

Implementing the MAPP Process in Louisville Metro

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EXECUTIVE SUMMARY

In Louisville Metro there exists a lack of awareness of health status and health disparities and a lack of collaboration for improving the health of Louisville Metro residents. For many indicators, Louisville Metro rates are poorer than national rates.

The project team examined the possibility of initiating Mobilizing for Action through Planning and Partnerships (MAPP) in response to this lack of awareness and coordination. MAPP is a process developed by the National Association of County and City Health Officials and the Centers for Disease Control and Prevention to assist communities in improving the health and quality of life for residents through community-driven strategic planning. The process includes six phases: Organize for Success; Visioning; Four MAPP Assessments; Identify Strategic Issues; Formulate Goals and Strategies; and the Action Cycle.^{1,2}

The project team consulted with officials from the Northern Kentucky, Nashville, and San Antonio Health Departments to determine the feasibility of initiating MAPP in Louisville. As a result of these consultations, the project team decided to first begin a media campaign to raise awareness of the health issues in Louisville and then to complete phases one and two of the MAPP process during the 2005 term of the Kentucky Public Health Leadership Institute. The project team also created a budget and identified agency funds to complete the other four phases of the MAPP process in the months following the 2005 KPHLI term.

The media campaign consisted of:

- A regular Health Department spot on the WHAS-TV News at 11:00 PM.
- The publication of the Health Department newsletter *Health Matters*.
- The creation of a Health Department television show, also called *Health Matters*.

To further raise awareness of health issues in Louisville, the project team released the *Health Status Assessment Report, 2004* and secured front-page newspaper coverage for the report as well as coverage on three television stations.

To implement the Organize for Success phase of MAPP, the project team worked with the Louisville Coalition of Neighborhoods and the Louisville Department of Neighborhoods. The team compiled an extensive list of all agencies and groups partnering with the Louisville Metro Health Department. The project team sought and gathered applications from community leaders wishing to serve on the Community Health Council to oversee MAPP. The project team also sent out letters to leaders from the health, education, business, and law enforcement communities inviting them to serve on the Council.

To implement the Visioning phase of MAPP, the project team held a meeting on February 28, 2005 at the University of Louisville with the Community Health Council. The meeting formulated a vision statement of what a healthy Louisville might look like as well as a list of values to be considered in implementing that vision. On March 29,

2005 the project team held a follow-up meeting with the Council to finalize the vision statement and values and to seek volunteers for the Four MAPP Assessments.

INTRODUCTION

Mobilizing for Action through Planning and Partnerships (MAPP) is a process developed by the National Association of County and City Health Officials and the Centers for Disease Control and Prevention to assist communities in improving the health and quality of life for residents through community-driven strategic planning. The process includes six phases: Organize for Success; Visioning; Four MAPP Assessments; Identify Strategic Issues; Formulate Goals and Strategies; and the Action Cycle.^{1, 2}

PROBLEM STATEMENT

For many health status indicators, Louisville Metro rates are below the rate for the United States. In addition there are large gaps between the rates for Whites and African Americans in Louisville Metro, as in many urban areas. In Louisville Metro there exists a lack of awareness of health status and health disparities and a lack of collaboration for improving the health status of Louisville Metro residents.

PROJECT OBJECTIVES

The project team decided that raising awareness of the health status of the community and implementing the MAPP process might be beneficial to improving the health of Louisville Metro residents. The project objectives are:

1. The project team will become familiar with the MAPP process.
2. The project team will raise awareness regarding health issues.
3. The project team will implement the Organize for Success phase of MAPP.
4. If the results of phase one indicate that Louisville Metro can benefit from MAPP, the team will organize and facilitate the Visioning phase.

PROJECT DELIVERABLES

The project deliverables include:

1. A media campaign to raise awareness of the health status of Louisville Metro residents.
2. Complete phase one of the MAPP process (Organize for Success).
3. Complete phase two of the MAPP process (Visioning).

