CONTENTS

Foreword ................................................................. ix
Acknowledgments ......................................................... xi
Introduction .............................................................. xiii
About the Editors ......................................................... xvii
Contributors ............................................................. xix

Chapter 1: Defining Public Health: Historical and Contemporary Developments ........................................... 1
    Lloyd F. Novick, Cynthia B. Morrow

    Defining Public Health ............................................. 1
    Early Collective Action in Great Britain and the United States ......................................................... 5
    Social and Environmental Factors and Organized Public Health Action ........................................... 8
    The New Public Health Impact of Bacteriology ..................................................................................... 11
    Accomplishments of Public Health in the 20th Century ..................................................................... 12
    Public Health in the 21st Century ....................................................................................................... 14
    The Contemporary Concept of Health: The Basis for Action ............................................................. 16
    Population-Based Prevention Strategy: Theory into Action ............................................................. 26

Chapter 2: A Framework for Public Health Administration and Practice ............................................... 35
    Lloyd F. Novick, Cynthia B. Morrow

    Public Health Functions ............................................. 35
    Core Public Health Functions ..................................... 37
    Health Care Reform and Public Health ....................... 39
    Essential Health Services .......................................... 41
    Core Functions and Essential Health Services: Implementation ..................................................... 49
    The Future of the Public’s Health ................................. 51
    National Health Objectives ........................................ 53
    Public Health Infrastructure ....................................... 56
    Governmental and Nongovernmental Aspects of Public Health ....................................................... 59
    A Community Perspective .......................................... 61
    Medicine and Public Health ........................................ 63

Chapter 3: Organization of the Public Health Delivery System ......................................................... 69
    Glen P. Mays

    Governmental Public Health Organizations .................. 70
    Nongovernmental Public Health Organizations ............. 106
    Interorganizational Efforts in Public Health ................. 111

Chapter 4: Public Health Law .............................................. 127
    Lawrence O. Gostin

    A Theory and Definition of Public Health Law ............. 128
    Public Health in the Constitutional Design .................... 130
Federal Public Health Powers .......................................................... 133
The Modern Public Health Agency .................................................. 137
Public Health Law Reform ............................................................... 141
The Future of Public Health Law ..................................................... 146

Chapter 5: Ethics in Public Health Practice and Management .......... 149
   Ruth Gaare Bernheim
What Is Ethics? ............................................................................ 150
Approaches to Ethics in Public Health ............................................. 151
With Whom to Partner? ................................................................ 153
Ethical Analysis in Public Health Practice ...................................... 154
Newborn Screening and Parental Consent ...................................... 157

Chapter 6: Legislative Relations in Public Health ......................... 161
   Stephanie A. Kennan
Overview .................................................................................... 161
The Federal Budget Process ............................................................ 162
The Appropriations Process and Health Programs ......................... 166
Creating Health Programs—Authorizing Committee Jurisdictions ... 169
How a Bill Becomes a Law—Really ............................................... 170
Legislation and Regulation ............................................................. 171
The Department of Health and Human Services ......................... 174
Bioterrorism Preparedness Functions of the HHS ......................... 177
Block Grants and Funding Programs .............................................. 177
Medicaid ..................................................................................... 179
Long-Term Care .......................................................................... 180
State–Federal Interface in Public Health ......................................... 181
State Legislation ........................................................................... 183
The Role of Advocates .................................................................. 184

Chapter 7: Financing the Public’s Health ................................. 189
   Perri S. Leviss
Why Look at Public Health Financing? .......................................... 190
Public Health Verses Personal Health Expenditures ................. 191
History of Public Health Financial Data Collection .................. 192
Benefits and Challenges in Collecting Public Health Finance Data 199
Organization of Public Health Financing ...................................... 201
Key Financial Operations in LHDs .................................................. 210
Expenditure and Revenue Monitoring .......................................... 213
Revenue Generation .................................................................... 213
Public Health Financing Challenges ............................................ 214
Information Technology Innovations .......................................... 219

