

SIXTH EDITION



HEALTH POLICY *and* POLITICS *A Nurse's Guide*

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Preface

This is a contributed text for healthcare professionals who are interested in expanding the depth of their knowledge about public policy and in becoming more sophisticated in their involvement in the political and policy processes. The scope of the content covers the whole process of making public policy within the broad categories of agenda setting; government response; and program/policy design, implementation, and evaluation. The primary focus is at the federal and state levels, although the reader can adapt concepts to the global or local level.

► Why a Sixth Edition?

The *Sixth Edition* began with succession planning, when Dr. Nancy Short became co-editor and took on the serious job of planning for this and future editions. Dr. Short's expertise and credentials demonstrate her comprehensive viewpoint, and she is dedicated to the continuation of this broad-based text on the whole policy process. As founding editor/author, I could not have turned over this text to just anyone. Nancy is an astute editor, has asked relevant and incisive questions, and has been encouraging to me personally. It has been a real pleasure for me to work with her and get to know her deep intellect and caring personality.

The *Sixth Edition* also introduces new authors with fresh perspectives, all of whom have a significant experiential basis for their expertise. We welcome Dr. Leslie Sharpe, Dr. Toni Hebda, Ms. Catherine Liao, Dr. Anne Derouin, and Dr. Dorothy Powell. We also delight in those who have continued to contribute to this text over the years: Dr. Elizabeth Furlong, Ms. Jan Lanier, Dr. Jaqueline Loversidge, Dr. J. D. Polk, and Dr. Patrick DeLeon. They build on the work of Ardith Sudduth and Dr. Patricia Smart, who retired, and of Dr. Marlene Wilken, Dr. Kimberly Galt, Troy Spicer, and Elizabeth Barnhill. We pledge to continue to challenge our readers to understand the serious business of making public policy and demonstrate their commitment to a democratic republic through their advocacy and involvement. We welcome your comments—let us know how this text has influenced your practice.

► Target Audience

This text is intended for several audiences:

- Doctoral and master's-level students in nursing can use this text for in-depth study of the full policy process. Works of scholars in each segment provide a solid foundation for examining each component. This text goes beyond the

narrow elementary explanation of legislation, however: It bridges the gap by supporting understanding of a broader policy process in which multiple opportunities for involvement exist.

- Nurses who work in professional practice in clinical, education, administrative, research, or consultative settings can use this text as a guide for understanding the full range of the policy components that they did not learn in graduate school or may have forgotten. Components are brought to life through nursing research, real-life cases, and theory. This text will help the nurse who is searching for knowledge of how leaders of today influence public policy toward better health care for the future. Nurses in leadership positions clearly articulate nursing's societal mission. Nurses, as the largest group of healthcare workers in the United States, realize that the way to make a permanent impact on the delivery of health care is to be a part of the decision making that occurs at every step of the healthcare policy process.
- Faculty in graduate programs and other current nurse leaders can use this text as a reference for their own policy activity. Faculty and other leaders should be mentors both for their students and for other nurses throughout the profession. Because the whole policy process is so broad, these leaders can track their own experiences through the policy process by referring to the components described in this text.
- A wide variety of healthcare professionals who are interested in the area of healthcare policy will find this text useful in directing their thoughts and actions toward the complex issues of both healthcare policy and public policy. Physicians, pharmacists, psychologists, dentists, occupational and physical therapists, physician's assistants, and others will discover parallels with their own practices as they examine case studies and other research. Nurses cannot change huge systems alone. Members of the healthcare team can use this text as a vehicle to educate themselves so that, together, everyone in the healthcare profession can influence policymakers.
- Those professionals who do not provide health care directly but who are involved in areas of the environment that produce actual and potential threats to personal and community health and safety will find this text a valuable resource regarding how a problem becomes known, who decides what to do about it, and which type of governmental response might result. Environmental scientists, public health officials, sociologists, political scientists, anthropologists, and other professionals involved with health problems in the public interest will benefit from the ideas generated in this text.
- Interest groups can use this text as a tool to consider opportunities to become involved in public policymaking. Interest groups can be extremely helpful in changing systems because their members' passion for their causes energizes them to act. Interest groups can become partners in the political activity of nurses by knowing how and when to use their influence to assist advanced practice registered nurses (APRNs) at various junctures in the policy process.