PROJECT PROCESS

The first task of the Louisville MAPP project team was for each individual to become familiar with the MAPP process. The team purchased copies of the MAPP Handbook, *Achieving Healthier Communities Through MAPP*,¹ for each member. They held several meetings to strategize on what steps to take to begin the process. It became evident that, even once begun, the MAPP process would take 12 to 18 months to accomplish and that

there was not sufficient time to do the entire process during the term of the Kentucky Public Health Leadership Institute.

The team decided that before MAPP could begin in Louisville, residents needed increased awareness of some of the health issues facing the community as well as an awareness of the need to take on such a comprehensive public health strategic planning project. They also realized that there needed to be an inventory of the various groups and individuals already partnering with the Louisville Metro Health Department as well as a comprehensive list of grassroots community organizations. This would be necessary to involve the full range of community leaders needed to begin the MAPP process.

On August 17, 2004, the project team met with Alan Kalos and Louise Danzl of the Northern Kentucky Health Department. The Northern Kentucky Health Department had initiated and completed much of the MAPP process and was, in fact a pilot site for MAPP. The meeting was very helpful because the Louisville team got to hear first hand from people who had actually completed the process and to see work products such as assessments and reports.

By September 2004 the Louisville MAPP project team was meeting regularly every Monday afternoon. The Louisville Metro Health Department's Office of Communications and Public Affairs, headed by MAPP team member Dave Langdon, compiled a list of all individuals and organizations partnering with the Louisville Metro Health Department.

The Health Department's Office of Communications and Public Affairs also worked with the Louisville Department of Neighborhoods to identify community groups operating in the Louisville Metro area. On November 6, 2004, the Louisville Department of Neighborhoods held a Neighborhood Summit in which 397 attendees from more than 130 neighborhoods came together. The MAPP team utilized the list of neighborhood leaders who attended the Summit in the planning process.

Simultaneous to these events, the Health Department's Office of Communications and Public Affairs was also doing considerable work with the new Director of Health, Dr. Adewale Troutman, to raise the profile of the Louisville Metro Health Department throughout the community and to increase awareness of the health issues facing Louisville.

The communications office secured a regular weekly spot for the Health Department on Thursday on the WHAS-TV News at 11:00 PM; the most widely watched local news show in the Louisville market. These spots involved the Health Director being interviewed in the television studio on various health issues affecting the community. Spots included such issues as smoking and lung cancer, the need for legislation on secondhand smoke, as well as the issue of obesity and poor eating. The topics for these spots, along with background information and suggested questions, were supplied by the Health Department.

The Louisville Metro Health Department Communications Office also began its own show on Louisville Metro TV (cable 25) called *Health Matters*. Dr. Troutman served as the host of the show. The format of the show is a news magazine ala *Sixty Minutes*, which examines various health issues facing Louisville. The Communications Office also began an external newsletter, also called *Health Matters*. This newsletter is published quarterly and is mailed to those on the Health Department partners list, to those on the neighborhood leaders list, as well as to others (Appendix A).

While the Louisville Metro Health Department had fairly wide coverage in the print and electronic media prior to enacting these measures, it got much more after enacting them. The number of television stories about the Louisville Metro Health Department jumped from approximately 30 per month to more than 100. The number of print stories jumped from approximately seven per month to more than twenty. This increase in media coverage was educating the community about the need to formulate strategies to improve health.

On October 20, 2004, four of the five members of the Louisville MAPP project team traveled to Nashville to meet with Nashville's MAPP coordinator Judy Dias. This meeting was extremely helpful. As a springboard for discussion, team members Janita Perry and Janice Cunningham had submitted a list of questions prior to the meeting. The discussion centered on such issues as the composition of the core MAPP community group, whether Nashville had varied at all from the MAPP Handbook, and details about the initial visioning meeting.

By this time, the Louisville team had become familiar enough with the MAPP process that their meeting in Nashville centered on the nuts and bolts of implementing the process. What was particularly reassuring about this meeting was that Nashville was in the process of actually implementing many of the strategies that had been recommended during the planning process. Another lesson was that the Nashville Health Department had used a Health Status Assessment Report that it had done a year earlier, not as a substitute for any of the MAPP assessments, but as a starting point to inform the assessment work.

