



Facilitator Guide for *Deliberative Scenario: Seasonal Influenza Vaccination Policy for a Local Public Health Department*

This guide provides facilitators with step-by-step instructions for facilitating deliberation. The deliberative scenario, “Seasonal Influenza Vaccination Policy for a Local Public Health Department,” is particularly well-suited for public health ethics professionals, and can be used in a variety of other settings.

Phase 1: Before the Deliberation

Provide Background and Context

Provide participants with “[Deliberative Scenario: Seasonal Influenza Vaccination Policy for a Local Public Health Department](#)” and with “[Guide to Democratic Deliberation for Public Health Ethics Professionals](#).” If desired, see additional readings on deliberation from the *Additional Resources* section in “Guide to Democratic Deliberation for Public Health Ethics Professionals.” Ask participants to consider the differences between deliberation and debate or discussion, and the goals and method of deliberation.

Clearly state the goals of the deliberation: To provide a recommendation on whether a policy should be created and enforced that requires public health department employees to receive an influenza vaccine annually.

Provide all participants with the following reading (available online) to learn about various perspectives regarding the seasonal influenza vaccine for public health employees.

- “[Annual Influenza Vaccination Requirements for Health Workers](#),” American Public Health Association.¹
- [AMA Code of Ethics, section 8.7](#), American Medical Association.²
- “[Nonmedical Exemptions from Immunizations H-440.970](#),” American Medical Association.³

¹ American Public Health Association (APHA). (n.d.). Annual Influenza Vaccination Requirements for Health Workers. [Webpage]. Retrieved from: <http://www.apha.org/policies-and-advocacy/public-health-policy-statements/policy-database/2014/07/11/14/36/annual-influenza-vaccination-requirements-for-health-workers#Anchor 1>.

² American Medical Association (AMA). (n.d.). AMA Code of Ethics. [Webpage.] Retrieved from <http://www.ama-assn.org/ama/pub/physician-resources/medical-ethics/code-medical-ethics.page>. Accessed on August 26, 2016.

³ “[Nonmedical Exemptions from Immunizations H-440.970](#).” (2015). American Medical Association. [Webpage]. Retrieved from <https://searchpf.ama-assn.org/SearchML/searchDetails.action?uri=%2FAMADoc%2FHOD.xml-0-3985.xml>. Accessed August 26, 2016.



- [Immunizations Position Statement](#), American Nurses Association.⁴
- Pearson, M.L., Bridges, C.B., Harper, S.A., *et al.* [Influenza vaccination of health-care personnel](#).⁵

Assign Roles

Option 1: Assign each participant a role from among the following stakeholders: staff who have direct client contact (e.g., public health nurses, WIC staff), staff who do not (e.g., program support), staff members of the disease control and prevention unit, a union representative, state health department employees, a local hospital's infection preventionist.

Option 2: Ask participants to generate a list of stakeholders and assign roles from that list. This list should include participants with a wide variety of perspectives on the matter.

Note: You can also assign multiple participants to the same role, as people in the same role can still have different perspectives. These readings provide additional perspectives for each role.

Role-based Resources

Based on a participant's specified role, refer to role-specific readings and resources from the additional readings/resources section at the end of this document. These resources provide additional perspectives for each role

Phase 2: During the Deliberation

Questions to Guide and Focus Deliberation

Remind participants of the goal of this exercise: To practice democratic deliberation by considering many different perspectives, providing reasons for their arguments, listening respectfully to opposing viewpoints, and finding a way forward.

Instruct participants to begin the deliberation by introducing themselves and stating which role they will play.

⁴ "Immunizations Position Statement" (2015). American Nurses Association. [Webpage]. Retrieved from <http://www.nursingworld.org/MainMenuCategories/Policy-Advocacy/Positions-and-Resolutions/ANAPositionStatements/Position-Statements-Alphabetically/Immunizations.html>. Accessed September 15, 2016.

