consequences
  - Relatively easy to implement



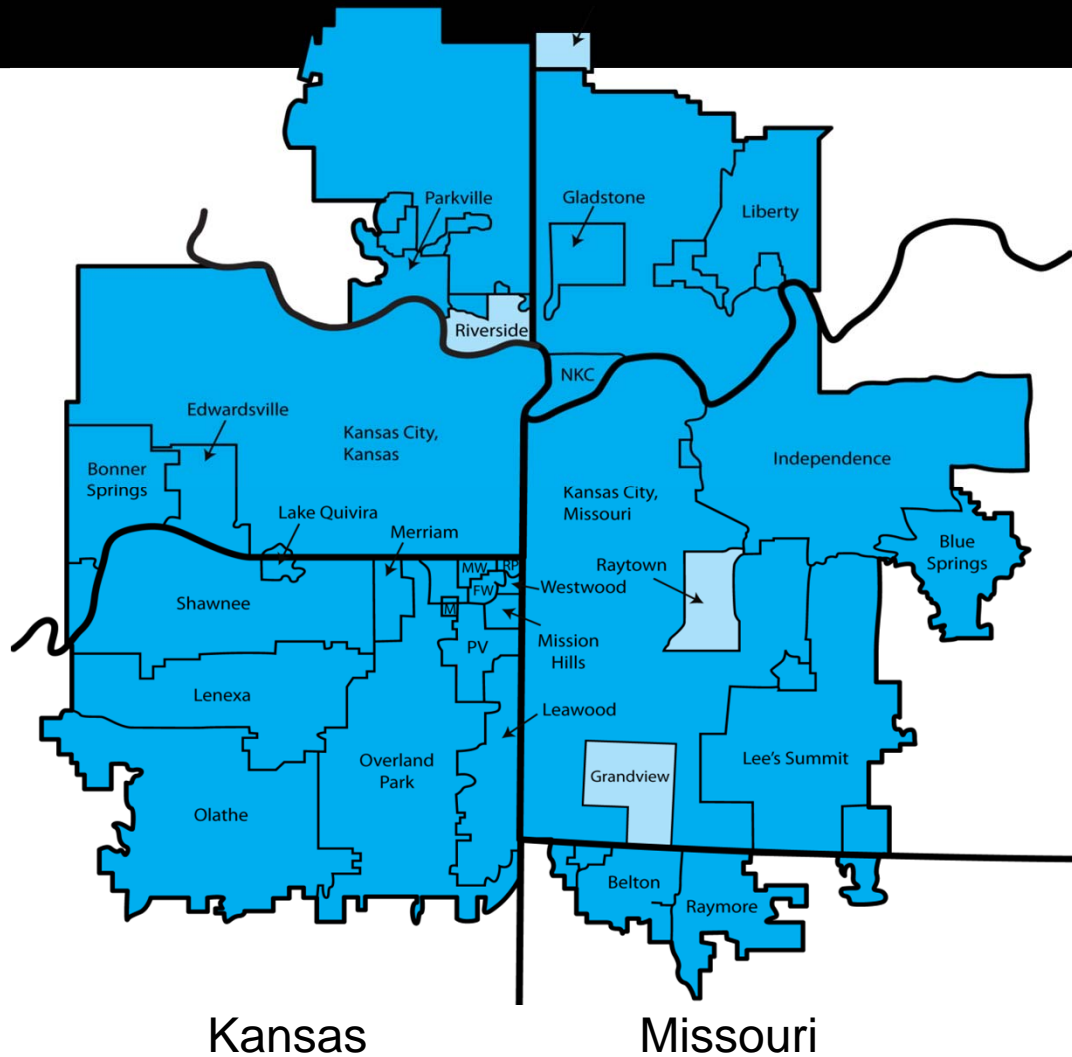
## MO - Lagging behind

- Anti-tobacco control climate resulting in:
  - Low rate of SHS policy adoption
  - High rate of SHS exposure
- Overall lack of political will
  - The few proposals for a statewide SHS policy presented before MO General Assembly, had *few* cosponsors and *little* support.

*Senate Bills 1079 (2008), 309 (2009), and 904 (2010), all by Senator Joan Bray, House Bill 1766 (2010), by Representative Walt Bivins*



# Kansas City Metro - *Leading the way*



Between 2006- 2011,  
22 communities  
adopted SHS policies

Today, 26 KC Metro  
communities have  
SHS policies



## Research Goals

1. Investigate the process through which SHS policy was considered in communities within Kansas City Metro.
2. Describe the factors that affected the SHS policy process within communities and diffusion throughout the metro area.





## Research Goal 1:

Examine policy process

# Policy is messy

“There are two things you never want to see being made - sausage and legislation”

- Otto von Bismark (1815-1898)





# Kingdon's Multiple Streams

## PROBLEM

Problem identification and recognition

## POLICY

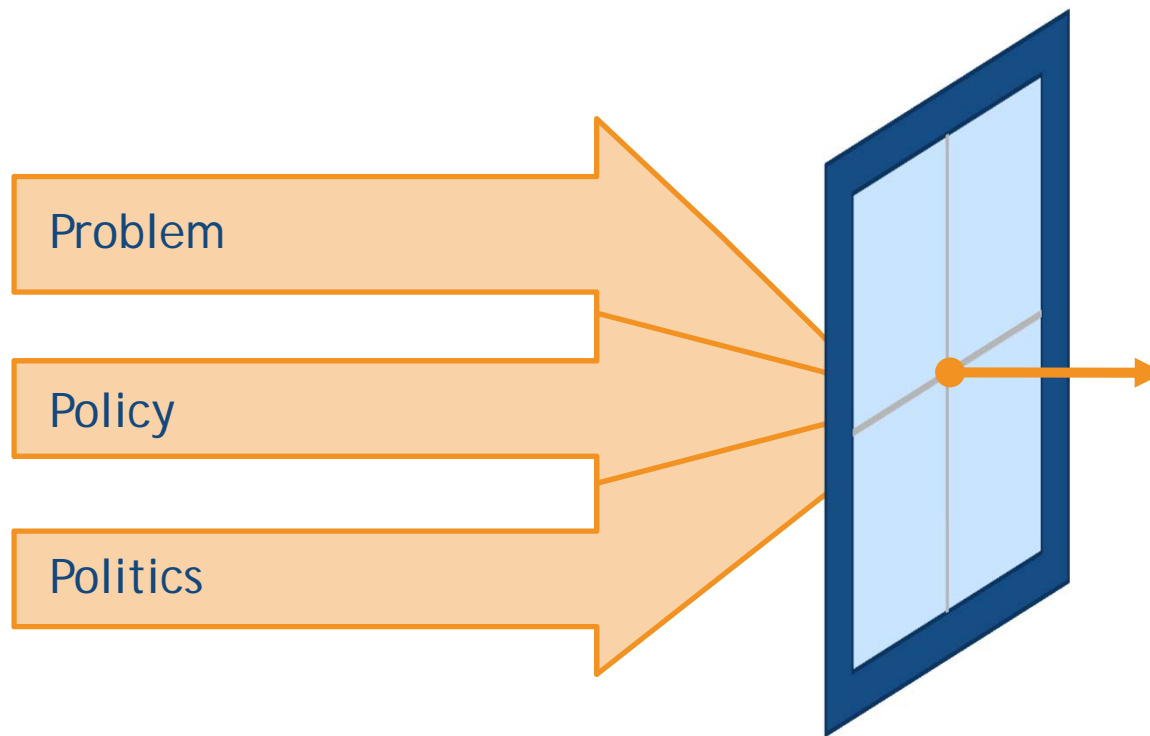
Production of proposals and alternatives

## POLITICS

Public opinion, national mood, changes in administration



# Window of Opportunity





## Research Goal II:

Describe the factors that affected the SHS *policy process* and *diffusion* across the area