After returning from Nashville, the Louisville MAPP team met with Health Director Dr. Adewale Troutman on November 1, 2004, to discuss a budget for the initiative. Dr. Troutman directed the team to put together a budget to carry out the entire MAPP process over the next 12 to 18 months.

On December 1, 2004, the Louisville MAPP team submitted a budget to Dr. Troutman for \$62,000.00. This budget would fund the entire MAPP process over the next 12 to 18 months and included a facilitator/consultant, meeting expenses, brochures and other publicity materials (Appendix B). The project team also established a timeline (Appendix C).

At the American Public Health Association in November 2004, Sheila Andersen also met people from the San Antonio Health Department who had also completed the MAPP

process. Sheila maintained email correspondence that would be very helpful in setting up the initial visioning meeting in Louisville.

As all this was going on, the Louisville Metro Health Department's Office of Policy Planning and Evaluation, headed by MAPP team member Sheila Andersen, was completing *Health Status Assessment Report 2004*.³ This 114-page report was the most comprehensive analysis of the community's health that the Louisville Metro Health Department had ever done. Although the report was completed before Christmas, the decision was made not to publicly release the document until after the holiday season.

The *Health Status Assessment Report 2004* was released on January 6, 2005. To ensure optimal print placement, the Health Department's Communications Office released an embargoed copy to the *Louisville Courier-Journal* newspaper the preceding day. As a result, *Health Status Assessment Report 2004* was the lead story on page one of the *Courier-Journal* under the headline "City's health is poor – New report notes dangers of Louisville's bad habits." Three of Louisville's TV news stations ran stories about the report and Dr. Troutman appeared live on the WHAS-TV News at 11 PM that night to talk about the implications of the report.

On January 7, 2005, the day following the release of *Health Status Assessment Report 2004*, Dave Langdon contacted Melissa Mershon, the Director of Louisville's Department of Neighborhoods asking her assistance in recruiting neighborhood leaders for the MAPP process. On January 10th, Ms. Mershon sent emails to each community leader who had attended the Neighborhood Summit the preceding November. The email stated that the Health Department was looking for community leaders to join with health, business, and other professionals to plan and implement strategies to improve Louisville's Health. The email described MAPP in general terms and gave an idea of time commitments that would be expected of volunteers. The email also stated that the first step in the MAPP process was to hold a visioning session in which neighborhood leaders and health professionals would come together to describe what a healthy Louisville might look like. Those who were interested were directed to complete and return an application. Copies of the email text and the application form are included as Appendix D.

On January 13, 2005, Louisville MAPP team members Janice Cunningham and Dave Langdon also attended a meeting of the Louisville Coalition of Neighborhoods and gave a brief presentation of the MAPP process. They passed out applications at the meeting and asked for volunteers to participate in MAPP. With the headline news of the *Health Status Assessment Report 2004* still fresh in everyone's mind, as well as the other increased media attention to Louisville's health issues, the number of responses to both the email request and to the meeting presentation was overwhelming. Forty-two community leaders applied to be involved in MAPP.

In January the Louisville MAPP team also secured a list of leaders that had been working with the Mayor's Healthy Hometown Movement, a Health Department led initiative to

encourage more physical activity and healthier eating habits in the community. This list included representatives from the business, health, faith, and education communities.

At their next meeting, the Louisville MAPP team quickly came to the conclusion that an outside facilitator would be needed to conduct the initial MAPP visioning meeting. A neutral party experienced in group processes would be needed to help a diverse mix of neighborhood leaders, business people, educators, and health professionals mold a common vision of a healthy Louisville.

Team member Sheila Andersen identified Deanna Philpott and her company, People Strategy Consulting, as a possible choice for a facilitator. Several Health Department staffers were familiar with Ms. Philpott's work. She had done work in conjunction with the launch of several health initiatives in Louisville and had also recently done work for a committee of the Louisville Metro Board of Health. The Louisville MAPP team met with Philpott and decided that she would facilitate the visioning sessions.

The MAPP team also decided that it would be preferable to hold the initial visioning meeting at a neutral site, away from the Health Department. The team chose the University Club at the University of Louisville. The club had ideal facilities for such a meeting and could also provide dinner for an evening meeting. The Louisville MAPP team decided that the visioning session should take place in the evening to accommodate neighborhood residents who might not be able to come during work time.

