A knowledge synthesis method to effectively inform decision makers about public policies

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National Collaborating Centre for Healthy Public Policy (NCCHPP)

Our mandate

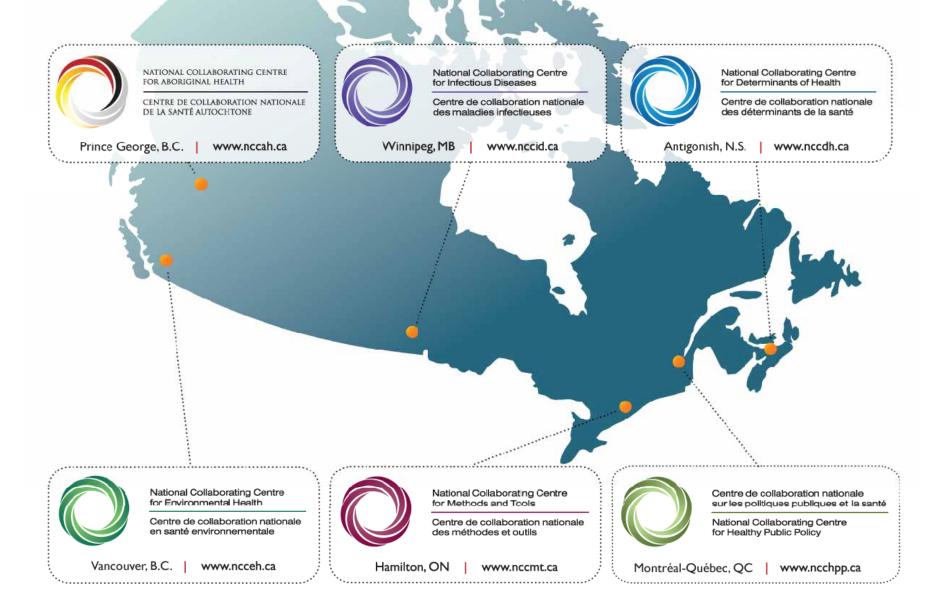
Support public health actors in their efforts to promote healthy public policies

Our areas of expertise

- Health impacts of policies
- Methods for analyzing policies
- Intersectoral actors and mechanisms
- Strategies to influence policy making



The National Collaborating Centres for Public Health



Imagine the following scenario...

The government wants to act to combat obesity and is asking the following question:

What are the most effective policies for addressing obesity?

You have been asked to produce a knowledge synthesis to inform their decision...

In 2005, the NCCHPP was given a dual mandate

- Produce a knowledge synthesis aimed at identifying public policies that seem to be effective at addressing obesity
- 2. Document **the methodological issues** associated with this exercise

But what exactly is a "public policy"?

The quest for a definition

- No agreed upon definition
- NCCHPP: "A strategic action led by a public authority in order to limit or increase the presence of certain phenomena within the population"
 - > Definition focused on action
 - But a public policy can also be a statement that defines a public problem and formulates a response in terms of objectives and actions
 - ➤ Public authority:

Any government at the federal, provincial, regional or municipal level

But what exactly is a "knowledge synthesis"?

Definition by CIHR (2010)

"The contextualization and integration of research findings of individual research studies within the larger body of knowledge on the topic. A synthesis must be reproducible and transparent in its methods, using quantitative and/or qualitative methods"

Different types of syntheses (CIHR, 2010)

- Systematic reviews (e.g., Cochrane Collaboration)
- Meta-analyses
- Narrative syntheses
- Scoping reviews
- Realist syntheses
- Etc.

Why a specific method applicable to public policies?

A policy is not a simple intervention

- Applied at the population level
- The decision maker is a public authority who is accountable

Beyond effectiveness

Policy makers are interested in implementation issues

Beyond the literature

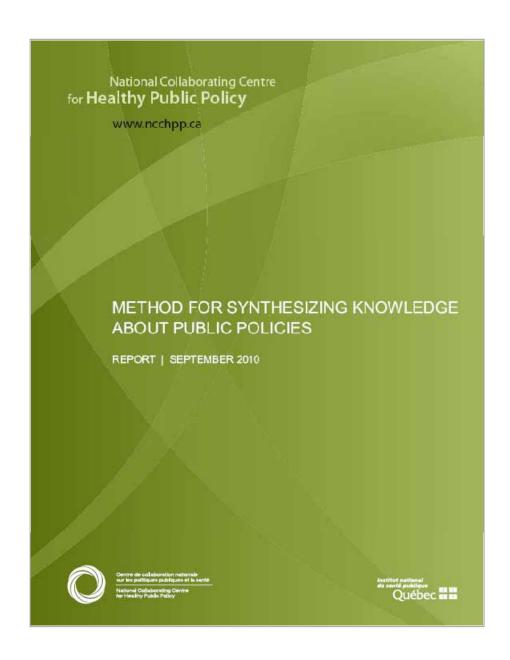
- Sometimes few studies have been published
- Need to contextualize the data

Five principles guiding our reflection

- 1. Methodological rigour
- 2. Political relevance
- 3. Broadened conception of evidence
- 4. Flexibility The best is the enemy of the good
- 5. "Honest broker" (Pielke, 2007)

Some sources of inspiration

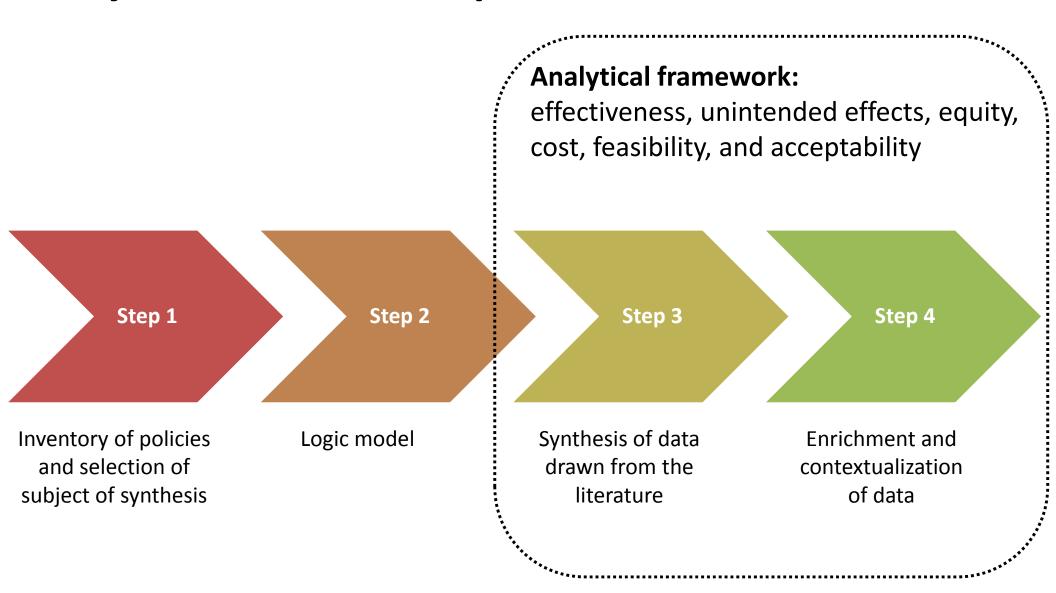




Available at:

http://www.ncchpp.ca/docs/MethodPP_EN.pdf

A synthesis in four steps



Each element can also be used by itself

Step 1.

Inventory of options and choice of policy



Instead of deciding in advance that the synthesis will focus on this or that public policy...

... start with the targeted health problem and identify the range of policies proposed for addressing it

E.g.: "What can the government do in the area of nutrition to prevent obesity?"

- Regulation of advertising that targets children
- Nutrition labelling
- Taxing junk food
- Setting up public markets
- ...

How to compile the inventory? Preliminary exploration of the literature

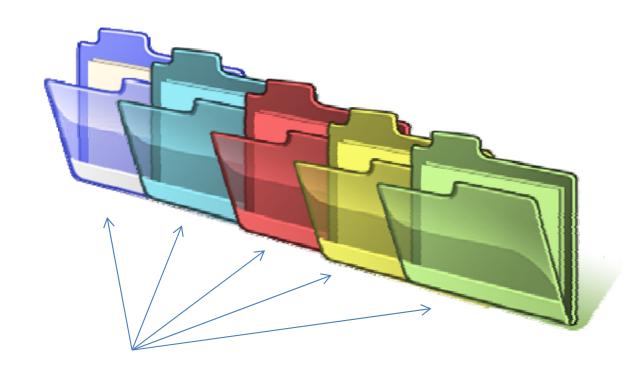
Grey literature

- Websites of organizations interested in the targeted health problem:
- Governments and NGOs
- Public health and other concerned sectors
- Your province, Canada, international

Scientific literature

- Websites that inventory systematic reviews
- Optional: preliminary exploration of databases

If resources are available: study several of the policies proposed to address the health problem



Knowledge synthese**S**

But often, it is only possible to explore one option

From among all the proposed options, how do you choose the one that will be the subject of the knowledge synthesis?

Who chooses?

The decision maker/commissioner of the synthesis

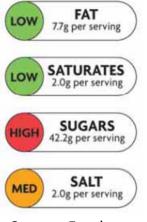
Negotiation between the decision maker and yourself

Yourself: complete autonomy

Selection criteria	Advantages	Limitations
Convenience Ease of producing the synthesis (including: accessibility of data)	Saves time, money and energy	Lack of rigour
Predetermined criteria E.g.: the policy should be low-cost, or socially acceptable, or equity-focused, etc.	Prioritizes a criterion that is of interest	Neglects promising options that do not fit the criterion
Political importance The public policy is on the discussion agenda	Relevance of the synthesis to stakeholders	Neglects promising options that are not already on the political agenda
A policy that has been successful in another jurisdiction	Promising option	Must be contextualized +++
SEVERAL SYNTHESES Maximum variation E.g.: from the least to the most coercive policy	Informative for policy makers	Cost of producing several syntheses

E.g.: "What can the government do in the area of nutrition to prevent obesity?"

- Regulation of advertising that targets children
- Nutrition labelling
- Taxing junk food
- Setting up public markets
- ...



Source: Food Standards Agency © Crown copyright

Nutrition Facts Per 125 mL (87 g)				
Amount		% Da	ily Value	
Calories 80)			
Fat 0.5 g			1 %	
Saturated + Trans 0			0 %	
Cholestero	l 0 mg			
Sodium 0 r	ng		0 %	
Carbohydr	ate 18	g	6 %	
Fibre 2 g			8 %	
Sugars 2	g			
Protein 3 g				
Vitamin A	2 %	Vitamin C	10 %	
Calcium	0 %	Iron	2 %	

Source: Health Canada

Predetermined criteria:

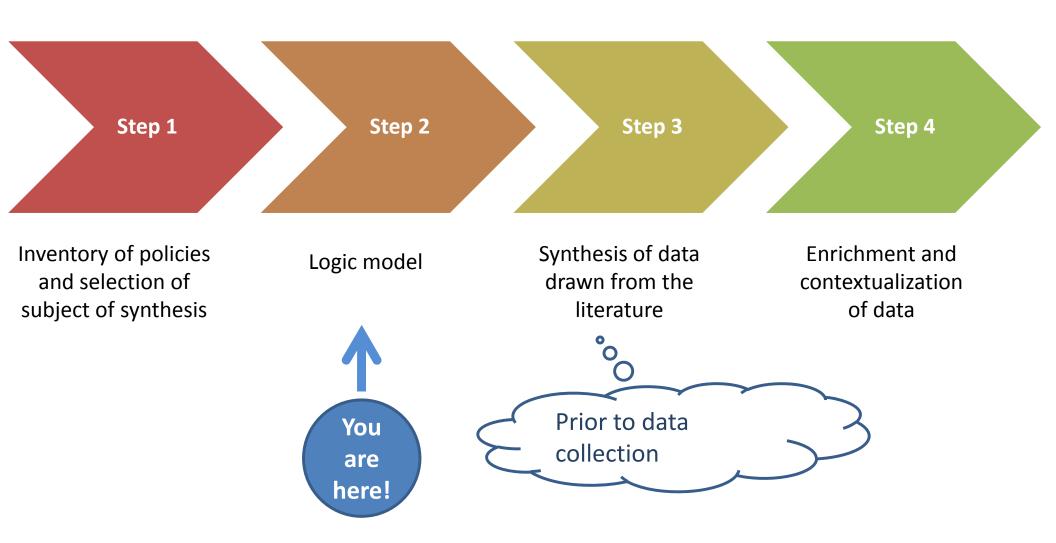
Marginally effective, but low-cost?
Minimally coercive

Political importance: is on the discussion agenda

Step 2.