Chapter 8: The Public Health Workforce ................................. 225
   Margaret A. Potter, Kristine M. Gebbie, Hugh H. Tilson
Who Are Public Health Workers? .................................................. 225
How Many and What Kind of Workers Are Needed? ................. 243
How Many and What Kind of Workers Are There Now? .......... 245
What Strategies Can Enhance Workforce Capacity? .................. 248
Considerations for the Future of the Public Health Workforce .... 252
Chapter 9: Human Resources Management .................................................. 261
Janet E. Porter, Tausha D. Robertson, Lee Thielen
Workforce Planning ..................................................................................... 262
Job Analysis and Job Description ............................................................... 264
Recruitment ................................................................................................ 265
Selection of Applicants ................................................................................ 267
Socialization and Motivation ..................................................................... 270
Training and Development ....................................................................... 272
Coaching and Performance Appraisal ....................................................... 274
Transfer, Promotion, and Termination ......................................................... 276
Personnel Policies ..................................................................................... 277

Chapter 10: Leadership for Public Health .................................................... 281
Tausha D. Robertson, Claudia S. P. Fernandez, Janet E. Porter
The Nature vs. Nurture Debate .................................................................. 282
Essential Skills and Competencies for Public Health Leadership ............. 282
Situational Leadership .............................................................................. 283
Management vs. Leadership ..................................................................... 285
Transformational Leadership ..................................................................... 288
Measuring Leadership Growth and Development ..................................... 289
The Importance of Mentoring ................................................................... 292

Chapter 11: Public Health Data Acquisition ................................................ 297
C. Virginia Lee
Historical Perspective on Data Collection .................................................. 298
Present National Uses of Data .................................................................... 299
Federal Sources of Data ............................................................................ 300
State Sources of Data ................................................................................ 314
Local Sources of Data ................................................................................ 317
Other Sources of Data ................................................................................ 319
Using the Internet to Access Data Sources ................................................. 322
Issues in Data Interpretation ..................................................................... 322
Legal Issues Regarding Data Release and Security ................................... 324

Chapter 12: Geographic Information Systems for Public Health ............... 329
Alan L. Melnick
History of GIS in Public Health .................................................................. 329
Features of GIS ........................................................................................ 330
Public Health GIS Applications ................................................................. 333
Lessons Learned and Challenges ............................................................... 339
Getting Started with GIS ......................................................................... 343
Future of GIS and the Role of Public Health Officials ............................... 344

Chapter 13: Using Information Systems for Public Health Administration . . 353
James Studnicki, Donald J. Berndt, John W. Fisher
Contemporary Concepts and Applications ................................................ 354
Information Systems Architecture ............................................................. 359
Sources of Data for Information Systems .................................................. 365
HIS Applications in Public Health Administration .................................... 374
Privacy Issues .......................................................................................... 377
Chapter 14: Public Health Surveillance .......................... 381
Benjamin Silk, Theresa Hatzell Hoke, Ruth Berkelman
Function and Form of Public Health Surveillance Systems .......................... 382
Surveillance System Design and Operations ........................................... 391

Chapter 15: Assessment and Strategic Planning in Public Health .......... 411
Lloyd F. Novick, Cynthia B. Morrow, Glen P. Mays
Definition and Overview of Assessment .................................................. 412
Historical Roots of Public Health Assessment ........................................... 414
The Role of Public Health Organizations in the Assessment Process ............ 418
Public Participation in Assessment ......................................................... 419
Methods Used for Assessment ............................................................... 419
Collaborative Assessment Partnerships ................................................... 429
Strategic Planning ................................................................................. 435
MAPP .................................................................................................. 435
Activities across Organizational Boundaries: The Public Health Systems Approach .............................. 437

Chapter 16: Building Constituencies for Public Health .................. 443
Michael T. Hatcher, Ray M. Nicola
Who Is Public Health’s Constituency? ...................................................... 445
Incentives for Constituency Participation ............................................... 445
Assessing the Effectiveness of Public Health Constituencies ..................... 451
Proven Interventions Improve Health and Build Constituencies ................ 451
Initiating the Constituency Building Process ............................................ 455