The visioning meeting was scheduled for Monday, February 28, 2005, at 5:30 PM at the University Club on the Belknap Campus of the University of Louisville. The MAPP team then prepared a list of people who would be invited to the visioning meeting. In consultation with the facilitator, the MAPP team decided that the list of invitees should be approximately 60 people, with a third to a half being community residents. The team also decided that the name of the MAPP committee that would meet to form the vision and would provide oversight for the MAPP process in Louisville would be the "Community Health Council."

It was difficult to pare down the list of community leaders who wanted to be involved. Three of the community leaders who applied lived outside of Jefferson County, so they were eliminated immediately. Sheila Andersen geocoded the remaining community leader applicants' addresses. Applications were accepted with an eye to providing geographic representation throughout the Louisville Metro area. Community leaders whose applications to participate in the initial visioning meeting were not accepted, were sent letters inviting them to participate in one or more of the work groups that would be formed for the assessment phase. Professionals from the health, business, law enforcement, and education communities were invited using the Health Department Partners and Mayor's Healthy Home Town Movement lists. The letters of invitation as well as letters that were sent to community leaders who were not chosen for the Community Health Council are included in Appendix E.

Despite threats of an impending snowstorm, attendance at the visioning meeting on February 28th was very good with only 3 of the 65 invitees not in attendance. The visioning session was designed to provide the participants a brief overview of the MAPP process and to identify the meaning of “vision” and “values.” Questions were presented in order to provide participants with a structured format for small group discussion. The following questions were used to flush out the elements of the groups’ diverse information and opinions.

1. What does a “healthy community” look like to you?
2. What are important characteristics of a “healthy community” for all who live work and play here?
3. Who are the key participants who should take major responsibility to create a “healthy community?”
4. What changes or trends in our community (within the next five years) could impact our vision of a “healthy community?”

Participants were divided into eight small groups to discuss and report responses to the questions. One of the Louisville MAPP team members, James McCammon, devised a system using pictures of Louisville landmarks whereby people were assigned to one of eight groups as they arrived for the meeting. Each Louisville MAPP team member was assigned to facilitate a group. Mentor Genie Pruitt, Dr. Sarojini Kanotra, and KPHLI graduate Heather Hampton each facilitated one the remaining three groups. A complete summary of the first visioning session is in Appendix F.

On March 10, 2005, the Louisville MAPP team met to formalize a vision statement and a list of values from the keywords presented at the initial visioning meeting on February 28, 2005. The Louisville MAPP team met again the following day with Deanna Philpott to finalize the values and vision statement. Then the proposed vision statement and list of values were mailed to each participant. They were given a week to send in any comments. Three participants sent in comments. These comments were incorporated into the final vision statement and values listing shown below:

Our Vision

A healthy Louisville is a clean, safe, livable, inclusive and interconnected community where each resident has access to the resources needed to realize their full physical, mental, spiritual and cultural potential.

Our Values

1. We support urban planning and design focused on healthy lifestyles.
2. We value safe and healthy transportation for all residents including sidewalks, bicycle facilities and expanded access to public transportation.

3. We believe in universal access to comprehensive and coordinated health services and information.
4. We foster a collaborative environment where residents work together and share ideas and resources.
5. We support universal access to high quality education.
6. We support an optimal state of health for all residents through access to decent housing, clean indoor and outdoor air, safe water, and affordable nutritional food.
7. We value a safe and secure environment that encourages socializing and activity in public places.
8. We cultivate an inclusive community that celebrates its diversity.
9. We value residents being able to earn a living wage that allows them access to a quality lifestyle.
10. We believe in residents respecting each other and the law.

On March 29, 2005, the Community Health Council met at the Louisville Metro Health Department. The group accepted the revised vision statement and the values. Sheila Andersen then presented a brief overview of the MAPP process and of the four MAPP assessments. Participants were asked to recommend people to serve on the assessment working groups or to volunteer if they wanted to serve on an assessment working group.