The logic model

A synthesis in four steps



Logic Model



How many of you have heard of logic models? How many have used one?

- Many terms...
 - logic model, theoretical model, theory of change, conceptual framework, logical framework, etc.
- ...and they are assigned different meanings e.g., logic models for Ontario Public Health Standards
- We do not wish to enter into these debates
 What is important = understanding the proposed way of proceeding

Usually:

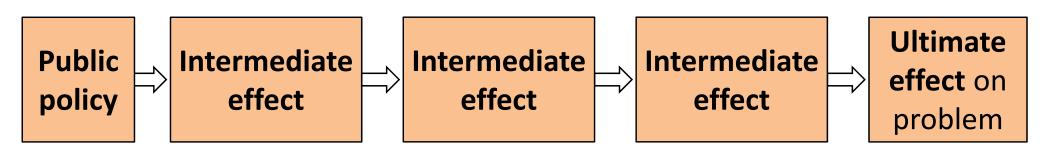
- A public policy is proposed as a means of obtaining a desired effect
- But the intervention logic (mechanism of action) is not made explicit



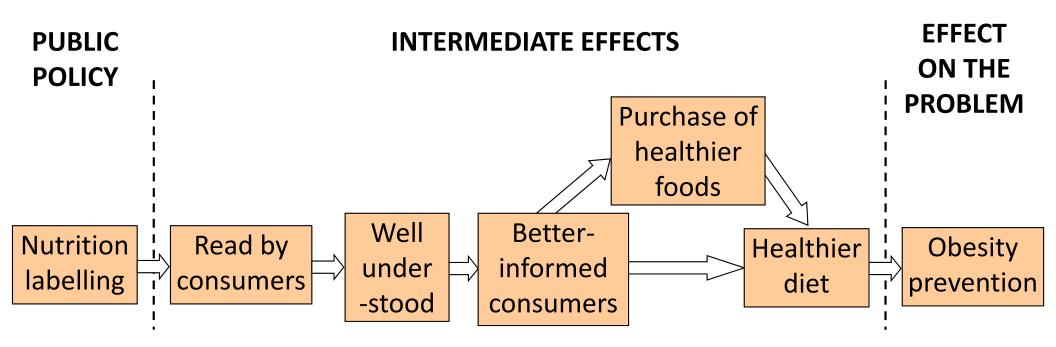
Detail the intervention logic

Deconstruct the chain of expected effects between the public policy and the problem targeted

(Champagne et al., 2009; Weiss, 1998)



Example: Nutrition labelling



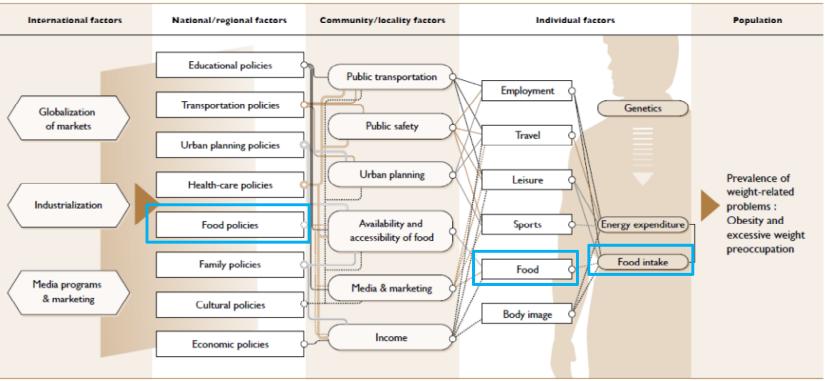
The logic model is not...

... a *causal* model:

santé publique du Québec.

 Does not represent all the causes of the targeted problem, only those targeted by the policy under study

Example: Causal web for obesity



Source: Groupe de travail provincial sur la problématique du poids (inspired by work carried out by the International Obesity Task Force), 2004, p. 12.

The logic model is not...

... proof of causality:

- It represents the *theory* of how the public policy should produce its intended effects
- Data collection will indicate whether this proves true in reality

Contribution of logic model

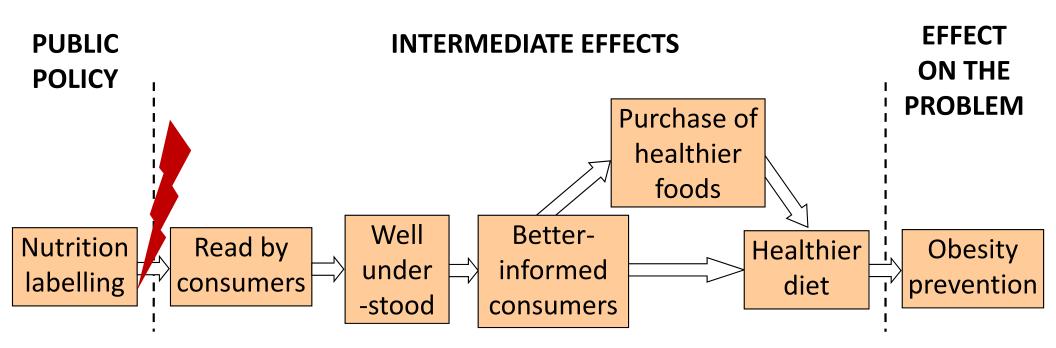
- 1. Define the subject of the knowledge synthesis
 - Too complex a model = confusion among several policies?

To be able to manage the data gathered:

Narrow down the subject of study until there is a single mechanism of action

- 2. Plausibility of the intervention logic?
 - If plausibility is weak: not worth pursuing
- 3. Examine effectiveness step by step
 - Identify what is more or less likely to succeed (effectiveness gaps), to be verified during data collection If there is a significant gap upstream: not worth pursuing

Example: Nutrition labelling



In a population whose majority is of low literacy or illiterate, this public policy would be ineffective from the start.

Contribution of logic model (cont'd.)

