



POLICY REPORT

Report Date: October 14, 2014
Contact: Mary Clare Zak
Contact No.: 604.871.6643
RTS No.: 10493
VanRIMS No.: 08-2000-20
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TO: Standing Committee on Planning, Transportation and Environment
FROM: General Manager, Community Services
SUBJECT: A Healthy City for All: Healthy City Strategy 2014-2025 - Phase I

RECOMMENDATION

- A. THAT Council adopt the vision, principles, long term goals, targets and indicators in *A Healthy City for All: Healthy City Strategy (2014 - 2025)* set out in Appendix A.
- B. THAT Council direct staff to report back on the first four year action plan in 2015.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The Healthy City Strategy is a long term integrative plan for social sustainability in Vancouver that complements other sustainability plans, including the Greenest City Action Plan (ecological) and the Vancouver Economic Action Strategy (economic).

While the City does not have a mandate for health and social services, we have a long history of leadership in social, economic and environmental sustainability efforts. This initial phase of work has been supported by a partnership with Vancouver Coastal Health, the guidance of the 30 member Healthy City for All Leadership Table that includes leaders from across public, private, and philanthropic sectors, an interdepartmental staff team, and significant public engagement that will inform our efforts moving forward. Ultimately, the Healthy City Strategy will provide a vehicle to integrate key City strategies, focus strategic efforts, support evidence based decisions, report on metrics, and enable external partnerships and innovation required to address the complex challenges that we face together.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

In September 2014, Council adopted the Mayor's Task Force on Mental Health and Addictions - Phase 1 report "Caring for All: Priority Actions to Address Mental Health and Addictions".

In June 2014, staff provided an update to Council on the *Talk Healthy City for All* engagement process and findings. In July 2013, staff presented an update to Council on the development of the Healthy City Strategy and proposed an engagement process.

In 2013, the City signed a Memorandum of Understanding with Vancouver Coastal Health (VCH) toward the vision of a healthy Vancouver for all, with commitments to enhance collaboration and partnership.

Council has recently adopted a number of key strategies and/or plans that relate to Healthy City Strategy goals and targets. These include:

1. Mayor's Task Force on Mental Health and Addictions - Phase I (2014)
2. Local Immigration Partnership (LIP) (2014)
3. Marpole Community Plan (2014)
4. Downtown Eastside Local Area Plan (2014)
5. West End Community Plan (2013)
6. Year of Reconciliation (2013)
7. Report Back on Missing Women Commission of Inquiry and City Task Force on Sex Work and Sexual Exploitation (2013)
8. Culture Plan: Strategic Directions for the Next Five Years (2013)
9. Age-Friendly Action Plan (2013)
10. Vancouver Food Strategy (2013)
11. Climate Change Adaptation Strategy (2012)
12. Housing and Homelessness Strategy 2012-2021 (2012)
13. Transportation 2040 (2012)
14. Vancouver Economic Action Strategy (2011)
15. Greenest City 2020 Action Plan (2011)

The Healthy City Strategy builds on previous Council policy:

In July 2009, Council approved implementation of the City's Mental Health and Addictions Plan.

In May 2007, Council adopted the definition of social sustainability. The definition elaborated on the 2002 Sustainability Definition and Principles adopted by Council.

Vancouver's Four Pillars Drug Strategy, approved by Council in 2001, laid out a comprehensive and coordinated plan for a 4 pillars approach to drug problems in Vancouver focused on prevention, treatment, enforcement and harm reduction.

REPORT SUMMARY

The first phase of the Healthy City Strategy includes a vision, principles, 12 long-term goals and a 13th goal on collaborative leadership, aspirational targets based on research,

collaboration and consultation, and indicators to measure progress. The Healthy City Strategy builds on and integrates a number of initiatives, described in Appendix A, and includes: the Greenest City 2020 Action Plan and Vancouver Economic Strategy, that represent the City's ecological and economic pillars of sustainability; our Year of Reconciliation; the Mayor's Task Force on Mental Health and Addictions - Phase I; the Housing and Homelessness Strategy; the Downtown Eastside local area plan and others; the Cultural Plan; the Vancouver Food Strategy; and Transportation 2040.

Developing Phase I included: the signing of a Memorandum of Understanding with Vancouver Coastal Health; the establishment of the Healthy City for All Leadership Table, chaired by the City Manager and comprised of Vancouver leaders representing a range of sectors; an inter departmental staff team; international research and best practices review; consultation with key stakeholders in Vancouver and beyond; and two healthy city summits with Vancouver Coastal Health (June 2012, and June 2014). Over 10,000 Vancouver residents were reached during our *Talk Healthy City for All* public engagement process.