► Using This Text

Each chapter in the text is freestanding; that is, chapters do not rely, or necessarily build, on one another. The sequence of the chapters is presented in a linear fashion, but readers will note immediately that the policy process is not linear. For example, readers of the policy implementation chapter will find reference to scholars and concepts featured in the agenda-setting and policy design chapters. Such is the nature of the public process of making decisions. The material covered is a small portion of the existing research, arguments, and considered thought about policymaking and the broader political, economic, and social concepts and issues. Therefore, readers should use this text as a starting point for their own scholarly inquiry.

This text can be used to initiate discussions about issues of policy and nurses' opportunities and responsibilities throughout the process. The case studies presented here should raise questions about what should have happened or why something else did or did not happen. In this way, the text can serve as a guide through what some perceive as a maze of activity with no direction but is actually a rational, albeit chaotic, system. The case studies and discussion points are ideal for planning a class or addressing an audience. Many ideas and concepts are presented, and we hope they serve to stimulate readers' own creative thoughts about how to engage others. Gone are the days of "the sage on stage"—the teacher who had all the answers and lectured to students who had no questions. Good teachers always have learned from students, and vice versa. Today's teachers are interactive, technically savvy, curious and questioning, and capable of helping learners integrate large amounts of data and information. This text can serve as a guide and a beginning.

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We continue to thank the staff of Jones & Bartlett Learning (formerly Jones and Bartlett Publishers) for their encouragement and guidance when we were writing the *Sixth Edition*. Their confidence in all the contributors has been consistent and unwavering. Christina Freitas, editorial assistant of the nursing division, and Rebecca Myrick Stephenson, associate acquisitions editor for nursing, have kept the authors on track in meeting deadlines and provided astute editorial assistance.

We also thank the readers of this text for their interest in the policy and political processes. For those of you who have integrated these components and concepts into your nursing careers, we applaud you. You will continue to contribute to the profession and to the broader society. For those readers who are struggling with how to incorporate one more piece of anything into your role as professional nurse, remember that you are advancing the cause of your own personal work, the profession, and healthcare delivery in the United States and throughout the world every time you use the concepts covered in this text. Nurses are a powerful force and exercise their many talents to further good public policy—policy that, ultimately, must improve health care for patients, consumers, and families.

For the wide range of healthcare professionals (dentists, dietitians, pharmacists, physical and occupational therapists, physicians, physician's assistants, psychologists, and others) who may be reading this text for the first time, we encourage you to collaborate as colleagues in the 21st-century definition of “team” and integrate policymaking into your practices.

From Jeri: Finally, I want to acknowledge my forever-cheering section—my four children, their spouses and significant others, and three grandchildren. They are always there for me and provide continuous support, encouragement, and unconditional love. I love you, Kerrin, Sunny, and Heath Nethers, and George Biddle; Joan Milstead; Kevin Milstead and Gregg Peace; and Sara and Steve, and Matthew, Cynthia, and baby Colton Lott. You are a fun bunch, and you make me laugh.

From Nancy: I feel very grateful to have had this opportunity to be mentored by Dr. Jeri Milstead as she plans to step away from her role as the founding editor (for five editions!) of this text. She is a role model for whom there are not enough words to describe: Perhaps an “Energizer bunny” metaphor fits best. I wish to thank my husband, Jim, for his continuous support of all my career endeavors, including shoulder rubs when I’ve been using a mouse for way too many hours. I want to acknowledge my children as well: Kolton, Amanda, and Amber have been consistent cheerleaders while simultaneously acknowledging that health policy may not be the most exciting choice for light reading. I also wish to acknowledge the support and inspiration I regularly receive from colleagues and students at the Duke University School of Nursing—especially from Dr. Terry Valiga. Go Blue Devils!

With gratitude,

Jeri A. Milstead and Nancy M. Short

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Janice Kay Lanier, JD, RN, has spent the better part of her nursing career in the health policy arena. Beginning in 1981, when she was selected to participate in the competitive Ohio Legislative Service Commission Internship Program, her involvement in public policy has taken her in many different directions. Working for three state senators and staffing the Ohio Senate health committee for a year gave her a look at the inner workings of the legislative process and its players. That year convinced her of how important policymaking is to nurses and the nursing