4. Guide data collection

- Relevant intermediate effects to document
- Interesting, because data on ultimate effects of public policies are scarce

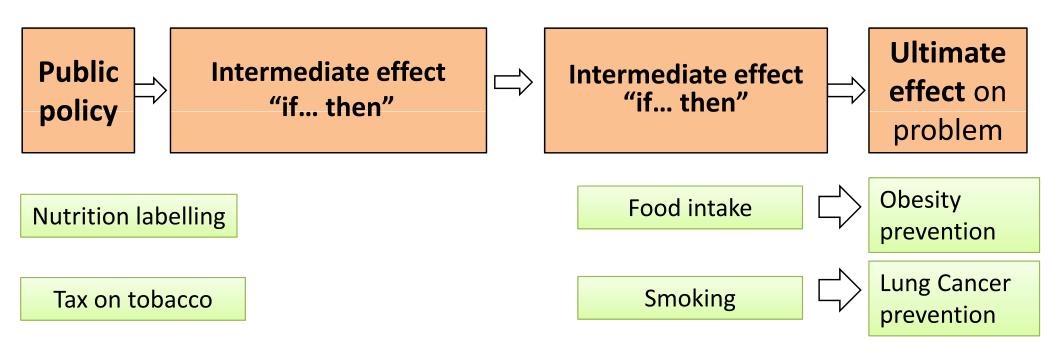
5. Strengthen the assumption of causality As opposed to simply correlating policy and ultimate effect

6. Structure the synthesis (the report)

- In the chapter synthesizing the effectiveness data: a sub-section for each intermediate effect
- Useful as a guide to decision making and action



Constructing a logic model



- Suggestion: Start by noting the "last" intermediate effect
 - Generally the most well-known in the field of public health



Constructing a logic model

- Reflection based on:
 - knowledge gathered during preliminary exploration of the literature
 - (as needed) consultation with experts
 - simple reasoning
- Variable number of steps
- One path or many
- == Simplicity ==
 - Key to establishing an appropriate level of precision: will additional detail be helpful to you when you plan your data collection?



Constructing a logic model (cont'd.)

- No "right answer"
- Tool to guide reflection
- Iterative construction
 - Prior to data collection
 - During: rework model based on data found

Exercise The logic model

Imagine the following scenario...

You are called to a meeting.

You are informed that the Minister of Health is concerned about the consumption of energy drinks by young people.



Energy drinks

(Dubé et al., 2010; Plamondon, 2011)

- Consumption observed among young people in high school or college
- Health risks:
 - Caffeine (main active ingredient):
 - Excessive consumption => undesirable effects ranging from nausea to heart arrhythmia
 - Addiction / Withdrawal symptoms => depleted energy, drowsiness, depressive mood, difficulty concentrating, headache, irritability, etc.
 - Children and adolescents: group sensitive to the effects of caffeine
 - Association with alcohol: masks feelings of drunkenness => may lead to greater consumption of alcohol and risky behaviour
 - Sugar (regular consumption): negative impact on dental health and body weight

Energy drinks

(Dubé et al., 2010; Plamondon, 2011)

Marketing practices:

- Sold along with other sugary drinks
- "beneficial" effects over-emphasized / undesirable effects eclipsed
- Themes that attract young people

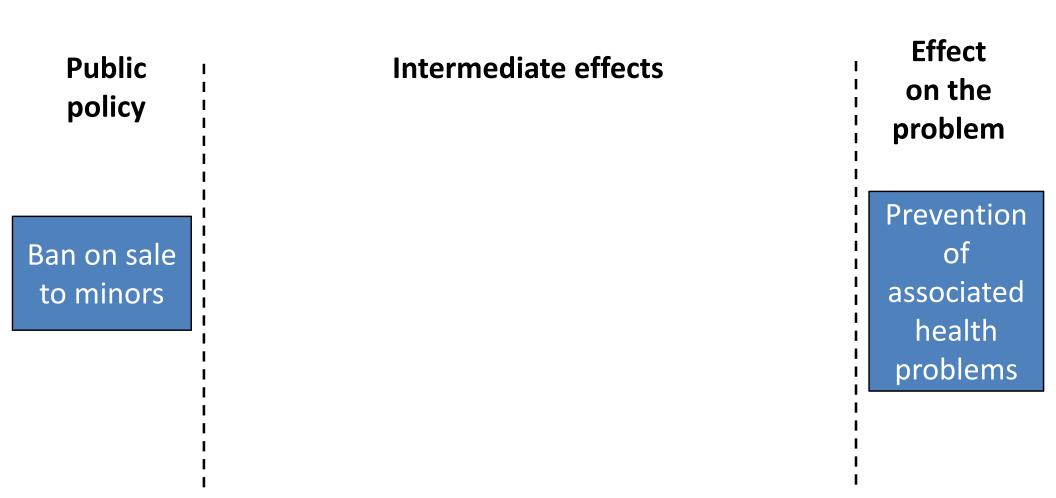
The government is weighing the idea of banning the sale of energy drinks to those under 18 years old

Your mission
Produce a knowledge
synthesis to inform the
government about this
option



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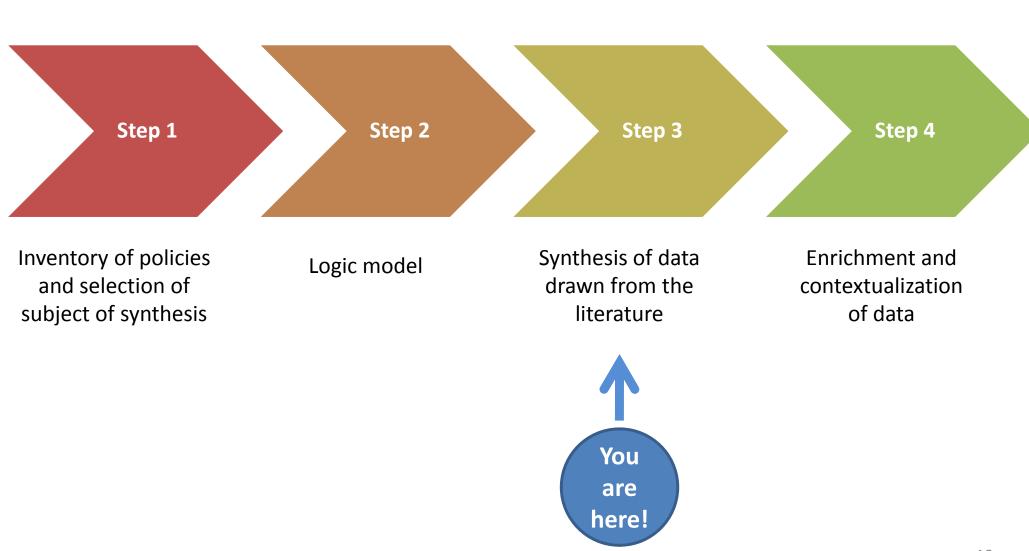
Exercise: Construct the logic model for the banning of energy drink sales to minors



Step 3.