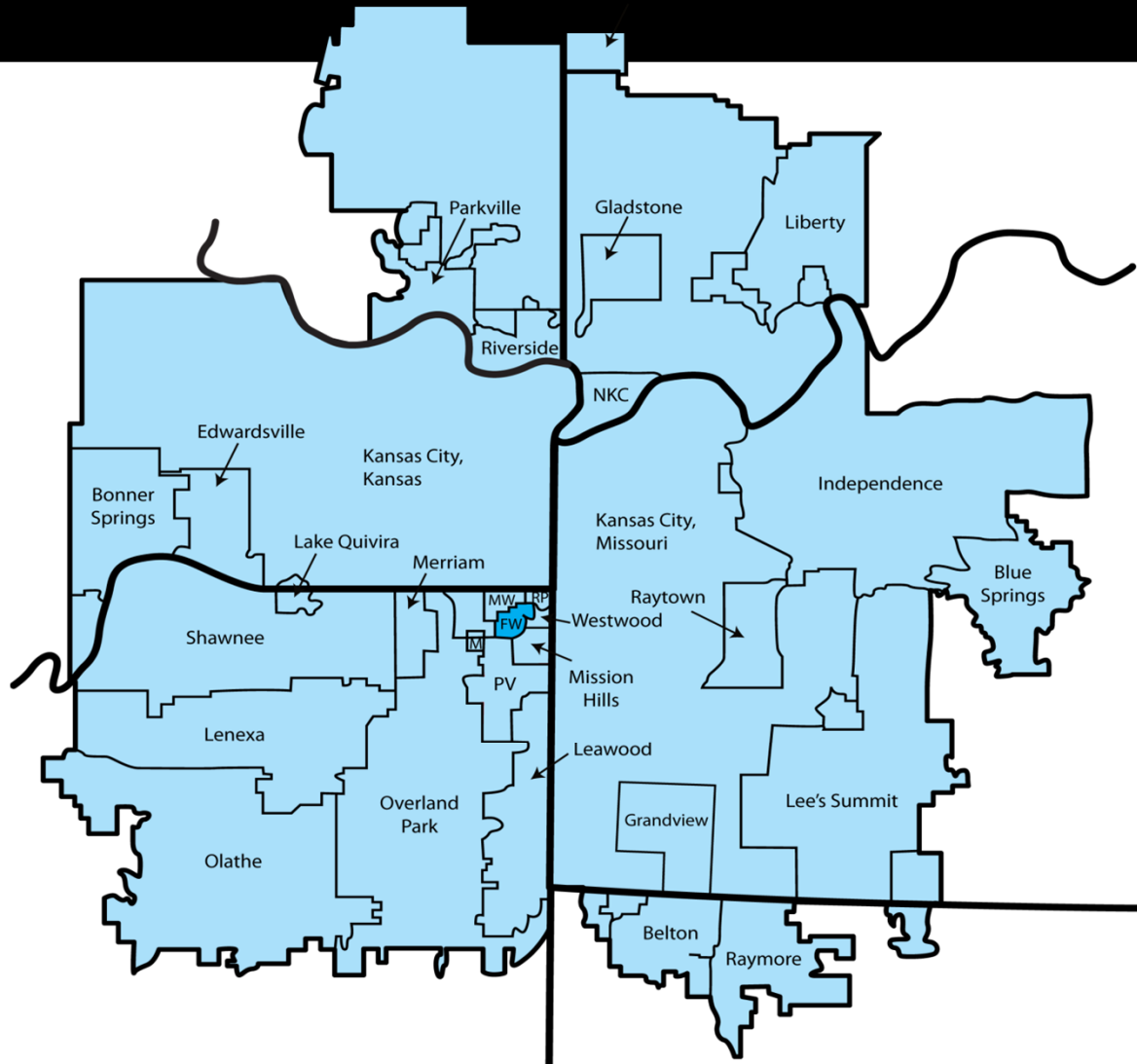


# Roger's Diffusion of Innovation

Process in which: "*a new idea is communicated through certain channels among members of a social system over time.*"