⁵ Pearson, M.L., Bridges, C.B., Harper, S.A., *et al.* (2006). Influenza vaccination of health-care personnel. *MMWR Recommendations and Reports*, 55(RR02), 1-16. Online only. Retrieved from <http://www.cdc.gov/mmwr/preview/mmwrhtml/rr5502a1.htm>. Accessed on September 15, 2016.



During the deliberation, ensure that the following questions have received sufficient attention. If a question has not been answered, pose the question to the group.

- What is the purpose of an annual seasonal influenza vaccine? Who could benefit and who could be harmed?
- How effective is the seasonal influenza vaccine for individuals? How well does it protect communities?
- What are the current demographics of employees in this department who are receiving an annual seasonal influenza vaccine?
 - How many employees receive this vaccine annually?
 - Have there been any changes in the last few years in the pattern of who tends to receive the vaccine?
 - Do certain groups of employees receive this vaccine more regularly than others? If so, why might that be the case?
 - How would a policy requiring employees to receive an annual influenza vaccine change these demographics?
- What would be the goal of a policy requiring employees to receive an influenza vaccine annually?
- What policies are in place at other public health departments, including those in neighboring counties and those in other parts of the country? What impact has their policy had in their department and in their community?
- To whom should such a policy apply?
 - If the policy should not apply to all employees, what rationale(s) are used to require certain groups, but not others?
 - If the policy should apply to all employees, what rationale(s) justify this position?
- Under what conditions could an employee exempt themselves from this requirement, if such a policy were adopted?
 - How would exemptions be perceived within the department?
 - What, if any, accommodations would be implemented for employees who opt-out of vaccination?
- How would compliance be monitored and enforced?
- What would be the consequences of noncompliance?
- How would this policy affect the community members we serve?
- Are there any alternatives to a policy requiring an annual seasonal influenza vaccine that could have the same or similar results as the policy?

Strategies to Improve the Deliberative Process



If some participants are quiet or refrain from contributing, ask the group: Are there any views that have been left out? Whose views might those be?

If there is a swift and seemingly straightforward answer or a premature dominant view developing that could crowd out other views, ask the group: What are some other perspectives that we have not heard or considered yet?

Strategies to Improve Content

If participants come up with recommendations without justification, ask: What evidence supports the suggested course of action? What are the ethical bases for this recommendation? Is there a justified reason for this recommendation? Is there evidence that could support an alternative course of action?

Scenario Shift

If participants reach consensus on recommendations with time left over, you might introduce a shift in the scenario. Pick one of more of the following scenario shifts and ask participants to discuss how this new information changes their recommendations.

- APHA releases a statement rescinding its recommendation that all public health workers should be required to receive an annual influenza vaccine, and instead releases a policy stating that it highly recommends all public health workers receive the vaccination.
- The county's wellness program can no longer accept health insurance to cover the cost of vaccines, and all employees who receive an annual influenza vaccine must now pay \$15.
- Your department receives word that all of the neighboring public health departments have adopted a policy requiring all employees to receive an annual influenza vaccine.

Developing a Policy Recommendation

Ask participants to develop recommendations that reflect the consensus-driven process of deliberation. The recommendations should include mutually acceptable reasons for a policy choice.



Phase 3: After the Deliberation

Presenting the Policy Recommendation

Instruct participants to write a memorandum to the Director of Public Health describing their recommendations and the justifications for them. Alternatively, ask participants to present this information orally.

Assessment and Reflection

Ask participants to reflect on the process and outcome of the deliberation using the following questions.

- Do the recommendations provide both scientific and ethical reasons for the stated course of action?
- Are all of the deliberators satisfied with the outcome? If not, was a dissenting statement included?
- Does this policy recommendation seem more legitimate than one decided made by majority vote? Why or why not?
- What are the strengths of deliberative decision making? What are the weaknesses?
- Is the set of recommendations contingent upon new facts or values coming to light? When would a new deliberation be needed?