Chapter 17: Performance Management: The Evolution of Standards,
Measurement, and Quality Improvement in Public Health ............ 459
Laura B. Landrum, Leslie M. Beitsch, Bernard J. Turnock, Arden S. Handler
The Elements of Performance Management ........................................... 460
Applications Using Public Health Standards ............................................ 473
Critical Issues for Success ................................................................. 480
Accreditation of Public Health Organizations ........................................ 481

Chapter 18: Evaluation of Public Health Interventions ............. 495
Michael A. Stoto, Leon E. Cosler
Evaluation Methods .......................................................................... 496
Economic Analyses ............................................................................. 502
Measurement ....................................................................................... 512
Practical Aspects of Program Evaluation .............................................. 517
Performance Measurement and Improvement Process ....................... 526

Chapter 19: Community-Based Prevention ............................... 545
Elizabeth A. Baker, Ross C. Brownson
Defining Key Terms: Community and Coalition ..................................... 546
Evidence-Based Planning in Community Settings ............................... 549

Chapter 20: Communication and Media Relations ................... 567
Cynthia B. Morrow, Douglas Hirano, Brad Christensen
Communication in Public Health ............................................................ 567
<table>
<thead>
<tr>
<th>Chapter Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building Constituency and Visibility.</td>
<td>573</td>
</tr>
<tr>
<td>Media Relations.</td>
<td>577</td>
</tr>
<tr>
<td>Media Interaction Guidelines</td>
<td>582</td>
</tr>
<tr>
<td>Risk Communication During Public Health Emergencies</td>
<td>584</td>
</tr>
<tr>
<td>Building a Model Public Information Office</td>
<td>585</td>
</tr>
<tr>
<td><strong>Chapter 21: Public Health Education and Health Promotion</strong></td>
<td>589</td>
</tr>
<tr>
<td>Judith M. Ottoson, Lawrence W. Green</td>
<td></td>
</tr>
<tr>
<td>Public Health Education</td>
<td>590</td>
</tr>
<tr>
<td>Health Promotion</td>
<td>608</td>
</tr>
<tr>
<td>Health Promotion Includes Health Education</td>
<td>614</td>
</tr>
<tr>
<td><strong>Chapter 22: Using Marketing in Public Health</strong></td>
<td>621</td>
</tr>
<tr>
<td>Lynne Doner Lotenberg, Michael Siegel</td>
<td></td>
</tr>
<tr>
<td>What Is Marketing?</td>
<td>621</td>
</tr>
<tr>
<td>Why Integrate Marketing into Public Health Practice</td>
<td>623</td>
</tr>
<tr>
<td>Key Marketing Concepts</td>
<td>625</td>
</tr>
<tr>
<td>Challenges of Public Health Marketing</td>
<td>630</td>
</tr>
<tr>
<td>The Marketing Process</td>
<td>635</td>
</tr>
<tr>
<td>Building Marketing Capacity</td>
<td>650</td>
</tr>
<tr>
<td>Using Marketing Approaches on Limited Budgets</td>
<td>651</td>
</tr>
<tr>
<td><strong>Chapter 23: Roles and Responsibilities of Public Health in Disaster</strong></td>
<td>657</td>
</tr>
<tr>
<td>Preparedness and Response</td>
<td></td>
</tr>
<tr>
<td>Linda Young Landesman, Cynthia B. Morrow</td>
<td></td>
</tr>
<tr>
<td>Definitions</td>
<td>658</td>
</tr>
<tr>
<td>History of Public Health's Role</td>
<td>663</td>
</tr>
<tr>
<td>Public Health's Role</td>
<td>664</td>
</tr>
<tr>
<td>What Is Public Health's Responsibility in Disaster Response</td>
<td>665</td>
</tr>
<tr>
<td>Functional Model of Public Health's Response in Disasters</td>
<td>667</td>
</tr>
<tr>
<td>Structure and Organizational Makeup of Disaster Response</td>
<td>671</td>
</tr>
<tr>
<td>Assessment in Disasters</td>
<td>678</td>
</tr>
<tr>
<td>Data Collection</td>
<td>682</td>
</tr>
<tr>
<td>Mental Health Considerations in Disasters</td>
<td>683</td>
</tr>
<tr>
<td>Public Health Aspects of Environmental Services During Disasters</td>
<td>688</td>
</tr>
<tr>
<td>Bioterrorism, Influenza, and Emerging Infectious Diseases</td>
<td>696</td>
</tr>
<tr>
<td>Pandemic Influenza</td>
<td>703</td>
</tr>
<tr>
<td><strong>Chapter 24: Evidence for the Future</strong></td>
<td>715</td>
</tr>
<tr>
<td>Glen P. Mays</td>
<td></td>
</tr>
<tr>
<td>The Role of Research in Public Health Improvement</td>
<td>716</td>
</tr>
<tr>
<td>Intervention Research vs. Systems Research</td>
<td>717</td>
</tr>
<tr>
<td>What Can Be Learned from Public Health Systems Research</td>
<td>718</td>
</tr>
<tr>
<td>Research Opportunities and Priorities</td>
<td>719</td>
</tr>
<tr>
<td>Building Capacity for Public Health Systems Research</td>
<td>720</td>
</tr>
<tr>
<td>Protecting Human Subjects in Public Health Research</td>
<td>721</td>
</tr>
<tr>
<td>Research and the Future of Public Health Systems</td>
<td>722</td>
</tr>
<tr>
<td><strong>Index</strong></td>
<td>725</td>
</tr>
</tbody>
</table>
Public health administrators have many roles. They must hire and supervise personnel who provide services; they must understand the legal, political, and economic climate in which their organizations develop new programs, evaluate existing programs, and make the case for programs to an increasingly attentive constituency; and they must administer a budget to pay for these efforts. *Public Health Administration: Principles for Population-Based Management* provides the tools with which to think through and act on these responsibilities. The information provided in this text is both practical and fully informed by the theory, history, and context of each of its subjects. In the six years since the publication of its first edition, *Public Health Administration* has become essential reading for anyone concerned with improving public health practice.