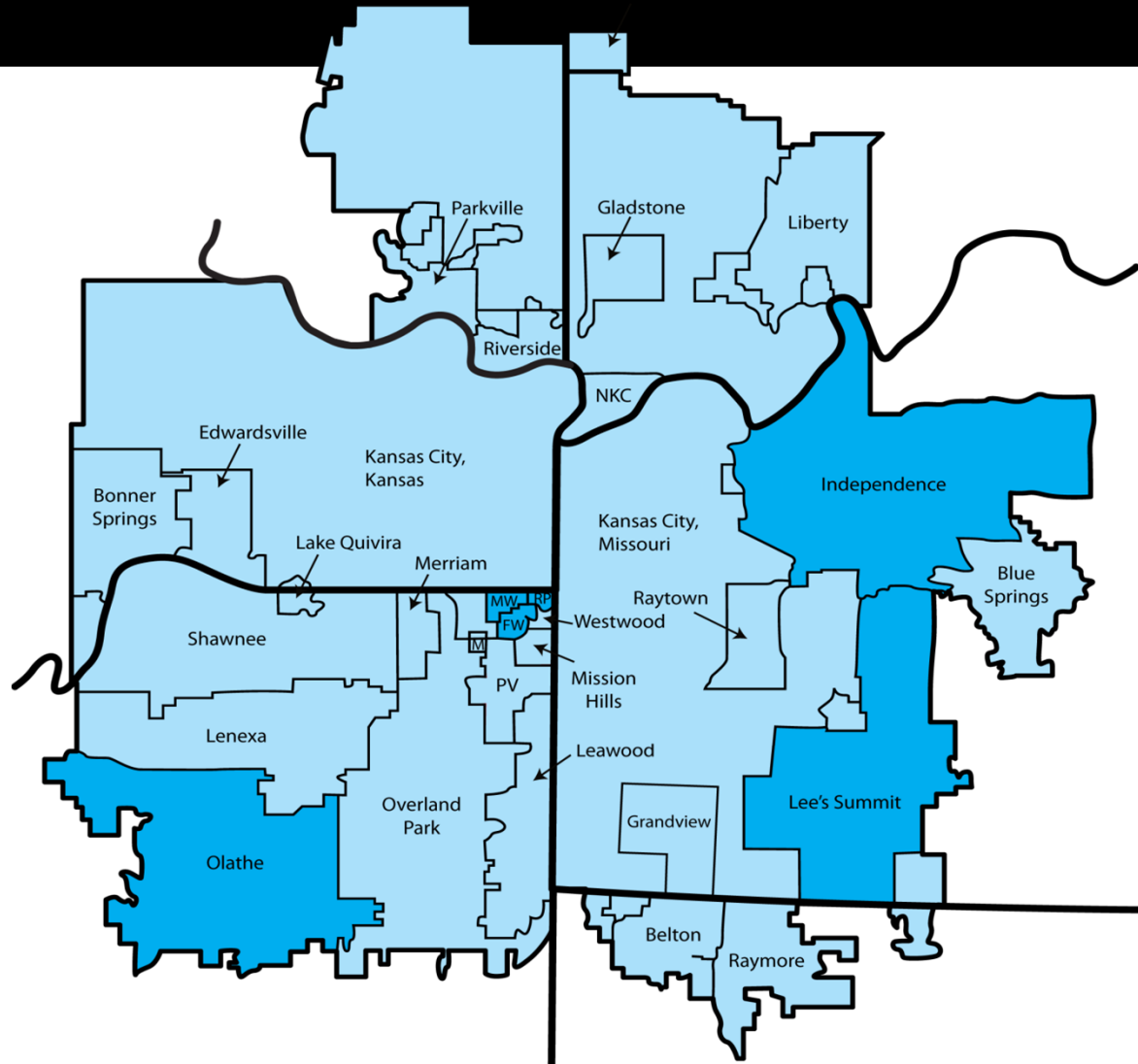


# April 2006





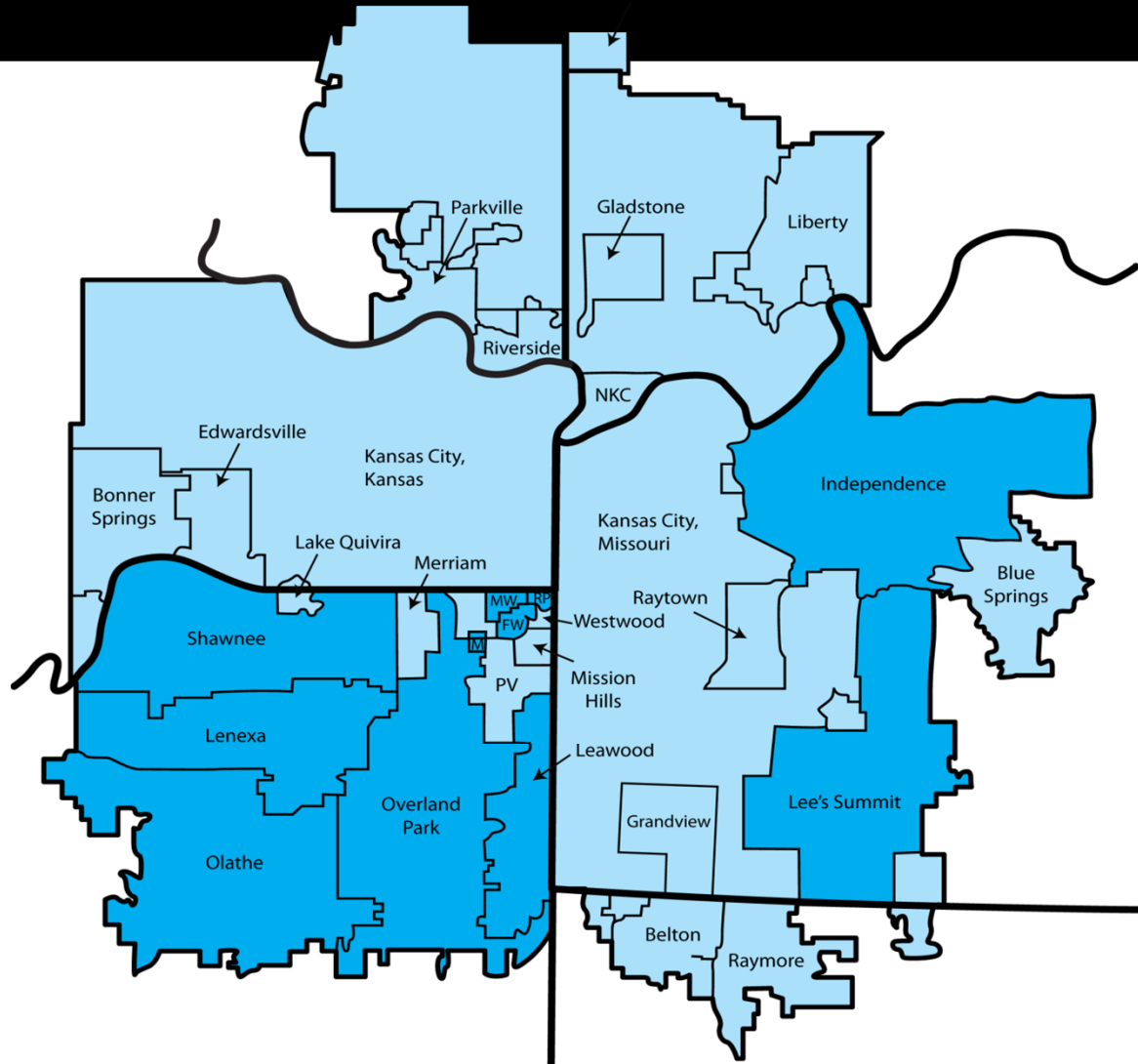
# November 2006





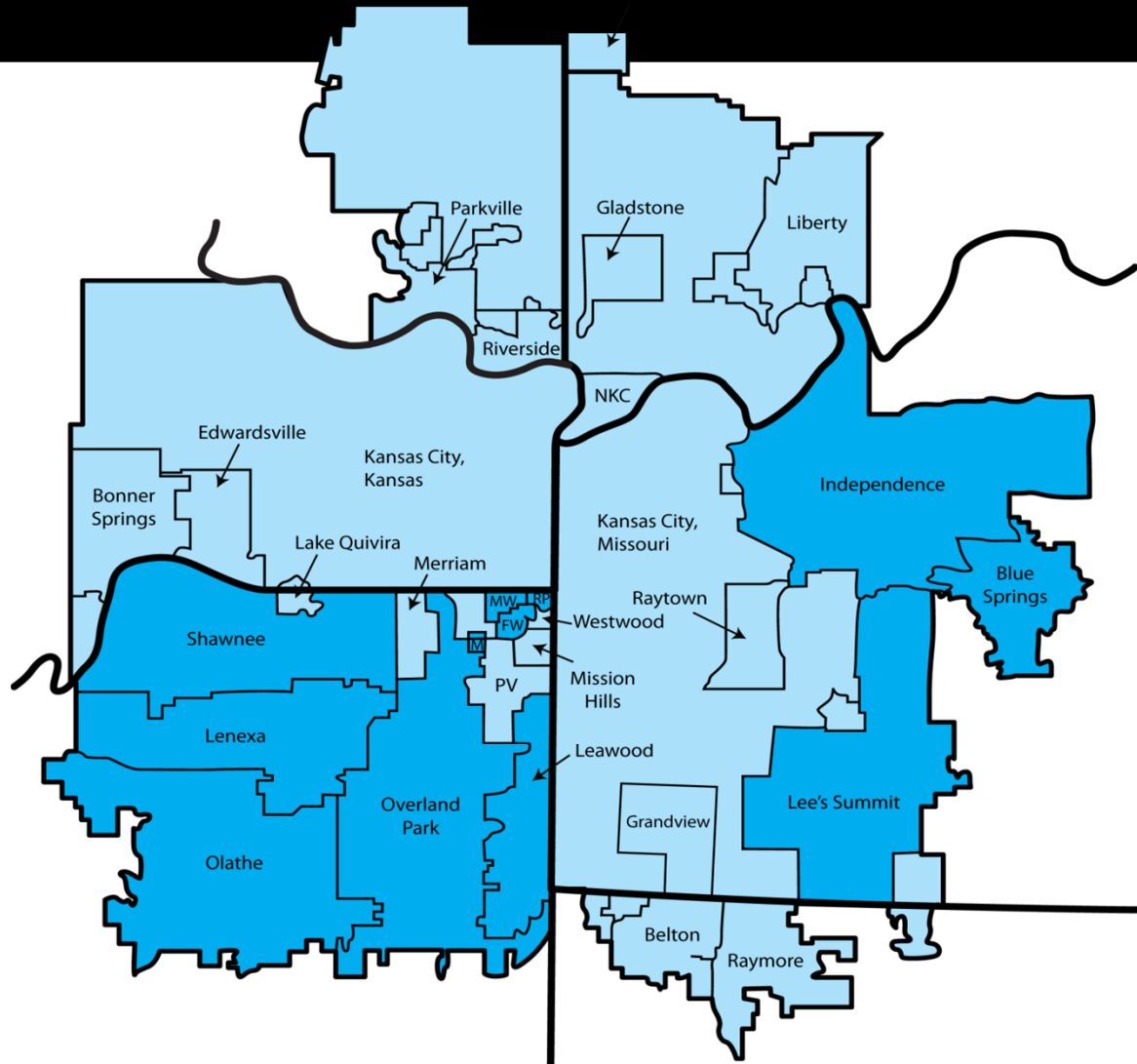


# January 2008



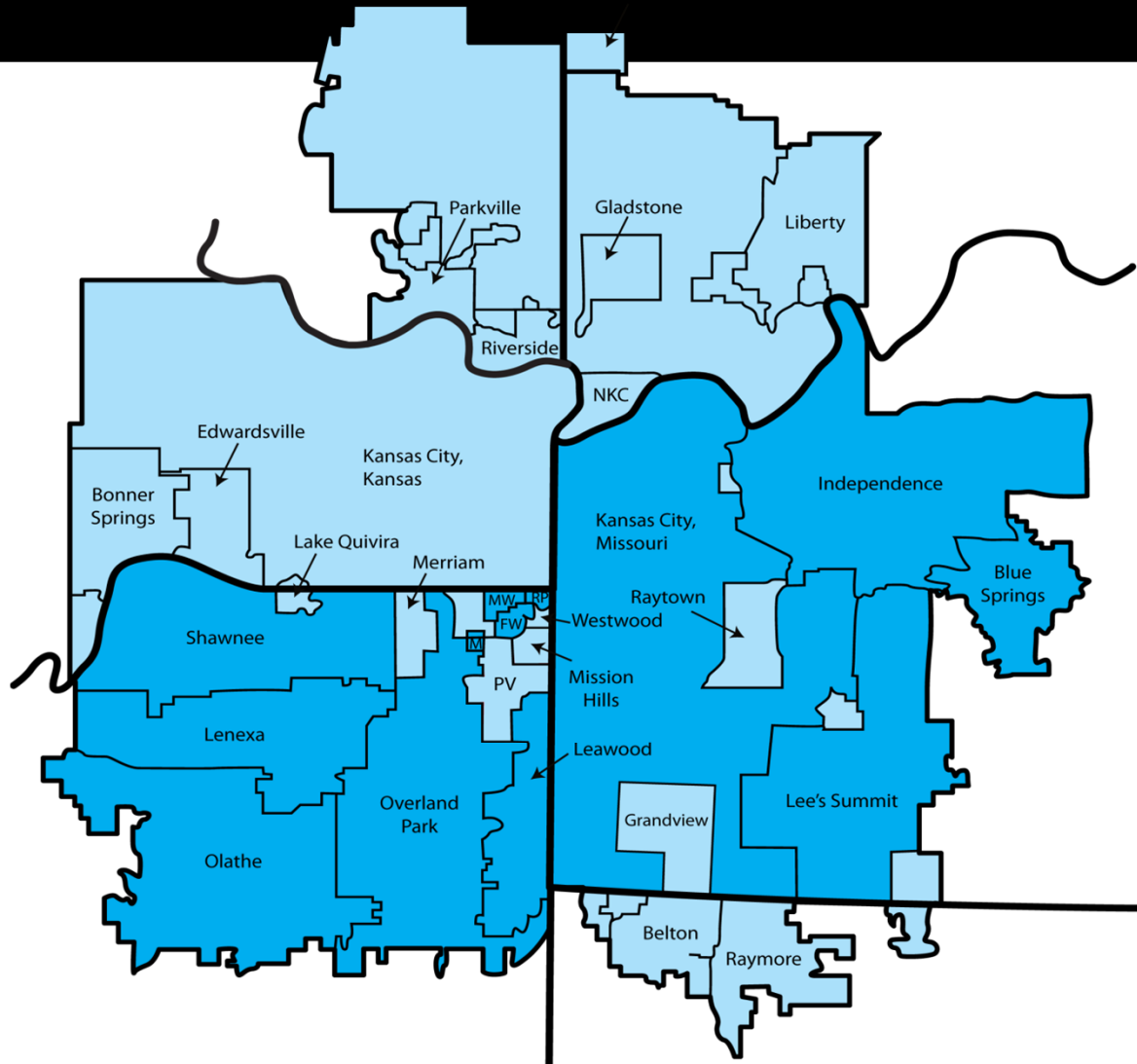


# February 2008



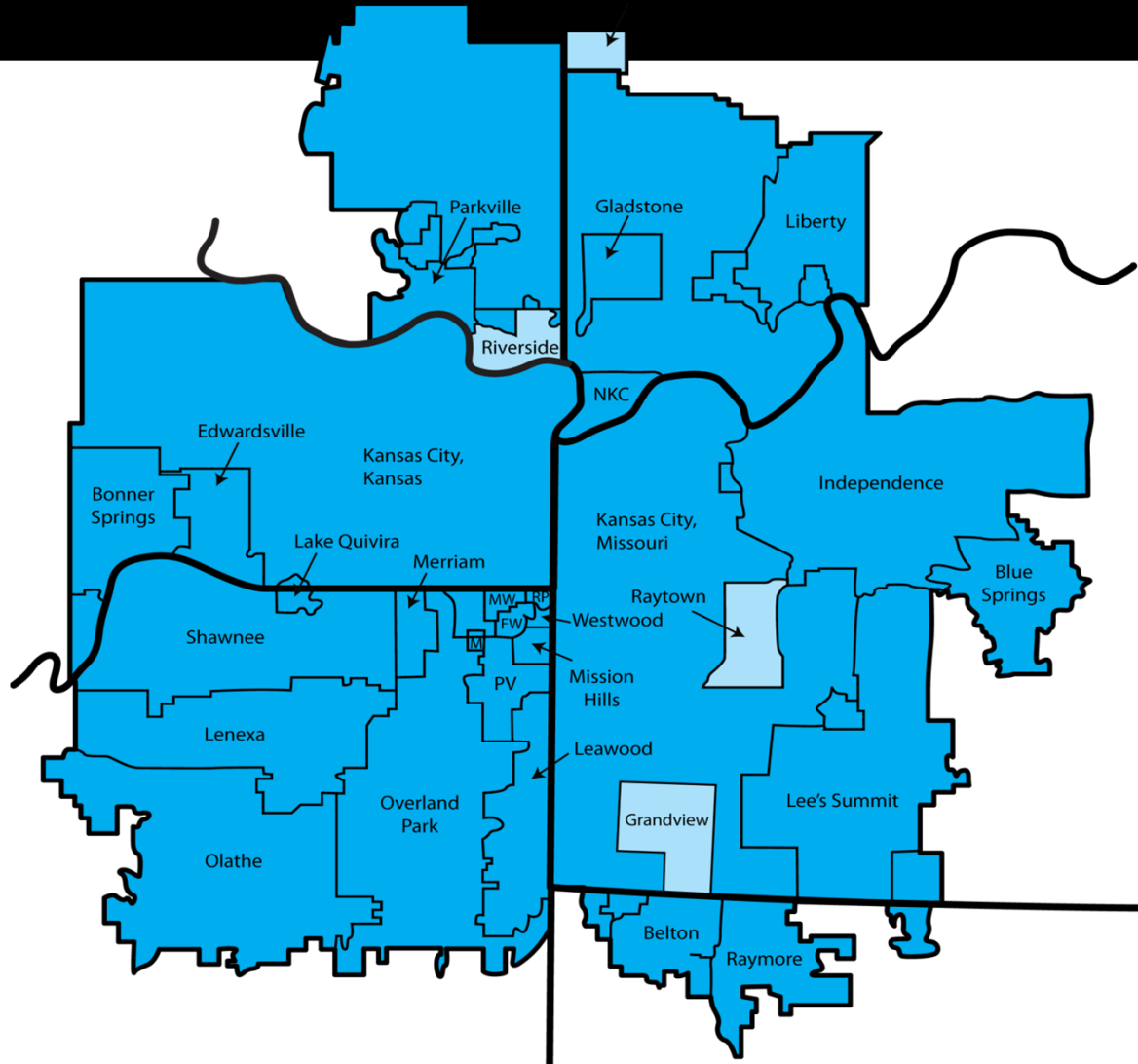


# March 2008



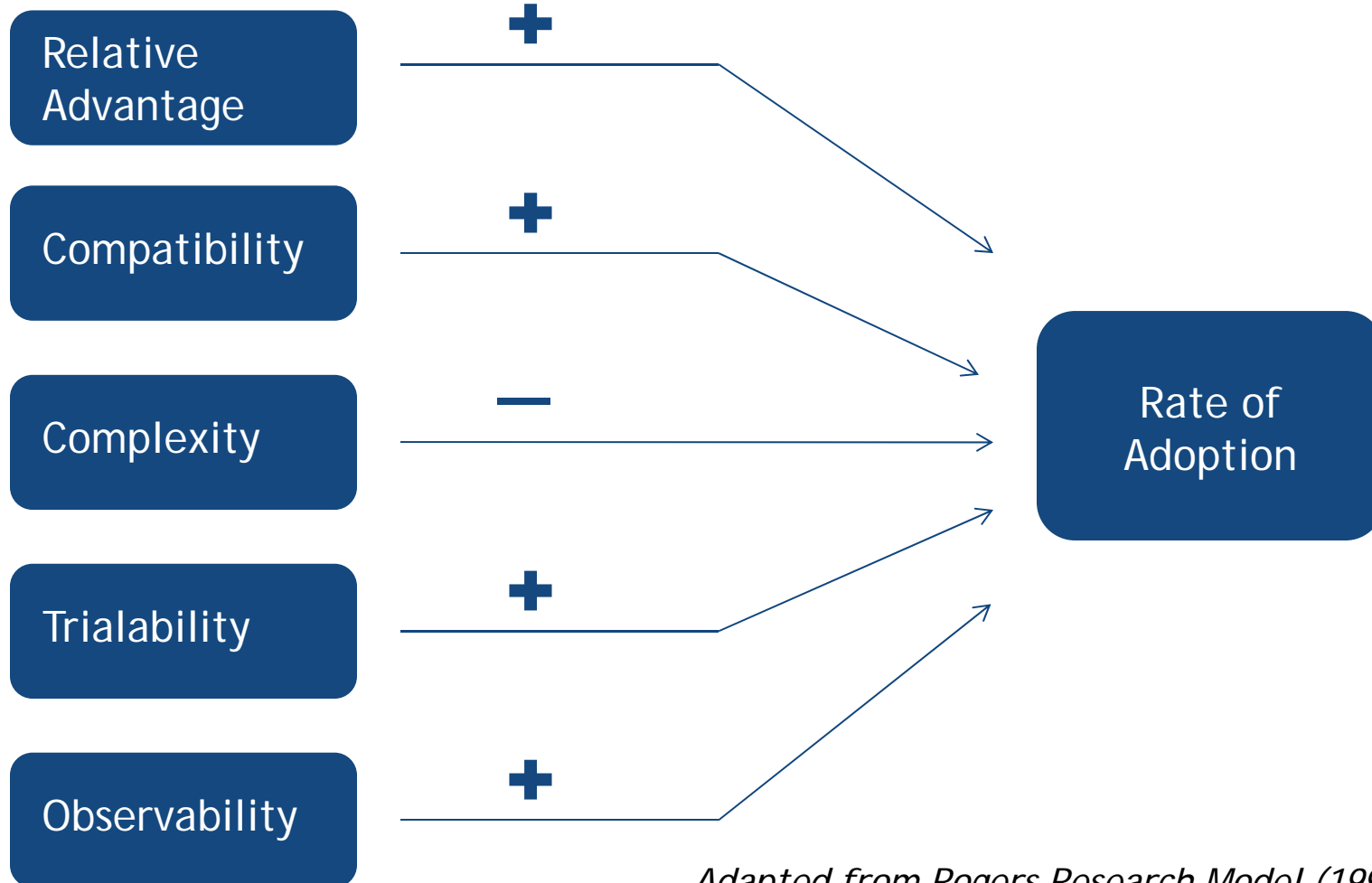


# March 2011





# Policy Attributes



*Adapted from Rogers Research Model (1995)* 21



## Several Processes, Two Frameworks, One Study

### Kingdon

Framework for examining policy change

- Problem identification
- Proposal creation
- Political and public support

### Rogers

Framework for understanding diffusion

- Knowledge generation
- Dissemination
- Persuasion



## People - Central to Both

*"Institutions make things possible, people make things happen."*