Collection and analysis of data drawn from the literature

A synthesis in four steps



Dual challenge:

A literature review that is rigorous and adapted

to public policies

= SIMPLE OVERVIEW =

- -Documentary search
- -Appraisal of the quality of data
- -Data extraction
- -Data synthesis

Details: consult the document



What are your usual sources of data?

- Scientific literature
 - Including qualitative data?
- Grey literature

E.g.: Research reports, documents produced by governments or NGOs, statements by professional associations, opinion polls, theses, etc.

Documentary search

RIGOROUSNESS

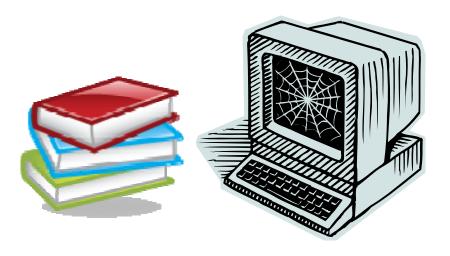
Describe the process

(record): transparency and reproducibility

Inclusion and exclusion criteria

E.g.: content, countries, period, language

No convenience sampling



ADAPTATION for public policies (PPs)

Openness: Do not document only effectiveness, decision makers need more

=> 6-dimension analytical framework

Scientific literature : several disciplines

E.g.: public health, political science, sociology, anthropology, economics, ethics, law...

List of databases

AND grey literature

Websites of organizations interested in the targeted health problem

Refer to Step 1 - Inventory

Appraisal of the quality of data



RIGOROUSNESS

 Describe the principal characteristics of the documents selected

E.g.: type, source, design, authors' affiliations, potential sources of bias

 Data from the scientific literature / the grey literature are treated the same way, but separately

ADAPTATION for PPs

- The hierarchy of evidence excludes relevant evidence regarding PPs
- Sort documents according to their relevance (contribution to the knowledge synthesis)

Data extraction



RIGOROUSNESS

Extraction tables

- One for scientific lit.
- One for grey lit.

ADAPTATION for PPs

Type of data to extract

Refer to analytical

framework: Effectiveness +

5 other dimensions

Reference	Characteristics of document	Status	Effectiveness	Unintended effects	Equity	Cost	Feasibility	Acceptability

Data synthesis

RIGOROUSNESS

- Use all the data extracted
 No cherry picking
- Distinguish data from scientific lit. / grey lit.
- ⇒ A rough criterion for classification, but helps orient readers re.: "quality" of data

ADAPTATION for PPs

Narrative synthesis

Thematic:

themes = dimensions of the analytical framework



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Limited resources? A few shortcuts

Automatic documentary searches in PubMed, by topic.

Ontario Public Health Standards website:

http://www.health.gov.on.ca/english/providers/

program/pubhealth/oph standards/ophs/litss.html

PubMed = one database among others...

Limit the number of documents to be analyzed

- Existing literature reviews + documents published subsequently
 - See list of alternative resources
- On existing review will never cover all the aspects that interest us
 - Can be complemented by deliberative processes

Limited resources? A few shortcuts (cont'd.)

Limit the number of documents to be analyzed (continued)

- Narrow the inclusion criteria
 - In particular, by country, time period
- Begin reading + saturation criterion
- To avoid bias: Read documents in a neutral order, e.g., reverse chronological order and, alphabetically, by author
- Ignore the grey literature (Warning !!!)
 - Suggested in rapid review methods
- O But results in loss of much relevant data
 - Can deliberative processes compensate for this?

Shortcuts - Warnings

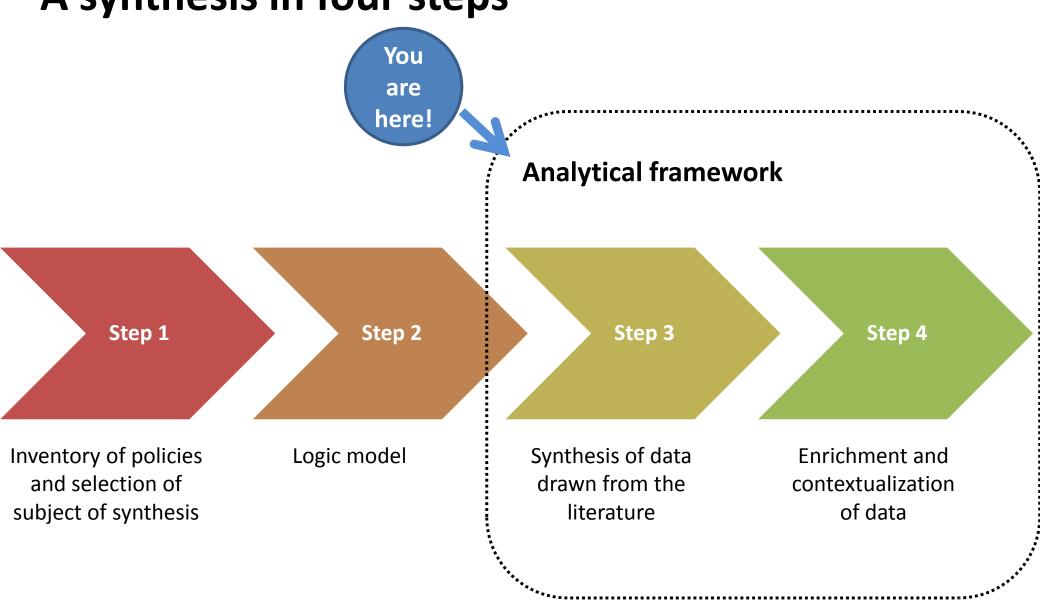
 The result is always less optimal than with a full literature review

Remain transparent about the process followed

Indicate the limitations and biases introduced

A framework for analyzing public policies

A synthesis in four steps



A framework for guiding data collection

What do we want to know about the policy under study?