Additional Readings/Resources

If the role assigned is staff with direct client contact (e.g., *public health nurse* or *WIC staff*), refer to the following resources:

- Banach, D.B., et al. (2013). Support for mandatory health care worker influenza vaccination among allied health professionals, technical staff, and medical students. *American Journal of Infection Control*, 41(4), 354-356.
- Quach, S., et al. (2013). Immunizing health care workers against influenza: a glimpse into the challenges with voluntary programs and considerations for mandatory policies. *American Journal of Infection Control*, 41(11), 1017-1023.
- Sullivan, P.L. (2009). Influenza vaccination in healthcare workers: should it be mandatory? *The Online Journal of Nursing*, 15(1).

If the role assigned is staff who do not have direct client contact (e.g., *program support staff*), refer to the following resources:



- Awali, R.A., et al. (2014). Understanding health care personnel’s attitudes toward mandatory influenza vaccination. *American Journal of Infection Control*, 42(6), 649-652.
- Antommaria, A.H. (2013). An ethical analysis of mandatory influenza vaccination of health care personnel: implementing fairly and balancing benefits and burdens. *American Journal of Bioethics*, 13(9), 30-37.
- Grabenstein, J.D. (2012). What the world’s religions teach, applied to vaccines and immune globulins.” *Vaccine*, 31(2013), 2011-2023.
- Osterholm, M.T., Kelley, N.S., Sommer, A. *et al* (2011). Efficacy and effectiveness of influenza vaccines: a systematic review and meta-analysis. *The Lancet Infectious Diseases*, 12(1), 36-44.

If the role assigned is an *ethics committee member* or *disease control and prevention unit staff member*, refer to the following resources:

- Committee on Infectious Diseases. (2015). Influenza immunization for all health care personnel: keep it mandatory. *Pediatrics*, 136(4), 809-818.
- Honda, H., et al. (2013). A successful strategy for increasing the influenza vaccination rate of healthcare workers without a mandatory policy outside of the United States: a multifaceted intervention in a Japanese tertiary care center. *Infection Control and Hospital Epidemiology*, 34(11), 1194-1200.
- Lee, L.M. (2015). Adding justice to the clinical and public health arguments for mandatory seasonal influenza immunization for healthcare workers. *Journal of Medical Ethics*, 41(8), 682-686.

If the role assigned is *union representative*, refer to the following resources:

- American College of Occupational and Environmental Medicine. (2008). Seasonal influenza prevention in health care workers. [Website]. https://www.acoem.org/SeasonalInfluenzaPrevention_HealthCareWorkers.aspx. Accessed August 24, 2016.
- American College of Occupational and Environmental Medicine (2005). Influenza control programs for healthcare workers. [Website]. www.acoem.org/news.aspx?id=144&archive=1. Accessed August 24, 2016.
- Finch, M. (2006). Point: mandatory influenza vaccination for all health care workers? Seven reasons to say “no.” *Influenza Vaccine*, 42, 1141-1143.
- Drees, M., et al. (2015) Carrots and sticks: achieving high healthcare personnel influenza vaccination rates without a mandate. *Infection Control and Hospital Epidemiology*, 36(6), 717-724.

If the role assigned is *state health department representative* or *infection preventionist*, refer to the following resources:



- Lee, L.M. (2015). Adding justice to the clinical and public health arguments for mandatory seasonal influenza immunization for healthcare workers. *Journal of Medical Ethics*, 41(8), 682-686.
- Podczervinski, S., et al. (2015). Employee influenza vaccination in a large cancer center with high baseline compliance rates: comparison of carrot versus stick approaches. *American Journal of Infection Control*. 43(3), 228-233.
- Pitts, S.I., et al. (2014). A systematic review of mandatory influenza vaccination in healthcare personnel. *American Journal of Preventive Medicine*, 47(3), 330-340.
- Randall, L.H., Curran, E.A., and S.B. Omer. (2013). Legal considerations surrounding mandatory influenza vaccination for healthcare workers in the United States. *Vaccine*, 31(14), 1771-1776.