*-Kingdon 1984*

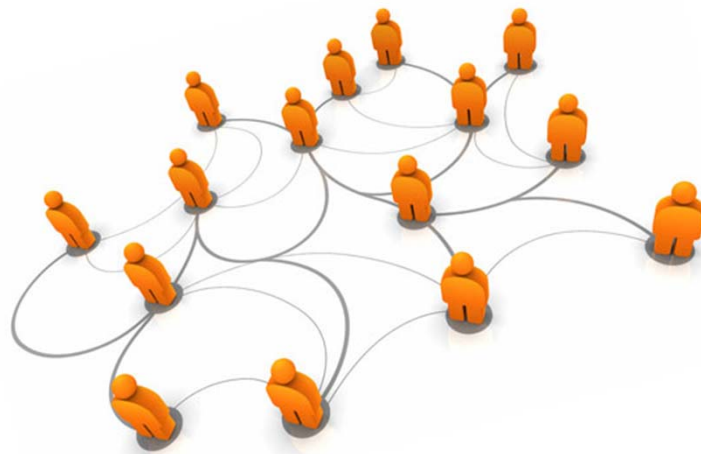
*"[People] play an important role in actively promoting a new policy in a system by linking individuals and organizations and by acting as positive advocates for the new policy."*

*- Rogers, 2005*



# Examining the role of people: Social Network Analysis

*" Social network analysis seeks to understand policy networks and their participants, through the study of the actors and the relationships between them in a specific social context. "*



*- Adam & Kriesi, 2007*





## Primary Research Questions

1. What factors led communities with the Kansas City GMA to consider SHS policy?
2. How did actors and their relationships enhance the policy process within individual communities and across the area?