profession, so she became the director of government affairs for the Ohio Nurses Association (ONA). During her 25-plus years as a lobbyist and consultant on behalf of nursing, she was at the forefront of many initiatives, including recognition of advanced practice nursing and efforts to enact safe staffing legislation in Ohio. She also served as associate executive director of the Ohio Board of Nursing, which provided an opportunity to be involved in the regulatory side of policymaking. In 2008, she ran unsuccessfully for the Ohio House of Representatives—an experience that offered her insights into yet another aspect of public policymaking. Currently, she teaches health policy to graduate nursing students at The Ohio State University, chairs the ONA Health Policy Council, and serves on the Ohio Association of Advanced Practice Nurses Full Practice Authority Committee. She has received numerous awards in recognition of her advocacy efforts at the local, state, and national levels. Ms. Lanier earned a JD and BA in political science from The Ohio State University and a diploma from St. John's Hospital School of Nursing.

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Dr. Milstead has been honored with the Mildred E. Newton Distinguished Educator award (OSU College of Nursing Alumni Society) and membership in the Cornelius Leadership Congress (ONA's "most prestigious" award), named a Local Nursing Legend by the Medial Heritage Center at OSU, and placed in the Ohio Senior Citizens Hall of Fame and the Washington Court House (Ohio) School System Academic Hall of Fame. She was named a "Transformer of Nursing and Health Care" (OSU CON Alumni Association) and a "Pioneer" in distance education and a career achievement award (Utah); she also received the Creative Teaching Award (Duquesne University) and two political activism awards. From 2005 through 2008, she was appointed to the Toledo-Lucas County Port Authority, where she chaired the port committee and was a member of a trade delegation to China. She has conducted research or consultation in the Netherlands, Jordan, Nicaragua, and Cuba.

Dr. Milstead holds a PhD in political science with majors in public policy and comparative politics from the University of Georgia; an MS and BS, cum laude, in nursing from The Ohio State University; and a diploma from Mt. Carmel Hospital School of Nursing, where she is a Distinguished Alumna and current member of the board of trustees.

J. D. Polk, DO, MS, MMM, CPE, FACOEP, is chief health and medical officer of the National Aeronautics and Space Administration (NASA) located in Washington, D.C. He is the former dean of medicine at Des Moines University (Iowa) College of Osteopathic Medicine. Prior to that, Dr. Polk was the assistant secretary (acting) for health affairs and chief medical officer of the U.S. Department of Homeland Security (DHS), assuming this post after serving as the principal deputy assistant secretary for health affairs and deputy chief medical officer. Before coming to DHS, Dr. Polk was the chief of space medicine for the NASA Johnson Space Center in Houston, Texas. He has also served as state emergency medical services medical director for the state of Ohio and chief of Metro Life Flight in Cleveland, Ohio. He has served on the board of directors for the Red Cross of Greater Iowa, the board of directors of ChildServe of Iowa, the board of trustees for the American

Public University System, the board of directors of the American Association for Physician Leadership, and has been a member of the American Osteopathic Association's Commission on Osteopathic College Accreditation. Dr. Polk is a fellow of the American College of Osteopathic Emergency Physicians and an associate fellow of the Aerospace Medicine Association.

Dr. Polk is well published in the fields of emergency medicine, disaster medicine, space medicine, and medical management. He is a clinical associate professor of emergency medicine at the Edward Via College of Osteopathic Medicine and affiliate associate professor and senior fellow in the School of Public Policy at George Mason University. He has received numerous awards and commendations, including citations from the Federal Bureau of Investigation, White House Medical Unit, Association of Air Medical Services, and U.S. Air Force, and has received the NASA Center Director's Commendation, the NASA Exceptional Service Medal, the National Security and International Affairs Medal, and the NASA Exceptional Achievement Medal.

Dr. Polk received his degree in osteopathic medicine from A. T. Still University in Kirksville, Missouri. He completed his residency in emergency medicine with the Mt. Sinai hospitals via Ohio University and completed his training in aerospace medicine at the University of Texas Medical Branch. He is board certified in both emergency medicine and aerospace medicine. Dr. Polk holds an MS in space studies from the American Military University, a master's degree in medical management from the University of Southern California's Marshall School of Business, and a master's certificate in public health from the University of New England.

Dorothy Lewis Powell, EdD, MS, ANEF, FAAN, is professor emeritus of nursing and associate dean at Duke University School of Nursing, where she founded the Office of Global and Community Health Initiatives (OGACHI). OGACHI is responsible for the development of short-term study-abroad programs across several continents for undergraduate and graduate students. She has been a dean and associate dean of nursing in higher education for more than 47 years.