Purpose

This report recommends adoption of the vision, principles, long term goals, targets and indicators set out in A Healthy City for All: Healthy City Strategy - Phase I (see Appendix A), and seeks direction to develop the first four year action plan that will be presented to Council in 2015. In 2013, staff presented the "Healthy City for All" framework to Council as well as the proposed Talk Healthy City for All public engagement process. The report also provides information on the outcomes of this process.

Background/Context

The City currently has two bold and ambitious plans for sustainability: the Greenest City Action Plan (ecological) and the Vancouver Economic Action Strategy (economic). The Healthy City Strategy (HCS) is the third pillar (social) in the long-term sustainability plan for the City of Vancouver and requires a shift "upstream" from crisis-driven intervention to an integrated and proactive understanding of well-being. It integrates and aligns other key City strategies and is based on extensive multi-sector collaboration and community engagement. It proposes a vision, principles, goals, and targets for achieving and measuring a "healthy city for all" and furthers Vancouver's efforts to create a truly sustainable future for people, place, and planet. The HCS provides the City with a clear path for strategic decisions and alignment of resources to facilitate conditions where all people have the chance to thrive. It builds on and integrates the many initiatives that have been undertaken over the last decade to create a comprehensive, integrated, and measureable strategy for moving forward. The Healthy City for All: Healthy City Strategy 2014-2025 - Phase I is set out in Appendix A.

While senior governments are mandated to provide health and social services, economic development, and environmental stewardship, the City has long been a leader in an integrated approach to policy development and decision-making that incorporates ecological, economic, and social sustainability considerations. Through various plans and projects spanning several decades the City has led actions promoting social development that recognize inequities and vulnerabilities among different groups throughout the city. Vancouver has used a number of policy tools and initiatives to advance social development within its mandate as a local government. Recent examples of these are outlined in Appendix A.

Strategic Analysis

More people live in cities than in rural areas and this trend is increasing; by 2030 over 60% of the world's population will live in an urban setting, rising to 70% by 2050¹. In Canada, 80% of people live in urban areas, and in Vancouver that population is expected to grow by 23% to an estimated 740,000 by 2040². For a growing number of people, health and well-being are experienced within cities. What we choose to do now will have a profound effect not only on the health and well-being of current populations but on generations to come.

There is a growing understanding of the role that municipalities play a critical role in promoting health and well-being, outside of the health care system. The World Health Organization defines health as "a state of complete physical, mental and social wellbeing and not merely the absence of disease or infirmity"³. Almost 30 years ago, the Ottawa Charter for Health Promotion further recognized that to reach this state, "an individual or group must be able to identify and to realize aspirations, to satisfy needs, and to change or cope with the environment. Health is, therefore, seen as a resource for everyday life, not the objective of living"⁴.

It is accepted that this "resource for everyday life" is linked not only to individual characteristics such as biology and genetics, but also to a broader, interconnected set of factors related to the conditions in which we live, work, play, and learn. The determinants of health approach to healthy people, place, and planet recognizes the role that early care and learning, housing, employment, income, life-long education, the built environment, social networks, and access to health and social services play in determining our health and well-being. This has led to greater attention being paid to the health of communities rather than only to that of individuals.

Vancouver is known around the world for its abundance of health-promoting assets: our spectacular natural setting, our internationally lauded brand of urban planning, our vibrant arts and cultural scene, and our active people. Our diverse population, creative economy, and relative sense of safety are other key assets that attract people here from around the world and across Canada to visit, invest, work, play, and make Vancouver their home. The City has long integrated health and well-being considerations into its active transportation and land-use planning, and has worked to build compact, connected, complete communities.

¹ World Health Organization (WHO). (2010). *Why Urban Health Matters*. Available at <http://www.who.int/world-health-day/2010/media/whd2010background.pdf>.

² See Metro Vancouver's Regional Growth Strategy: *Metro Vancouver 2040: Shaping our Future*. Available at

<http://www.metrovancouver.org/planning/development/strategy/RGSDocs/RGSAdoptedbyGVRDBoardJuly292011.pdf>. This projected growth in Vancouver's population will take place in the context of a metropolitan region that is projected to increase in population by 55% to 3.4 million in 2040.

³ Preamble to the Constitution of the [World Health Organization](#) as adopted by the International Health Conference, New York, 19 June - 22 July 1946; signed on 22 July 1946 by the representatives of 61 States (Official Records of the World Health Organization, no. 2, p. 100) and entered into force on 7 April 1948.

⁴ World Health Organization (WHO). (1986). *Ottawa Charter for Health Promotion*. First International Conference on Health Promotion, Ottawa, 21 November 1986. Geneva: WHO. Available at <http://www.who.int/healthpromotion/conferences/previous/ottawa/en/>.