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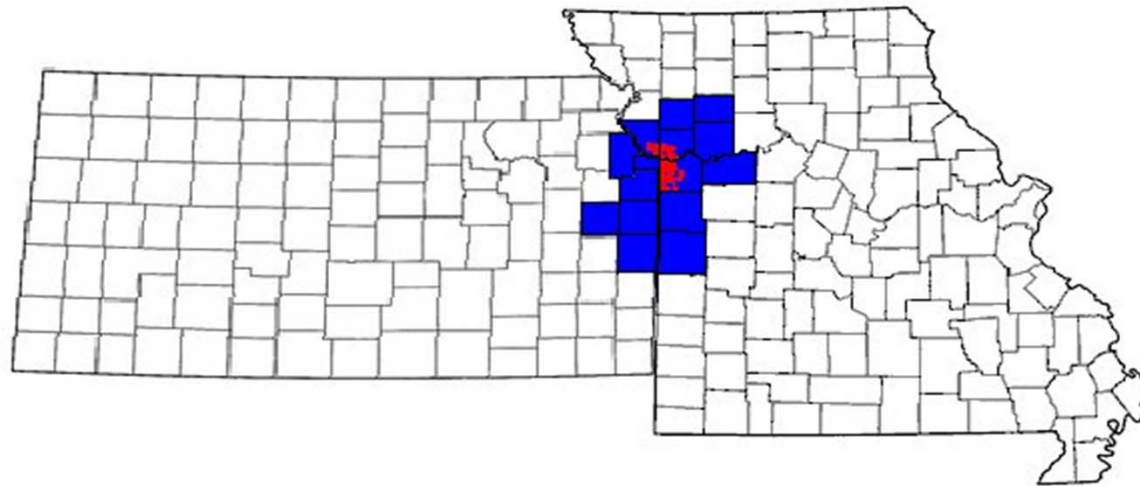
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# Methods



## Area studied

Kansas City Metro = 4 county metropolitan area within the Greater Metropolitan Region, situated between Missouri and Kansas





# Mixed Method Approach

## Archival data review

Determine important people and events

## Semi-structured interviews

Document the stories

Determine important people

## Social network survey

Determine composition of policy network

Identify relational patterns of communication & collaboration and actor importance



## Determining sample size

10

Were identified in archival review and were interviewed. During the interview each was asked to identify 10 policy entrepreneurs and 10 partners.

16

Were identified by more than one person as a policy entrepreneur or partner and invited to participate.

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26

Total sample interviewed and completed SNA survey.



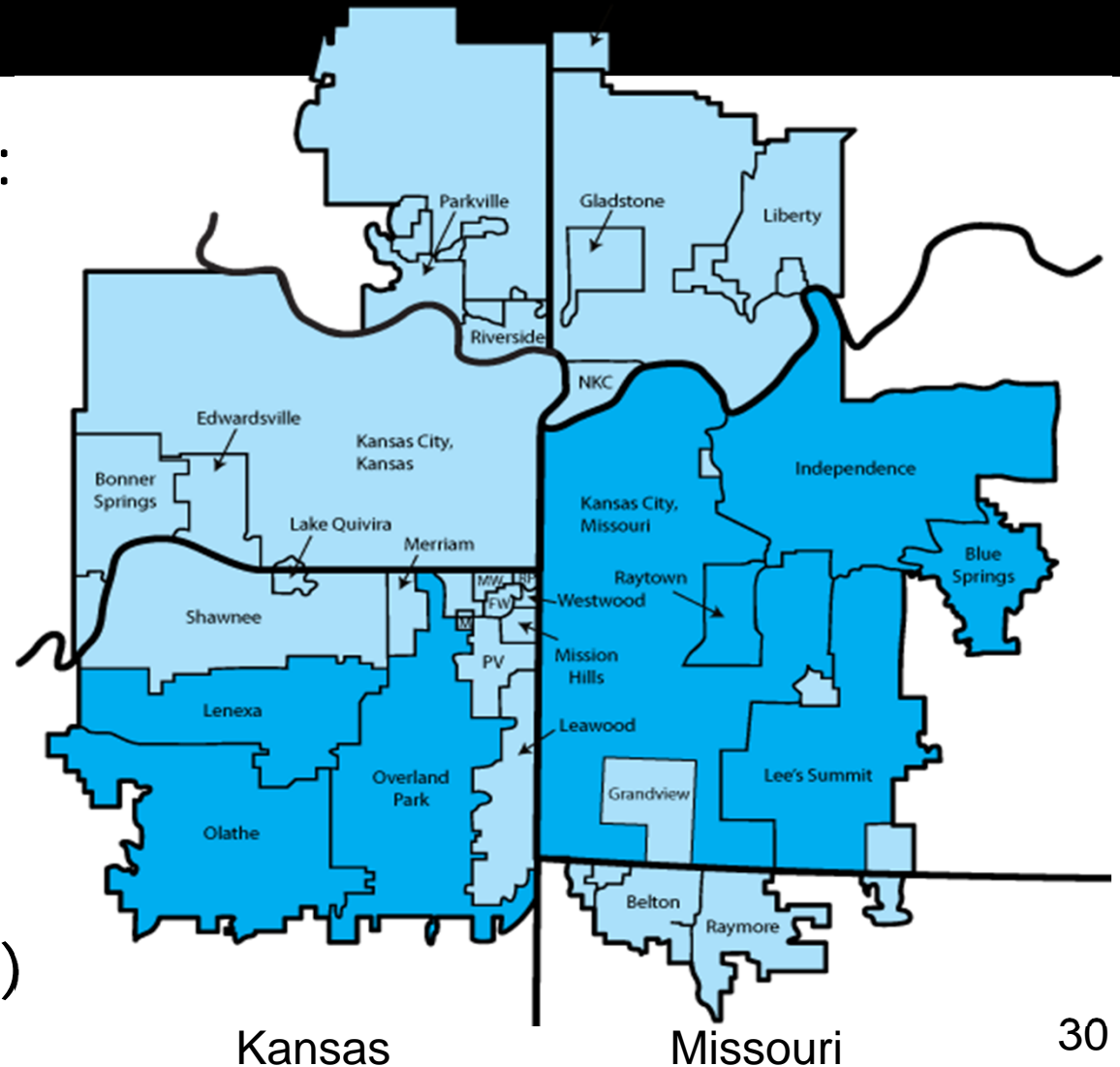
# Sample - 26 Key Informants

## Cities represented:

- Five cities in MO
- One county in KS

## Occupations

- Advocacy (5)
- Government (6)
- Healthcare (5)
- Media (3)
- Politicians (5)
- Comm. Members (2)





# The Kansas City Metro SHS Policy Network

- Composition
- Collaboration
- Communication



## Defining the network

- **Policy entrepreneurs** play a leadership role in *actively promoting* a new policy, *linking* individuals and organizations and acting as *positive advocates* for a new policy.

**Partners** are those who actively worked on any policy-related activities and/or exchanged ideas or materials during the SHS policy process.