Today, the U.S. Public Health System is part of a worldwide movement to control and improve the quality of public health services. This movement has several features rooted in business practices: customer service, decentralization, privatization, collaboration, innovation, an entrepreneurial organizational culture, and accountability for results. This movement suggests that public managers devolve authority, plan programs as if they were business ventures, measure performance, innovate, partner, negotiate, contract, and meet “customer” demands, however those are defined. In the light of this systematic reimagining of how public health should operate, public health leaders and managers must constantly negotiate between traditional responsibilities and demands compelled by a new understanding of governmental quality control.

This movement is occurring within the context of a complex array of trends affecting the United States today. These trends include changes in the make-up of the U.S. population; changes in health services delivery and financing; and global political, economic, and environmental developments. Many of these trends are national in scope, yet their effects vary substantially at regional and local levels. Other trends are specific to individual localities and regions, and the political and economic forces that operate within these areas. Every trend affects an administrator’s job in multiple ways. A downturn in the economy, for example, increases the number of uninsured or underinsured people a public health agency may be asked to serve; it affects the types of services the agency will be asked to offer as more people use it for their primary care needs; it affects morale in the public health workforce as its members are asked to do more with less; and it makes federal funding of
state and local public health programs more fragmented and precarious (thus necessitating the type of entrepreneurial management described above).

Public Health Administration gives public health leaders and managers the tools with which to translate what we know and think about public health administration into what we do every day. The pages of this text deal with every aspect of an administrator’s responsibilities, defining terms, setting the issues in their historical and political contexts, and giving concrete advice that will help administrators just beginning their tenure as well as seasoned public health professionals facing new challenges or a changing landscape. While much attention has been paid, with good reason, to the need to provide greater access to formal public health training for the public health workforce, less has been paid to systematically providing training in management principles and methods to its leaders and managers. This text helps fill that gap.

We are treated in these pages to an array of writers, both knowledgeable and experienced in the topics they take on. The editors themselves have focused much of their professional attention on improving the public’s health through prevention and, in the case of Dr. Morrow, through activity in bioterrorism preparedness and in developing plans for control and prevention of communicable diseases. Dr. Novick, both in his scholarship and in his years practicing the type of management and leadership this book describes, has been instrumental in moving the profession toward a practical and evidence-based approach to public health. In the 1990s, he chaired The Council on Linkages between Academia and Public Health Practice, and was a consultant to the Task Force on Community Preventive Services. The Guide to Community Preventive Services stems from that effort, a seminal resource for researchers, policy makers, and public health leaders needing to know what works and what doesn’t when planning public health interventions. Public Health Administration applies the same type of expertise and insight to managing the people, money, and data that make public health interventions happen.