Many Vancouverites are thriving. However, like other urban centres, we are grappling with the three global, interconnected challenges of the 21st century: climate change, an increasing prevalence of chronic health conditions, and growing inequality. Key trends to take note of include:

1. A growing and aging population - the number of seniors is expected to double by 2036 (BC Statistics, 2012 Population Projections);
2. The second highest low income rate compared to other large Canadian cities (21%) (Statistics Canada, 2011 National Household Survey);
3. 35% of kindergarten children are vulnerable in Vancouver⁵; (UBC Human Early Learning Partnership Early Development Instrument, 2011-13);
4. Growing gap between rich and poor (Conference Board of Canada, 2011); and
5. Health inequities - avoidable inequalities in health between groups of people (Health Officers Council of BC, 2008).

In recent analyses of healthy city initiatives worldwide, the World Health Organization noted that effective action and successful implementation of a longer term strategy for urban health and well-being requires four preconditions for change:

- political commitment at the highest level where health, equity and sustainable development are core values in a city's policies and vision;
- shared vision, understanding and commitment to a comprehensive and systematic approach for urban health;
- organizational structures and processes to coordinate, manage and support change and to facilitate inter-sectoral action and active citizen involvement; and
- opportunities for partnership-building and networking with statutory and non-statutory bodies and community groups⁶.

These conditions exist in Vancouver, making it the right time to launch this long-term plan.

DISCUSSION - THE HEALTHY CITY STRATEGY

The HCS framework includes a guiding vision, three interconnected and overarching focus areas, 12 long-term goals with associated targets (2025), and indicators (see Appendix A).

Guiding Vision, Principles, and Assumptions

Building on the framework, a number of guiding principles and assumptions shaped the development of the Healthy City Strategy and will guide the work as it moves forward. These are summarized in Table 1 below.

⁵ Vulnerability is where the child is, on average, more likely to be behind where we would expect them to be in their development on the identified EDI scale

⁶ World Health Organization (WHO). (2010). *Why Urban Health Matters*, p. 17. Available at <http://www.who.int/world-health-day/2010/media/whd2010background.pdf>.

Table 1: Guiding Vision, Principles, and Assumptions

GUIDING VISION: A Healthy City for All: a city where together we are creating and continually improving the conditions that enable all of us to enjoy the highest level of health and well-being possible.	
GUIDING PRINCIPLES AND ASSUMPTIONS	
A broad and holistic understanding of health and well-being	The building blocks of a healthy city for all (the social determinants of health and well-being) need to be: recognized as having as much influence as biology and genetic endowment; understood as interconnected; and addressed holistically, rather than in isolation
Fulfillment of fundamental rights and freedoms	Fundamental rights and freedoms guaranteed under the Charter of Rights and Freedoms, within the context of municipal jurisdictions and Vancouver's aspirations, will be supported and protected.
Health and well-being are everybody's business	The health and well-being of Vancouver is everybody's business - across the public, private and civil sectors and including all of our residents. We will endeavour to broaden discussion of, engagement in, and ownership of, the issue of a healthy city for all, including meaningfully involving those most affected
The need for social innovation	Over the last three decades, many efforts to significantly move the dial on complex social issues have not been as successful as hoped. We need to try different things and to do things differently to transform the systems that gave rise to our existing social, economic and environmental challenges.
Enabling collective impact	We need to continue to integrate and align our efforts across City departments and bodies, and across all partners in order to: realize greater value for efforts and investments; leverage existing assets of the City and others; and have a greater impact on the complex social problems we are trying to solve.
For all, not just for some	Vancouver is an incredibly diverse city. A "for all" lens will help ensure that we pursue initiatives that are both universal for all citizens and focused on specific populations most vulnerable to health inequities. Further, we will resist the push to view these vulnerable populations in a monolithic way, by recognizing the complexity of the lived realities of individuals who experience marginalization on multiple and intersecting grounds**.
Prevention and upstream-oriented	Priority will be given to addressing the determinants of health and well-being early, and not waiting for problems to emerge.
Healthy Ecological Environments	All people have the right to live in a healthy environment, including the right to clean air and water, safe food, access to nature and preservation of native biodiversity. Citizens have the right to know about and to say no to pollutants and contaminants released into the local environment that can cause harm, and the right to participate in decision-making that will affect the environment.
Focus investment and action on what matters, based on evidence	Priority will be given to those investments and actions which, grounded in evidence, will realize value for our efforts and move us towards reaching our targets.
Monitor, evaluate and communicate	We will track metrics to assess our progress, make changes based on evaluation, and communicate the results as often as makes sense.
Lead and model	The City will continue to demonstrate leadership in health and well-being and model changes through our own operations.
** The lived experience of being, for example, a female Aboriginal elder, is not ever one of being <i>only</i> female, or <i>only</i> Aboriginal, or <i>only</i> an elder - we experience our lives in intersecting ways. Rather than apply a single category lens (such as a "women's lens" or an "Aboriginal lens", or an "LGBTQ lens" or "a disability lens" or a "senior's lens" or a "people of colour lens", we are using an intersectional "for all" lens with the aim of reflecting and addressing this complexity.	