Any person identified was added to the sample as Policy Entrepreneur, Partner or BOTH

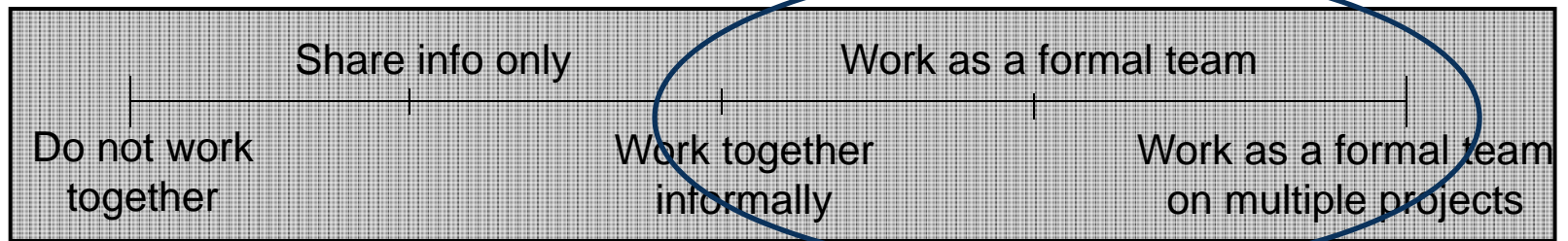


	Entrepreneur only	Partner only	Both	Total
<b>Sample- total</b>	17	5	31	53
<b>Individuals identified by &gt; one respondent</b>	2	4	23	29
<b>Primary city</b>				
Independence	4	1	5	10
Lee's Summit	4	0	3	7
Blue Springs	0	1	2	3
Kansas City	3	2	9	14
Johnson County, KS	5	0	8	13
Raytown	1	0	0	1
Other	0	1	4	5
<b>Occupation</b>				
Media	0	0	3	3
Healthcare	0	1	7	8
Politician	10	0	2	12
Community member	0	0	2	2
Advocacy	2	3	7	12
Government	3	2	9	14
Other	1	0	1	2

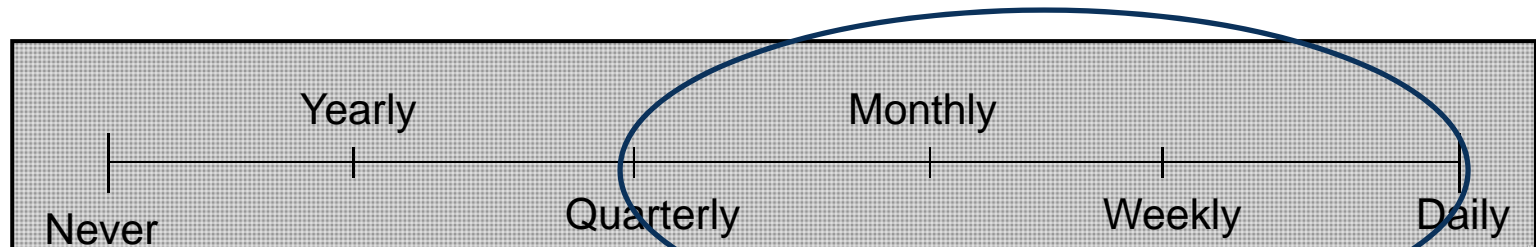


# Relational Patterns

- Collaboration -



- Communication -



## Actor importance

Determined using network measures of centrality

- Degree - the number of ties that an actor has

↑ degree = holds substantial social capital



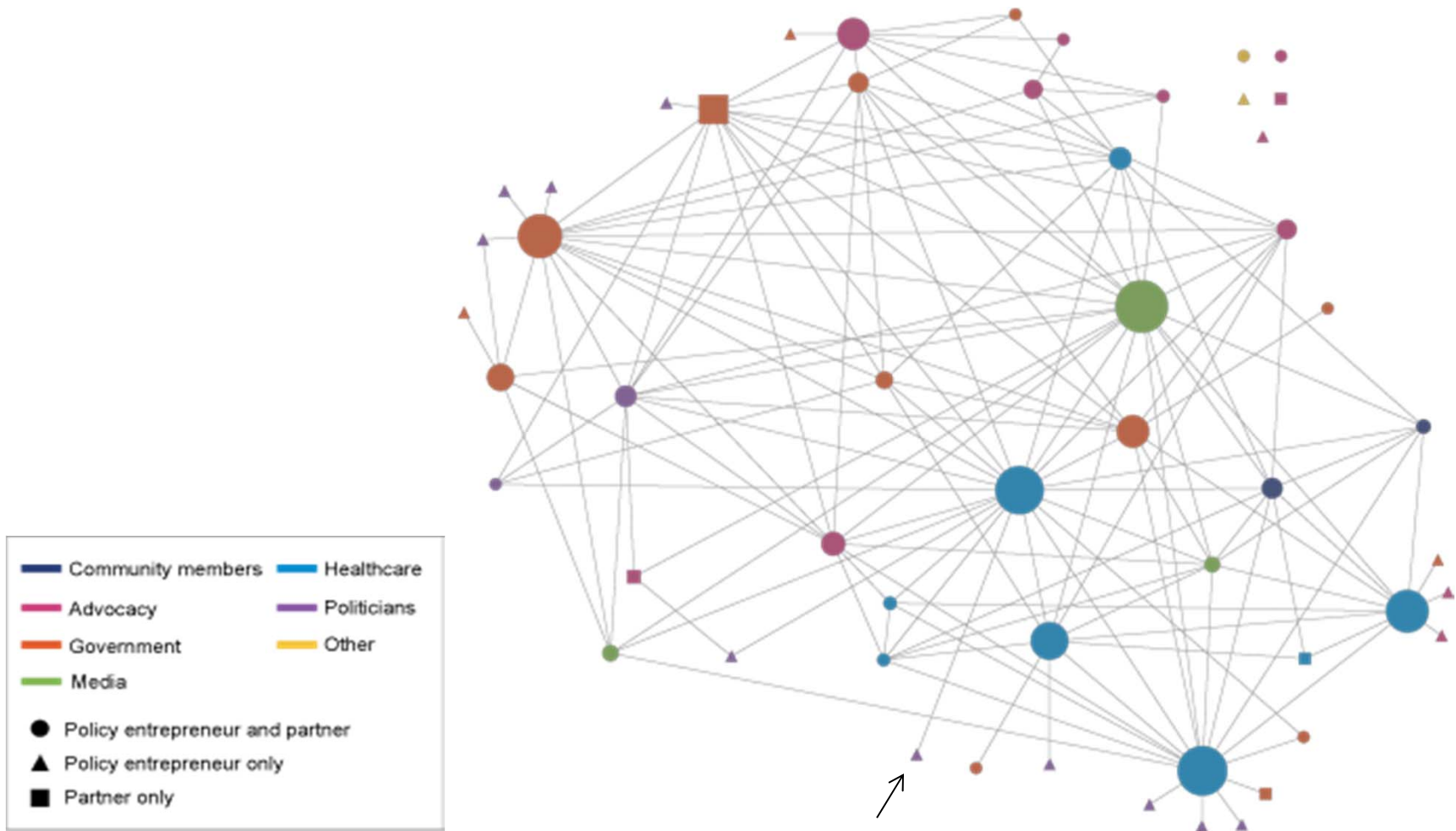
- Betweenness - extent to which an actor lies between other actors