PUBLIC HEALTH SERVICES

MAPP was designed to incorporate the Ten Essential Public Health Services^{2, 4} and other public health practice concepts. The essential services included in our Change Master Project are:

Essential Service #1:

- Monitor health status to identify community health problems

Essential Service #3:

- Inform, educate, and empower people about health issues

Essential Service #4:

- Mobilize community partnerships to identify and solve health problems

Prior to our planning process for MAPP, the Louisville Metro Health Department's (LMHD) Office of Policy Planning and Evaluation compiled and published a comprehensive Health Status Assessment Report³.

The assessment included indicators in the following areas:

- Demographic profile

- Maternal, Child and Adolescent Health
- Causes of Death
- Chronic Disease
- Injury
- Communicable Diseases

The results of the assessment were reported to Louisville Metro Government officials, the Louisville Metro Board of Health, the medical community, and the general public through the LMHD's website and various publications circulated in the community.

On January 6, 2005, Louisville Metro media reported in the Courier Journal the headline, "*City's Health is Poor.*"

The LMHD's Director, Dr. Adewale Troutman, appears on a weekly Metro television program titled, "***Health Matters***," which focuses on educating the public on health issues. Other LMHD staff support education efforts through their participation in health fairs, speaking engagements, committee memberships, and participation in workshops and conferences. The above efforts to inform, educate, and empower people are evidence of essential function #3.

Phase 1 and 2 of the MAPP process, which are **Organizing for Success/Partnership Development**, and **Visioning**, are the initial steps in carrying out essential service #4 and the focus of our Change Master Project.

As the MAPP process continues, all ten essential services will be incorporated.

RESULTS

Awareness Campaign:

The LMHD Office of Policy Planning and Evaluation, headed by team member Sheila Andersen released the *Health Status Assessment Report, 2004*.³ This report was covered front page in the Louisville Courier-Journal newspaper and was the subject of reports on three of Louisville's television stations and some radio programs. This report generated much conversation and general interest in the community. It became the subject of discussion at other venues, especially the Louisville Coalition of Neighborhoods and was an impetus for community leaders to volunteer for involvement in the MAPP process.

The LMHD Communications Office, headed by team member Dave Langdon began a program on Louisville Metro television called *Health Matters*. This program highlights various health matters facing the local community. This office also began publishing a quarterly newsletter, also called *Health Matters*, that is mailed to neighborhood leaders, LMHD partners, and others. In addition, this office secured a regular spot on the 11:00 PM news on WHAS-TV and greatly increased the television news stories from thirty (30) to one hundred (100) per month and print stories from seven (7) to twenty (20) or more per month.

All these activities increased awareness of the LMHD and the health issues that face the local community. This set the stage for involvement of community leaders in the MAPP visioning process.

Organizing for Success:

The team purchased for each team member the MAPP handbook, *Achieving Healthier Communities Through MAPP*.¹ The team assembled frequently to study and review the material in this handbook. This soon developed into a regular weekly meeting of the team to work on all aspects of the project.

The team invited Alan Kalos and Louise Danzl of the Northern Kentucky Health District to Louisville where they described their MAPP effort, successes and failures. Four of the team members also visited Nashville and met with MAPP coordinator, Judy Dias. This meeting was very profitable and gave the team good direction in pursuing the project in Louisville.

One of the team members, Sheila Andersen, attended a session at the American Public Health Association conference and brought back information on the program in San Antonio that was helpful to the team.

Several meetings were held with the Director of Health, Adewale Troutman, to update him on progress, elicit his assistance in determining steps to pursue, and to have a budget approved for the process.

Visioning:

The LMHD Office of Communications compiled a list of potential individuals and organizations that could serve on the Community Health Council. The team also received lists from the Louisville Department of Neighborhoods. The team met several times to review these lists and reduce them to the key critical community leaders. A letter of invitation was sent to the identified individuals/organizations briefly outlining MAPP and asking for participation.

Two team members, Janice Cunningham and Dave Langdon, attended a meeting of the Louisville Coalition of Neighborhoods and following their presentation received 42 applications to become involved in MAPP.