- Whether it is effective => Classic focus in public health
- Policy makers also want to know about the implementation issues
- ➤ In short: Gather all the data required to make an informed decision and to plan an implementation strategy

The NCCHPP's analytical framework

	Effectiveness	
Effects	Unintended effects	
	Equity	
	Cost	
Implementation	Feasibility	
	Acceptability	

Major sources of inspiration: Salamon, 2002; Swinburn et al., 2005

List of elements to consider for each dimension

Effectiveness

Remains the most important dimension of the analysis

- Effectiveness/ineffectiveness of the policy under study at addressing the targeted problem
- Intermediate effects [refer to logic model]
- Plausibility of the intervention logic [refer to logic model]
- Impact of context on effectiveness
- Distribution of effects over time

	Effectiveness	
Effects	Unintended effects	
	Equity	
Implementation	Cost	
	Feasibility	
	Acceptability	

Unintended effects

- Unrelated to the objective pursued
- Effects in all sorts of areas
 Health (aspects other than the targeted problem), economic, political, environmental, tied to social relations, etc.
- Positive or negative

	Effectiveness	
Effects	Unintended effects	
	Equity	
Implementation	Cost	
	Feasibility	
	Acceptability	

Measures to mitigate negative effects?

Equity

Watch out for policies that improve the overall average but increase inequalities

Differential effects of the policy under study on various groups

Groups defined by age, gender, socioeconomic status, ethnicity, religion, residence in certain zones, sexual orientation, disabilities, etc.

Effects on social inequalities in health

	Effectiveness	
Effects	Unintended effects	
	Equity	
Implementation	Cost	
	Feasibility	
	Acceptability	

The government is weighing the idea of banning the sale of energy drinks to those under 18 years old

Produce a policy analysis to inform the government about this option

Part one: Effects

	Effectiveness	
Effects	Unintended effects	
	Equity	
Implementation	Cost	
	Feasibility	
	Acceptability	



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Cost

- Costs related to implementation and gains
 - for the government
 - for other actors
- Distribution over time
 - One-time or recurrent costs
 - Immediate or deferred costs
 - Short or long-term investments
- Visibility
- Cost compared to that of other potential policies
 - Cost-effectiveness

Effects	Effectiveness	
	Unintended effects	
	Equity	
	Cost	
Implementation	Feasibility	
	Acceptability	

Feasibility

- Availability of resources (human, material, "technological"...)
- Conformity with all relevant legislation

Including: Levels of government

Mandate of sectors involved

- Existence of pilot programs
- Can the policy be administered by pre-existing mechanisms?

Effects	Effectiveness
	Unintended effects
	Equity
Implementation	Cost
	Feasibility
	Acceptability

Feasibility (cont'd.)

- Is the authority promoting the policy also the one applying it?
- Number of actors involved in implementing the policy
- To what extent are their activities being guided by the policy's promoters?
 - System of incentives and sanctions
- Quality of the cooperation among actors...
- ... and ability of opponents to interfere

Not necessary to document ALL these elements!

	Effectiveness
Effects	Unintended effects
	Equity
Implementation	Cost
	Feasibility
	Acceptability

Acceptability

- How stakeholders view the policy under study
- Influenced by their knowledge, beliefs, values, interests, etc.
- Acceptability influences the adoption, implementation and potential for success of a policy
- Policy makers are subject to various forms of pressure that they wish to anticipate

	Effectiveness
Effects	Unintended effects
	Equity
Implementation	Cost
	Feasibility
	Acceptability

Acceptability (cont'd.)

First: identify relevant stakeholders / actors:

Groups directly targeted by the policy, the wider public, gov't. ministries, municipalities, other policy makers, professionals from the relevant public sectors, funding agencies, industry, the media, political organizations, etc.

	Effectiveness	
Effects	Unintended effects	
	Equity	
Implementation	Cost	
	Feasibility	
	Acceptability	

Second: For each actor concerned, <u>as much as possible</u>:

- Acceptability of acting on the problem—and how
- Acceptability of the policy under study:
 - Assessment of its effectiveness, unintended effects, equity, cost, and feasibility
 - Assessment of the degree of coercion involved (information vs. incentives vs. regulation)

Acceptability (cont'd.)

Second: (Continued) For each actor concerned:

- Acceptability of the conditions for adoption and implementation of a policy
 Sometimes the *content* of a policy is accepted, but the *process* surrounding it is not
- Possible evolution of acceptability over time?

Low acceptability does not necessarily mean the policy should be discarded

	Effectiveness	
Effects	Unintended effects	
	Equity	
Implementation	Cost	
	Feasibility	
	Acceptability	

Using the analytical framework

- To guide data collection (literature & deliberative processes)
 - List of key questions
 - List is indicative; answers to everything rarely found

Structuring
 Extraction table & structure of report

Reference	Characteristics of document	Status	Effectiveness	Unintended effects	Equity	Cost	Feasibility	Acceptability

Using the analytical framework (cont'd.)

- Outside the context of a knowledge synthesis: summarize informal or expert knowledge possessed about a policy
 - => Assists reflection (individual or group)

The government is weighing the idea of banning the sale of energy drinks to those under 18 years old

Produce a policy analysis to inform the government about this option

Part two: Implementation

	Effectiveness			
Effects	Unintended effects			
	Equity			
	Cost			
Implementation	Feasibility			
	Acceptability			



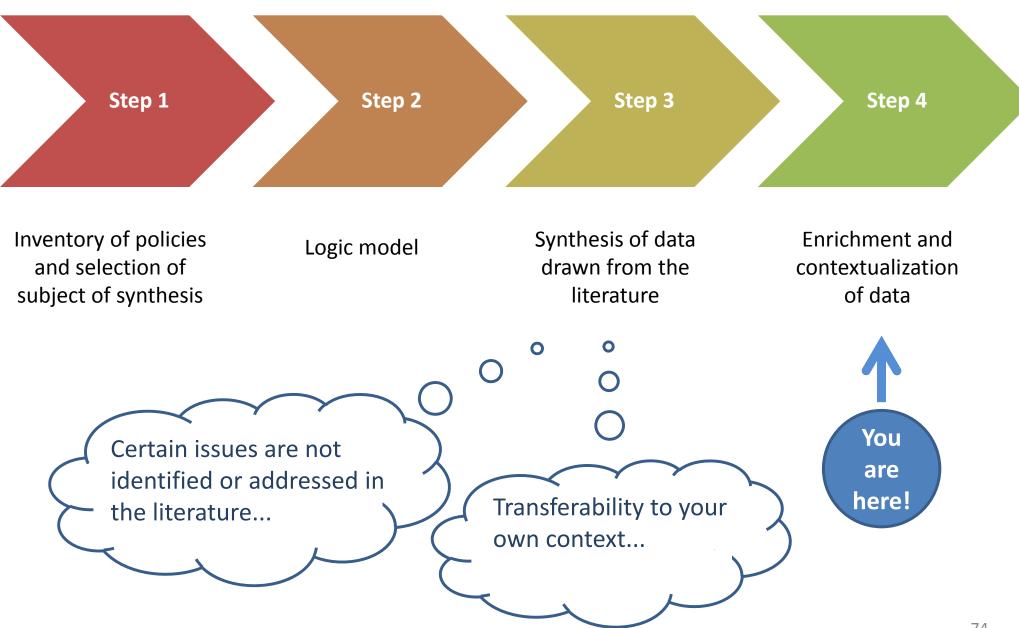
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Step 4.