↑ betweenness = controls what flows in the network





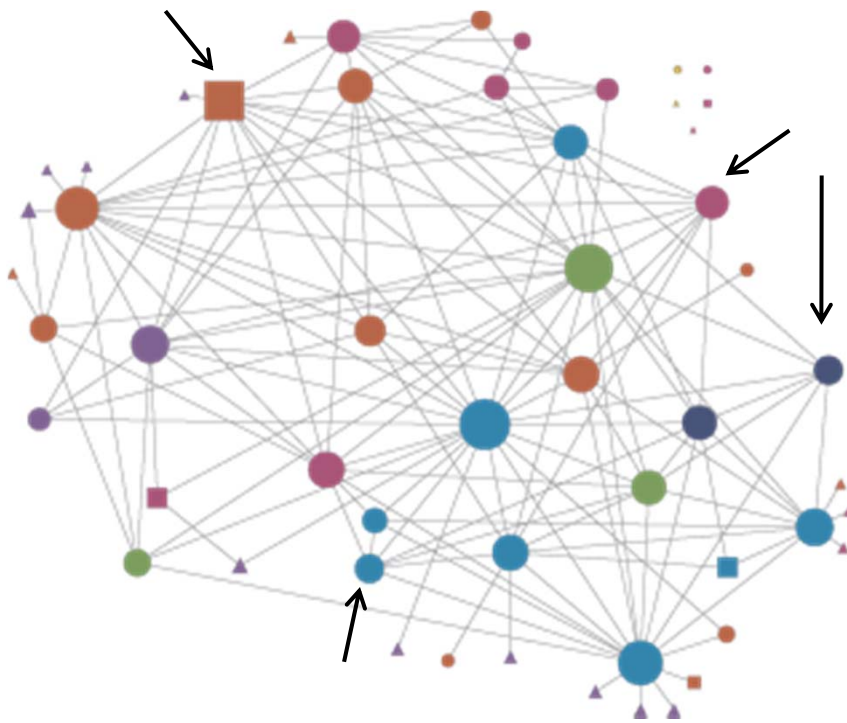
# Collaboration Network



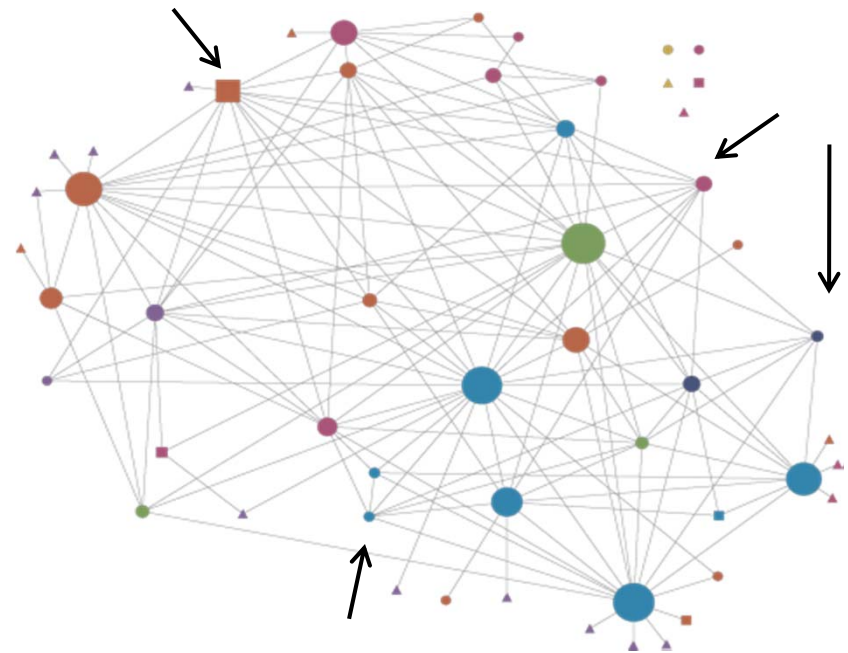


# Collaboration network centrality

**Degree**

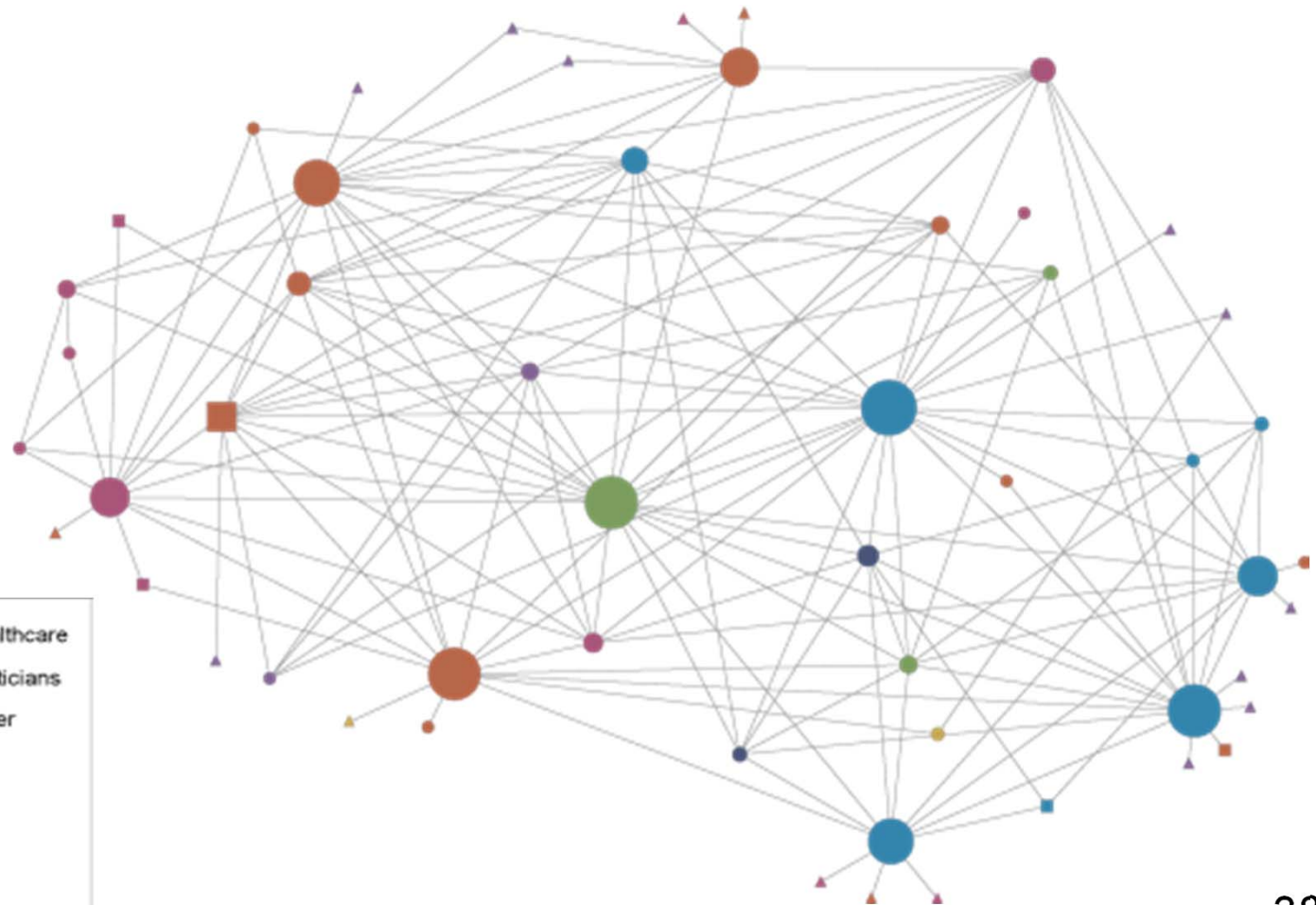


**Betweenness**



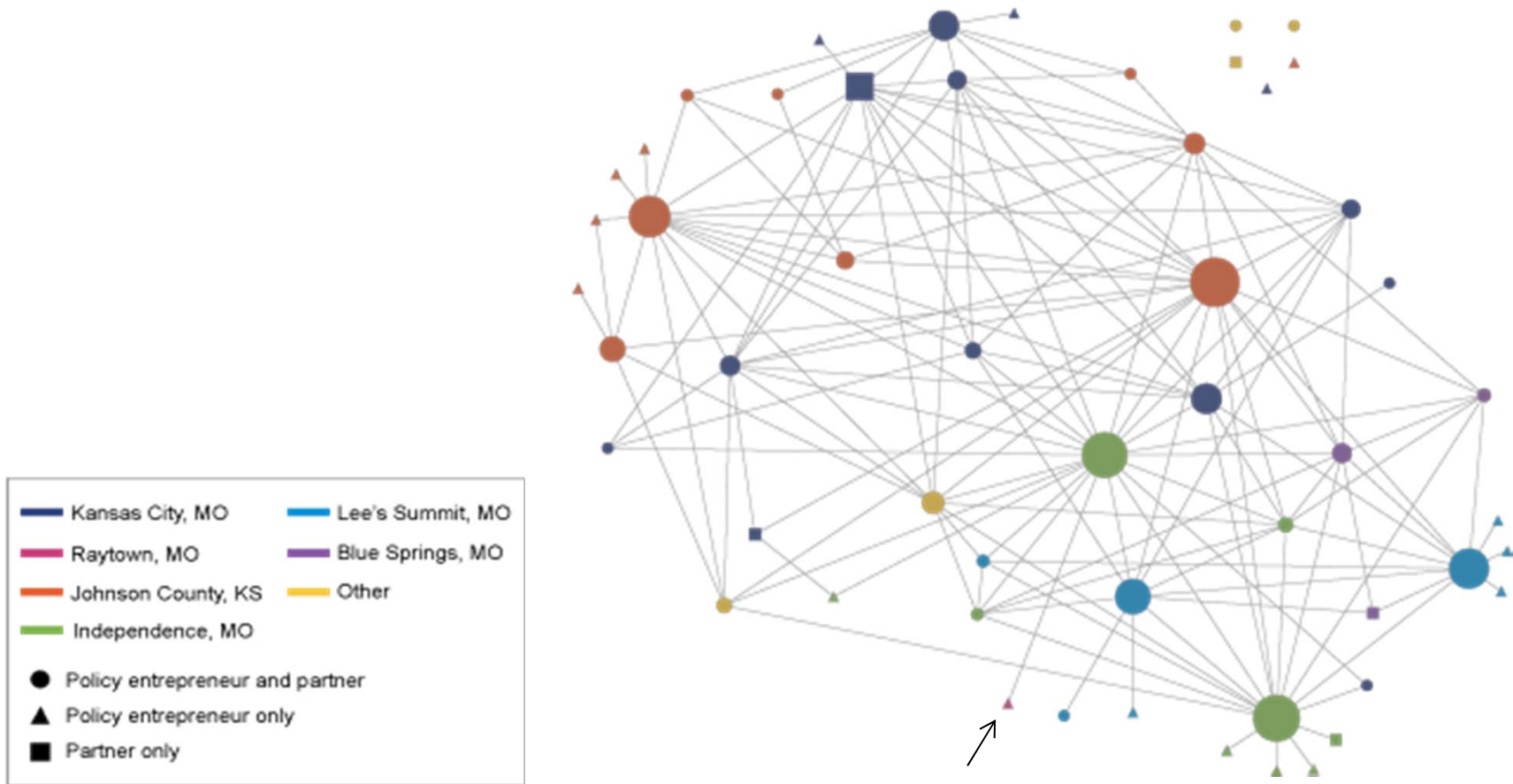


# Communication Network





# Collaboration by City





## Network findings & connection to research purpose

- Characteristics of the most central
  - Regularly collaborated and communicated across jurisdictions
  - Early adopters
  - Creators of CleanAir K.C.
- Characteristics of the least connected
  - Politicians
  - Cities that were not successful in policy adoption





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# Conclusions and Limitations



## Factors that lead to success

- Characteristics of SHS policy:
  - Observable, advantageous to adopters, compatible with beliefs and values, non-complex, and allowed for reinvention
- Presence of policy entrepreneurs & innovators who
  - had tolerance for risk,
  - were extensively networked, and
  - who worked for larger organizations



## Factors that lead to success cont.

- Regional proximity & successful peer adoption
- Well developed policy network that:
  - increased visibility around the problem & solution;
  - built consensus among a diverse set actors;
  - brought resources and expertise; and,
  - broadened and sustained the reach of efforts.
- Strong media support



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# Implications and Future Research



## Research Implications

- Confirms network analysis as a useful tool in understanding how actors and policy networks can influence policy processes.
- Aids in identifying the key people, roles, and relationships in health policy promotion and policy diffusion.