The assumption behind Public Health Administration is that nothing to which public health professionals aspire—no programs or interventions designed to improve and protect the health of the population—can happen without competent, effective leadership. And administration is the means by which effective leadership is translated into effective action. This text helps bring about that translation. It represents an important tool for improving the quality of public health service as it is practiced in every corner of the nation, now and in the decades to come.

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LFN, CBM, GPM
INTRODUCTION

Major events and advances in population health management have reshaped public health practice since the publication six years ago of the first edition of *Public Health Administration: Principles for Population-Based Management*. The field of public health is undergoing remarkable change necessitating the integration of new content throughout this second revision. Public health administration will continue to evolve in response to new challenges and technologies. The population-based approach, the hallmark of public health activities, will retain its importance in future efforts to improve the health of communities.

One area of increased emphasis since the publication of the *First Edition* is the imperative to reduce potentially preventable chronic diseases associated with health behaviors that are influenced by environmental and community factors. The growing “epidemics” of obesity and Type 2 diabetes are health threats that may even reverse progress in extending life expectancy.

Clearly, however, the greatest change to public health occurred after the terrorist attacks of September 11, 2001. These events redefined the role of public health. The ensuing emphasis on preparedness against such terrorist attacks highlighted the role of public health as a “first responder” and a member of the team planning for long-term protection and reduction of hazards to communities. The term “public health infrastructure” came into popular usage to emphasize the need for a basic public health capacity for all communities and to justify the investment of federal and other resources. This infrastructure is to provide protection not only against terrorism (most notably bioterrorism) but for any emerging infectious diseases.

Controversy has accompanied the new preparedness focus of the public health agenda. Does an emphasis on terrorism preparedness reduce investment and dilute commitment to other vital functions? While this has indeed occurred, the influence of the new priority of preparedness and the accompanying allocation of funds for that purpose have resulted in major changes for the field which are described in detail in this new edition. The stimulus engendered by bioterrorism has expanded to the threats of emerging disease and natural disasters. The rapid geographic expansion of West Nile Virus infection in the United States, Severe Acute Respiratory Disease (SARS), and the specter of pandemic flu have become concerns since the publication of the *First Edition*. 
Similarly, devastating natural disasters, such as the 2004 tsunami and Hurricane Katrina in 2005, have had a major impact on the health of the public. The tsunami was one of the deadliest international disasters ever recorded. Katrina caused the largest displacement of individuals of any disaster ever experienced in the United States. Many of the displaced individuals were impoverished, further emphasizing the public health consequences of this event. The chapters on surveillance, communication, informatics, disasters, public health law, and ethics in this new edition reflect the necessary related changes and advances in public health practice.

The chapters on law and ethics have substantially added content on quarantine and other issues related to public health emergencies. Quarantine, which was not employed throughout most of the 20th century, is now an integral part of preparedness planning. The need for updated laws and regulations related to isolation and quarantine became evident when concerns about the potential for smallpox, hemorrhagic viral fevers, and SARS surfaced. For example, in New York State regulations enabling communicable disease control, including authorization for quarantine, were revised to specifically include these conditions. The Model State Emergency Health Powers Act is described in this text with the basic provisions for preparedness, surveillance, management of property, protection of persons, and public information.

The chapter on surveillance is likewise influenced in part by the new priority of preparedness with the advent of syndromic surveillance and investment of federal preparedness resources that have contributed to electronic disease reporting. Other major changes in this Second Edition include more attention to sentinel disease reporting. Emphasis on the problems of chronic disease has led to more content in the surveillance of these conditions and the ascertainment of associated behavioral risks in communities.