The applications from all sources were pared down to what the team decided was a workable size. These persons were invited to a visioning meeting on February 28, 2005. There were 62 community leaders in attendance. This group worked on a visioning statement and list of values. A consulting group conducted the meeting. They assembled all the responses and shared these with the team. From this information the team formalized a draft vision statement and value list. This draft was mailed to each participant for feedback. The final version was presented to the Community Health Council on March 29, 2005. After discussion, they adopted the vision statement and the

supporting values. Volunteers were enlisted for the next step in the process, the four assessments.

CONCLUSIONS

The MAPP project team became educated on MAPP by reading, discussing, and learning from other communities that had implemented the MAPP process. The team built on achievements of the LMHD Office of Policy Planning and Evaluation's release of the *Health Status Assessment Report, 2004* and the LMHD Communications Office media initiatives to build community interest in MAPP. Great interest was exhibited at the Visioning meeting. There is a high level of community interest in continuing to the assessment stage of the MAPP process.

The MAPP process holds the potential to identify community needs, problems, and solutions. It allows the community leaders to participate in a process to work with the LMHD to improve the health status of all citizens in the community. This process is guided and accomplished by citizens with the help of government agencies and health related entities.

LEADERSHIP DEVELOPMENT OPPORTUNITIES

Janita Perry

Participating in KPHLI has been a positive and challenging experience, which afforded me the opportunity to gain new knowledge and enhance my leadership skills. The course provided the unique opportunity to interact, share, and learn from my public health peers from across the State. I especially enjoyed the variety of teaching approaches used throughout the course and consider the reading list invaluable. Our Change Master Project allowed us to take a closer look at other communities and to begin building relationships with major stakeholders in our own community. These relationships will be critical as we attempt to begin the process of strengthening our local public health system.

James McCammon

KPHLI provided a unique opportunity to meet and interact with public health professionals from around the state. It was enlightening to learn of the problems and challenges that face the other health departments throughout the state and helped develop empathy for those whose challenges are different from those of us who work in a more metropolitan environment. In the beginning of the Change Master Project I felt that our project was thrust upon us and was not one of our choosing. Another disadvantage was that our entire team would be from the same department and we would not interact as much with the other class members from throughout the state. I confess however that it has worked out very well. By being close together we were able to meet on an almost weekly basis and address issues as they arose. Working together also helped strengthen our work relationships. We all became excited about this project and were able to see some very positive results and to lay out a process that will continue after the project has been completed. It would have been impossible if all of us had not been from the same department.

Dave Langdon

My Kentucky Public Health Leadership Institute experience has been a rewarding one. It was good to have the opportunity to reflect on some of the broader issues facing public health and to be exposed to the literature of Systems Thinking. The KPHLI experience also motivated me to read several books that I might otherwise not have read and to delve into some areas of public health, such as media advocacy, that I had been wanting to explore for quite some time.

Perhaps the most valuable part of my KPHLI experience was the Change Master Project. The fact that all of us on our Change Master Team were from the same health department allowed us to develop relationships that will serve us well in our future work at the Louisville Metro Health Department. I have come to really appreciate the talents of my colleagues and have taken copious mental notes about who is “good at what.” I anticipate that this group will continue to work together on various initiatives to improve the health of the Louisville community.

Janice Cunningham

I have been privileged to be involved in the Kentucky Public Health Leadership Institute. This is a wonderful way to keep the leadership of Kentucky's health educated, informed and in touch with the goals of the national health agenda. This program has enhanced my skills as a person and a professional. It has given me new ways to think, look at myself, deal with day to day issues with staff and long range goals of my organization. I have met some great people from the members of the KPHLI staff to the health professionals through out the state.

Our Change Master Project has taught me the need for group collaboration and I have seen how hard it is to get consensus on health issues. I believe now that health is a community responsibility and not that of the health department. We need every person to be represented in the community in deciding what is a healthy community and work towards the community's vision of this. Our Change Master Project has taught me this.

Sheila Andersen

I feel fortunate to be part of the KPHLI experience. KPHLI provided me with some new information, but more importantly, a broader and deeper perspective on many issues in public health. The experience of the Change Master Project was daunting at first. However, the members of our team pulled together and decided we would conquer the task rather than let the task conquer us. It is an experience I will never forget.

REFERENCES

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