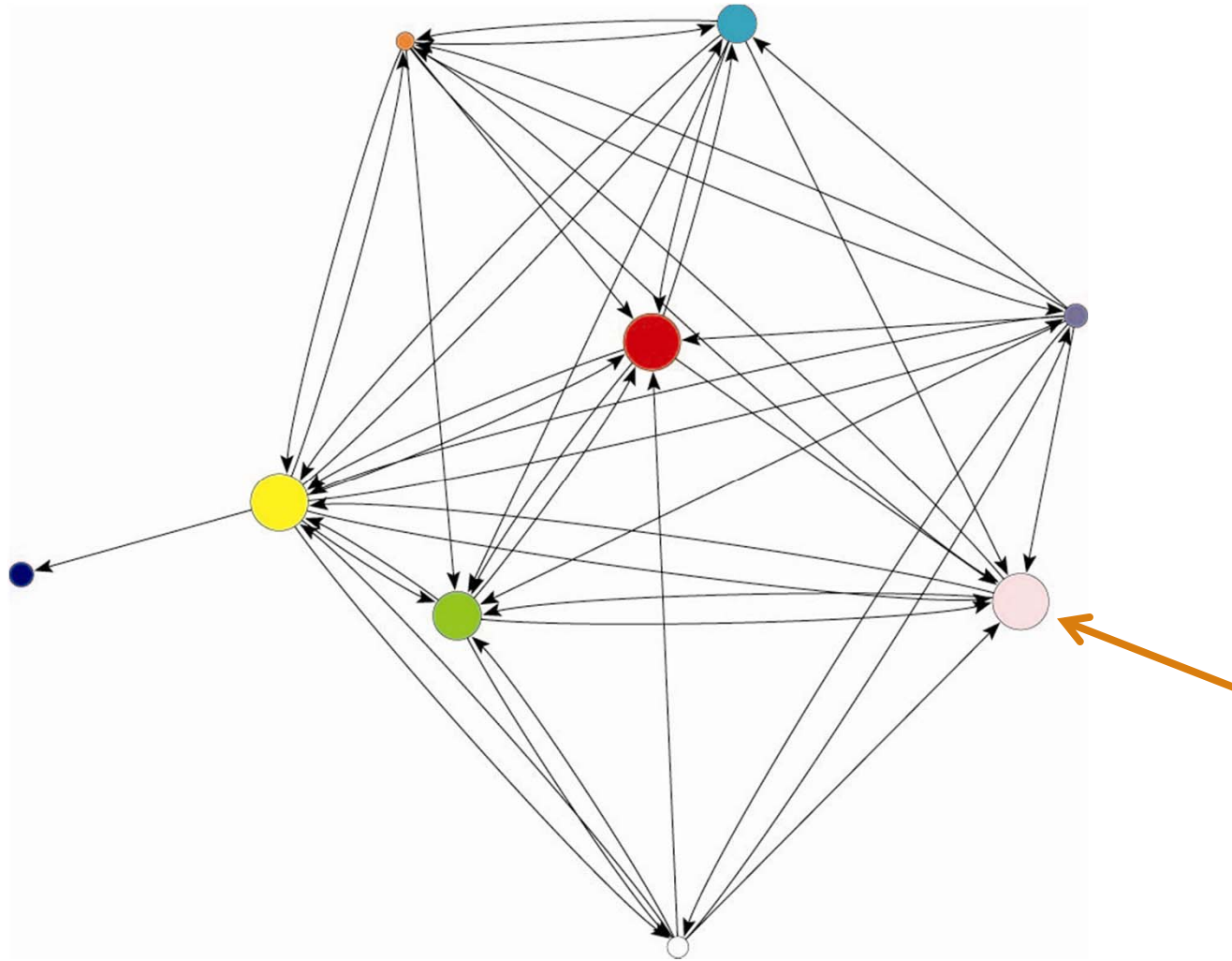
## Practical Implications

Provides important insight for policy makers and health advocates in other communities facing similar initiatives on how to be successful in:

- developing SHS & other tobacco policy campaigns
- garnering public support
- effectively implementing these policies.

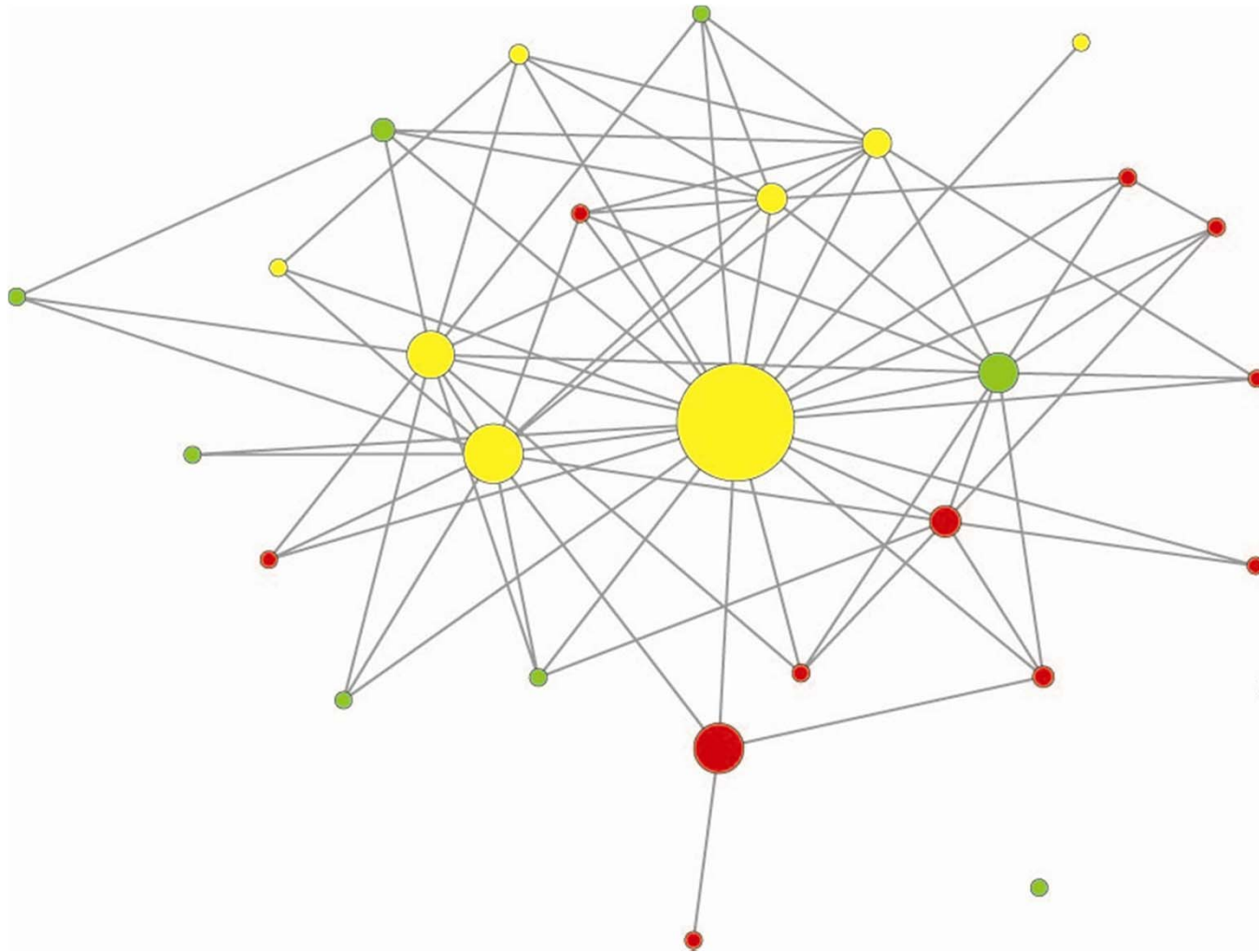


# CPPW Importance Network





# CPPW Contact Network







## Future Research

- Further examination of relevant actors in shaping policy and factors that result in relational ties among actors in policy networks
- Further examination of the role of media
- Comparison of key findings across multiple cases over time and in varying local policy environments



Questions?

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