Enrichment and contextualization

(Thanks to François-Pierre Gauvin who helped to develop previous version of this presentation, and this section in particular)

A synthesis in four steps



A deliberative process can **enrich** and **contextualize** your literature review

Deliberation:

Act of reflecting, of examining a question, discussion



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How does it work in practice?

A half-day meeting (by invitation) of a group of 10-20 key informants

- Able to bring forward knowledge
 - about the expected effects or
 - the issues surrounding the potential application of the public policy under study in their own context
- Balanced group representing many perspectives
 - experts, professionals, decision makers, civil society actors
 - From public health and other relevant sectors
 - From the relevant geographical zone

How does it work in practice? (cont'd.)

- Send participants a summary of the literature review a few weeks prior to the meeting
- The objective is to identify and clarify issues on anticipated effects and implementation issues.
- The day of the meeting: the facilitator ensures that the discussion is organized around the six dimensions of the analytical framework

Effects	Effectiveness
	Unintended effects
	Equity
Implementation	Cost
	Feasibility
	Acceptability

List of key questions for each dimension

How does it work in practice? (cont'd.)

Finding a balance between transparency and confidentiality:

Neither the identity nor the affiliation of the speaker(s), nor that of any other participant may be revealed.

- Ideally, exchanges are recorded
 - To facilitate analysis
 - To ensure proper transcription of the exchanges
- Recordings are transcribed, a thematic analysis and synthesis is produced and transmitted to the participants

The benefits expected from deliberation

Better document certain issues

Increase the relevance of the synthesis to policy makers

Knowledge translation*

What are the risks (real or perceived)?

Scientific

Scientific objectivity

Political

Creation of a space for deliberation on certain politically sensitive issues

Project management

Time and resources

Deliberation

Diven by complex group dynamics

Example: Our knowledge synthesis of nutrition labelling

- 3 deliberative processes, in British Columbia and in Ontario
- Participants involved in the fight against obesity, from the public, non-profit and academic sectors (public health, agrifood, education, physical activity, children's services)

Advantages

- Literature included little Canadian data
- Deliberation brought to light knowledge that was not found in the literature, including:
 - Suggested avenues for the implementation of new labelling policies in Canada
 - Overview of the standpoint of concerned actors in Canada (those addressing obesity, population, industry)

Practical Exercise Deliberative process

Imagine the following scenario...

You have produced a literature review on the banning of energy drink sales to those under 18 years old.

You want to organize a deliberative process to enrich and contextualize the review.



Deliberative Process

« The banning of energy drink sales to those under 18 years old »

Which aspects would be better documented?

- ...

Who would you invite, and why?

- ...

What issues are raised by this?

- ...

After the 4 steps...



Integrating the different kinds of knowledge gathered

Structure of the knowledge synthesis document

- Transparent description of the process
- Logic model of the policy under study
- Synthesis of data drawn from the:
 - Scientific literature
 - Grey literature
 - Deliberative processes

On the 6 dimensions of the analytical framework

Example: Nutrition labelling Synthesis

http://www.ncchpp.ca/docs/Synthesis_nutrition_labelling_highlights_EN.pdf

Use of the method

The whole is more than the sum of its parts

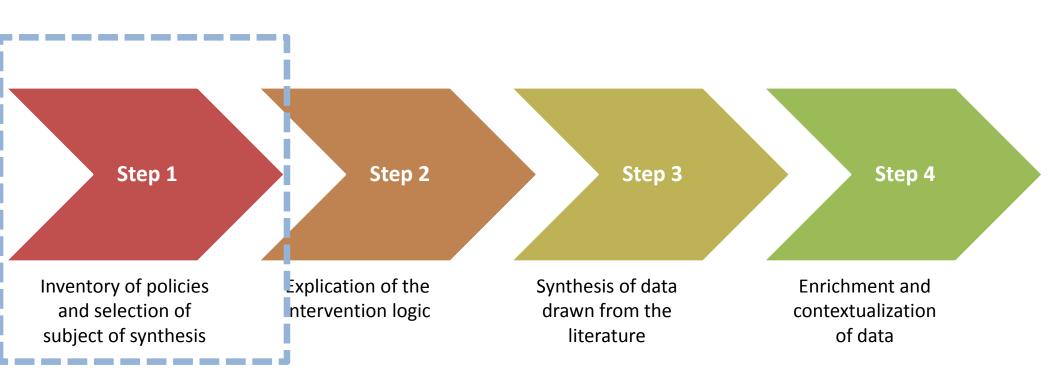
But sometimes you may want to use only

parts of the method



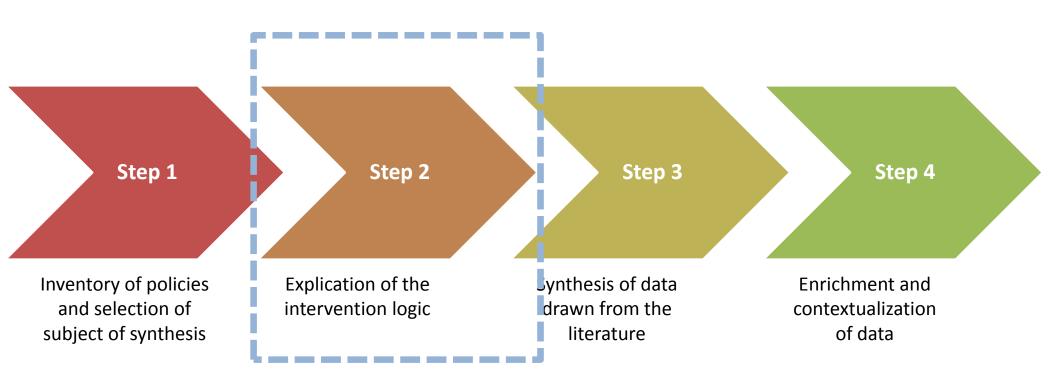
Scenario 1

You want to do a quick scan of potential policy options to address a problem.