Surveillance is one of a series of linked and updated contributions to the acquisition of public health information found in this new edition. The chapter on data updates progress on Healthy People 2010. Another information related chapter is on geographic information systems where recent advances are described, not only in newer technology, but in applications in the areas of environmental hazards, exposure assessment, and substance abuse. The chapter on health information systems provides the comprehensive view of health information and its management, providing contemporary concepts on the organization of the most effective systems and the latest technologies available for this purpose. HIPAA and its influence on patient health data and its automated transfer are covered in this chapter.

The Community Health Assessment chapter emphasizes the value of the relatively new tool of state web-based data queries. Of high importance is the development of a process for inventorying and prioritizing community health needs leading to planning for community health improvement. MAPP (Mobilizing for Action through Planning and Partnerships), developed by the National Association for County and City Health Officials (NACCHO), is a major development in this area and a required modality for all departments of health. The term strategic planning has been added to the former title of the community health assessment chapter highlighting both the importance of community participation in planning and the close linkage with assessment of health problems and needs.

Two major aspects of public health practice, described in the First Edition, have made remarkable progress and are now treated at length in this new
edition. These are accreditation of public health agencies and credentialing of the public health workforce. Often the distinction between these two major terms is misunderstood. Accreditation refers to the local public health agency (there is also movement to accredit state health departments) and is associated with performance measurement of these departments detailed in the chapter on that subject. Credentialing is applied to the public health professional or worker and is based on competencies. The revised chapter on public health workforce, the public health system’s most essential resource, provides considerable insights and detail in this area. Clearly, these two elements are related and linked to an adequate public health workforce and capacity of the public health agency.

There have also been notable changes in the organization of public health agencies at the state, local, and federal levels since the initial publication of this text. Changes in local public health departments are described with the recently available NACCHO survey. Regionalization is identified as an important trend in the operation of local health departments. Reorganization of state health departments and agencies within the United States Department of Health and Human Services, including the Centers for Disease Control and Prevention, are included.

Chapters on Community-Based Prevention, Health Education and Promotion, and Public Health Marketing provide updated information on population-based strategies, such as those provided by the Task Force on Community Preventive Services. These chapters focus on developing population-based interventions to influence health behaviors that contribute to the leading causes of morbidity and mortality. Similarly, the chapter on Building Constituencies for Public Health provides updated information from knowledge gained by the Turning Point initiative and other projects. The chapter on legislation also has added content on working at state and local levels including constituents and emphasizes the role of advocacy. The chapter “Financing the Public’s Health” includes recent information, not previously published, on the activities of state and local jurisdictions in this area. The chapter on evaluation adds an entirely new section on economic analyses including cost-minimization, cost-effectiveness, cost-utility, and cost-benefit methods.

Entirely new chapters in human resources administration and leadership for public health have been contributed by authors associated with the North Carolina Institute for Public Health of the University of North Carolina School of Public Health.

A final development worth noting is the progress toward evidence-based practice in public health and the growing body of evidence produced through the field of public health systems research. Historically, public health research has been viewed solely as an activity of the academic and scientific communities, but more recently, growing numbers of public health agencies and professionals are participating in practice-based research activities in order to learn better ways of organizing, financing, and delivering services. A new chapter on this topic highlights the progress to date and the opportunities and challenges faced by public health administrators who engage in the research enterprise.

Public health practitioners have the opportunity to work in exciting times. Public health practice has achieved increased recognition since the First Edition in efforts for preparedness against a possible bioterrorist threat,
SARS, and now pandemic flu. Efforts need to be redoubled to achieve similar recognition and action to counter threats from chronic disease to our nation’s continued improvement in health. A recent series in the New York Times pointed out the futility of high technology and pharmaceutical interventions for the growing incidence of Type 2 diabetes as opposed to investing in preventive and public health interventions. There are currently 20.8 million people in the United States with diabetes. “Unless something is done to prevent it, diabetes will result in 35 million heart attacks, 13 million strokes, 6 million episodes of renal failure, 8 million instances of blindness or eye surgery, 2 million amputations, and 62 million deaths for a total of 121 million serious diabetes-related adverse events in the next 30 years.” The public health approach, outlined in this edition, to addressing health needs of populations is best suited to confront both present and future challenges.

References


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