Throughout her professional life, Dr. Powell has been engaged in policy-oriented endeavors, including a commitment to the poor and underserved, particularly the homeless. She has secured grants in excess of \$10 million, including funding that established a nurse-managed clinic for the homeless and the acclaimed Nursing Careers for the Homeless People project in Washington, D.C. She has held local and state-level positions through the American Nurses Association, the American Association of Colleges of Nursing, as a fellow in the American Academy of Nursing, and the NLNAC Academy of Nursing Education. For a number of years, she was a member of the advisory committee for *Partners Investing in Nursing's Future*, Robert Wood Johnson Foundation, and on several Department of Health and Human Services councils. She has represented professional nursing education associations before Congress and participated in a variety of policy-advocacy conferences and meetings. Since her retirement in 2014, she has become actively involved in politics at the local and state levels, serving as precinct chair and chairman of the Durham County African American Caucus.

Dr. Powell has traveled to 47 countries conducting projects, training students, serving as a consultant, studying, planning and hosting conferences, and engaging in leisure-time activities. She has a host of current and former mentees who are

excelling in practice, education, research, and policy. Dr. Powell earned an EdD in the administration of higher education from the College of William and Mary, Williamsburg, Virginia, with further study in higher education in the School of Education at Harvard University; an MS in maternal-infant nursing from Catholic University of America, Washington, D.C.; and a BSN from Hampton University (Hampton, Virginia).

Leslie Sharpe, DNP, FNP-BC, is a clinical assistant professor at the University of North Carolina at Chapel Hill (UNC-CH) School of Nursing. She serves as the lead provider and manager of Sylvan Community Health Center in North Carolina. Dr. Sharpe facilitated the opening and ongoing growth of this school-based community health center with the goal of increasing access to health care. Her faculty role with UNC-CH School of Nursing includes establishing innovative faculty practice settings in underserved communities. She educates nurse practitioners and nurses about actively engaging in advocacy efforts related to health policy and improving the health of North Carolinians. As chairperson of the North Carolina Nurses Association's Nurse Practitioner Council Executive Committee from 2011 to 2014, she represented nurse practitioners at state legislative political events and educated legislators and other stakeholders in health care about advanced practice registered nurse issues. She currently serves as the NP PAC treasurer. One of her passions is serving as a mentor for nurse practitioners in the legislative and advocacy arena; as such, she facilitates a "leadership circle" of local APRNs in the North Carolina Research Triangle area. Dr. Sharpe completed her DNP at Duke University.

Nancy Munn Short, DrPH, MBA, RN, FAAN, is associate professor at Duke University School of Nursing in Durham, North Carolina, where she has been on faculty since 2003. From 2002 to 2006, she served as an assistant dean at the school. Dr. Short received the School of Nursing's Distinguished Teaching Award in 2010 and the Outstanding DNP Faculty award in 2010, 2011, 2013, 2015, 2016, and 2017 (the DNP program began in 2009). She teaches health policy, comparative international health systems, transformational leadership, and health economics. In 2009, she was recognized as an Arnold J. Kaluzny Distinguished Alumnus by the School of Public Health. Dr. Short completed a postdoctoral fellowship as a Robert Wood Johnson Foundation Health Policy Fellow from 2004 to 2007. As a part of this fellowship, in 2005, she served as a health legislative aide for the U.S. Senate Majority Leader Bill Frist. With Darlene Curley, she served as co-chair of an AACN think tank charged with making recommendations to the board regarding ways to improve health policy education for nurses.

Dr. Short is nationally known as an advocate for public health. She has provided consultation to the University of North Carolina (UNC) Public Health Management Academy, the UNC Institute for Public Health on international issues related to distance learning, and the Johnson & Johnson Nurse Leadership Program at Duke. She is a fellow in the American Academy of Nursing.

Dr. Short served as a member of the Durham County (North Carolina) Board of Health. In 2014, she completed a two-year tenure on the board of directors of the National Association of Local Boards of Health, where she specialized in the development of performance standards for the approximately 3,000 boards of

health in the United States. Under the auspices of the U.S. Department of State, she delivered leadership and quality management training to a bicommunal (Turk and Greek) program for nurses in Cyprus.

Dr. Short earned a doctor of public health degree with a major in health policy and administration at the University of North Carolina's Gillings School of Global Public Health and an MBA and BSN from Duke University.