Scenario 2

You want to reflect on the potential effectiveness of a policy option.



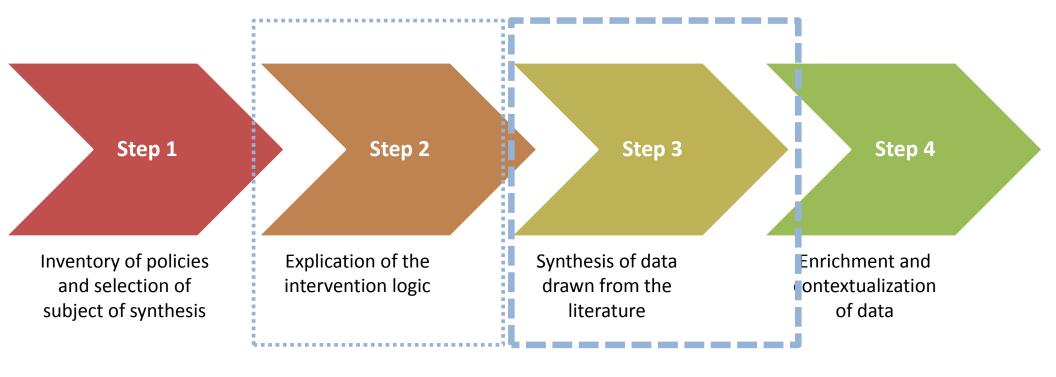
More scenarios – Logic model

For communication purposes, you seek to represent simply the way a public policy works

- You wish to facilitate a discussion among various stakeholders about a public policy
 - Joint construction of the logic model



You are asked to produce a literature review on a given public policy.
You are looking for an adapted approach.

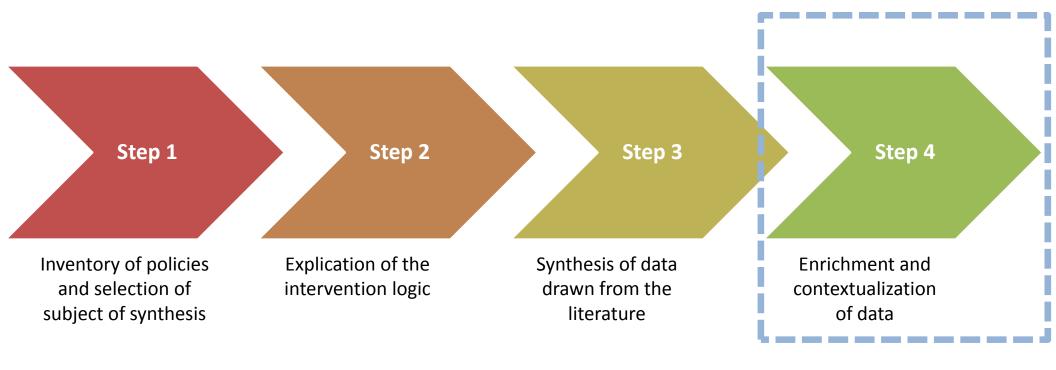




A high-quality literature review is released.

Although it was produced elsewhere, it is relevant to policy issues in your region / province.

You are interested in contextualizing the results of that literature review.



Resources on deliberative processes

Series of fact sheets produced by the NCCHPP (F.P. Gauvin)

http://www.ncchpp.ca/130/publications.ccnpps

• Lavis, J. N., Boyko, J. A., Oxman, A. D., Lewin, S. et Fretheim, A. (2009). SUPPORT Tools for evidence-informed health Policymaking (STP) 14: Organising and using policy dialogues to support evidence-informed policymaking. Health Research Policy and Systems, 7(Suppl 1)(S14)



You are looking for a framework with which to conduct a policy analysis.

Effects	Effectiveness
	Unintended effects
	Equity
Implementation	Cost
	Feasibility
-	Acceptability

- List of recap questions
- Analyze all or some of the dimensions

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A Framework for Analyzing Public Policies Practical Guide

September 2012

Preliminary version - for discussion

Public health actors in public, community and academic networks may be called upon to work on public policies and, within the context of this work, to interact with policy makers at different levels (municipal, provincial, etc.). However, they often find that the content of their discourse does not meet all the information needs of these decision makers.

This document presents a structured process based on an analytical framework that reflects a public health perspective, while at the same time integrating other concerns of policy makers. The document addresses four questions:

- What public policies does this analytical framework apply to?
- · In what types of situations is it useful?
- · Which policy facets does it focus on?
- · How is the analysis carried out?

An analytical framework for what type of public policy?

"Public policy" here refers to "a strategic action led by a public authority in order to limit or increase the presence of certain phenomena within the population" (National Collaborating Centre for Healthy Public Policy [NCCHPP], 2012). More specifically, the proposed framework is designed to analyze healthy (or presumed to be healthy) public policies.

Definition of healthy public policy proposed by Milio (2001, p. 622):

Healthy public policy improves the conditions under which people live: secure, safe, adequate and sustainable livelihoods, lifestyles, and environments, including, housing, education, nutrition, information exchange, child care, transportation, and necessary community and personal social and health services.

Healthy public policies can be generated by and implemented in various sectors. Their expected impact on health derives from their impact on living conditions, which in turn strongly influence health.

Carrying out an analysis of public policies: in which situations is this useful?

Usually, public health actors do not have the power to make public policy decisions, and they represent only one voice among many: policy making is influenced by numerous groups and organizations with an interest in the outcome (Milio, 2001). It is therefore important to present the public health perspective while remaining aware of the other perspectives being expressed and how these may resonate with policy makers. Given this context, the analysis of public policies proves useful, particularly in the following situations:

 Before the decision to adopt a public policy is made

There are several possible scenarios:

- You must inform a decision maker about the relevance of adopting a particular public policy. You do not have a particular bias with regard to this policy and the aim is simply to provide the decision maker with the information needed to make an informed decision. The proposed framework allows for such a structured analysis.
- To address a public health problem, you wish to promote the adoption of a public policy; you are thus consciously playing the role of advocate, guided by your organization's mission. Applying the analytical framework to the policy clarifies its implications, which helps you prepare your supporting arguments and advocacy strategy.
- You wish to compare public policies. The goal may be to inform the decision making process when there are several competing options, or earlier in the process, to decide which policy should be the focus of in-depth





Available at:

http://www.ncchpp.ca/docs/Guide_frame work_analyzing_policies_En.pdf

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