Goals, Targets and Indicators

Aligned with the 12 long term goals (and a 13th goal on collaborative leadership), there are targets to aspire to in 2025 and indicators that provide meaningful information about the state of that goal area in Vancouver (change over time, comparison with other cities, and, where possible, variation between neighbourhoods). Targets from existing City strategies have been included (e.g. the Greenest City Action Plan, Vancouver Food Strategy, Housing and Homelessness Strategy, and Transportation 2040) and the target dates proposed in these plans are being kept. An overview of the goals, targets and indicators are presented in Appendix A.

Approach to Developing the Healthy City Strategy

The process of developing Phase I of the strategy included: a Memorandum of Understanding with Vancouver Coastal Health; the guidance of the Healthy City for All Leadership Table, reviews of international research and best practices; consultation with key stakeholders and experts in Vancouver and beyond; hosting two healthy city summits with Vancouver Coastal Health (June 2012, and June 2014); and the significant efforts of an inter-departmental staff team. Further, over 10,000 Vancouver residents were reached during our *Talk Healthy City for All* public engagement process. Throughout the development of Phase I of the HCS, we heard that change needs to happen at all levels - individual, cultural, and systemic - and that efforts need to be integrated and interconnected. We also heard and know that other levels of government play a primary and/or key role in a number of the policy areas linked to the HCS goals and targets.

On-going partnerships, collaboration, engagement, and advocacy will be required to achieve the goals and targets set out in the HCS, as will a robust program of monitoring and evaluation. A key factor determining the success of the HCS will be continued opportunities for stakeholders and residents to propose ideas and to undertake creative and innovative projects and initiatives. The City can continue to facilitate the generation of ideas, create spaces that promote social innovation, and commit to an on-going monitoring, reporting, and data sharing system.

An action plan to reach the aspirational targets of the HCS will be presented in the second phase of work and will build on input from three primary sources: the Leadership Table and the City's Corporate Management Team; the inter-departmental Healthy City Strategy staff tech team; results from *Talk Healthy City for All* engagement process and other strategies and plans recently undertaken.

Moving forward, the strategy will provide the City with a vehicle for integration, social innovation and collective impact. It will enable us to: leverage existing assets and activities, both our own and those of others; prioritize actions that will really make a difference; realize value for money and effort; and stay focused on metrics that will tell us something meaningful about results.

Engagement

Staff asked residents for their best and boldest ideas for achieving a Healthy City for All. The ideas shared will inform the development of priority actions in Phase II. The objectives of the engagement process were to:

- Build understanding of and support for the Healthy City Strategy.
- Gather innovative ideas to achieve goals and targets.
- Encourage Vancouver residents and organizations to take action.

Over 10,000 people were reached and more than 1,300 individuals participated in-person. People engaged in a variety of formats, including submitting and voting on ideas through an online platform, Twitter conversations, City website, Instagram, participating in forums and events, and in-person workshops or 'ideas labs'. These ideas labs included City Advisory Committees, residents, and targeted specific groups such as youth, women, seniors, multi-cultural groups, immigrants, and Aboriginal people.

The engagement process generated a large number of ideas (over 1,200). These will help inform and shape the priority actions for Phase II of the strategy. The key themes that we heard during the engagement process are illustrated in Appendix A.

The City recognizes that other levels of government, organizations, and individuals must all take action in order to achieve the vision of a healthy city for all. Participants in the engagement process were encouraged to develop ideas with others and put them into action if possible. Ten individuals who provided innovative ideas were selected to participate in two social innovation events, the THINK Creative Leadership workshop and an Ideas Jam as part of the Social Innovation Exchange (SIX) Conference, to make connections to turn their ideas into action.

Implications/Related Issues/Risk (if applicable)

Financial

This report recommends adoption of the vision, principles, long term goals, targets and indicators set out in A Healthy City for All: Healthy City Strategy - Phase I.

In addition, Council direction is requested to proceed with the development of the first four year action plan in Phase II that will be presented to Council for approval in 2015.

Once the four year action plan is developed, any financial impacts and potential trade-offs will be presented to Council for their consideration and approval through future Capital and Operating budget processes. Significant new policy, regulatory, planning or programmatic recommendations will come to Council on their own as they are developed.

Environmental

The Healthy City Strategy is aligned with the goals of the Greenest City Action Plan and complements its efforts to create a greener city. Together the strategies enable more integrated efforts for healthy people, healthy places, and a healthy planet.

Economic

The initial phase of the Healthy City Strategy has been developed with attention to the goals of Vancouver's Economic Action Strategy. The Healthy City Strategy supports the Vancouver Economic Action Strategy's efforts to attract investment and talent and to promote Vancouver's story around the world. Our city's continued development as an economically, ecologically and socially sustainable city is key to positioning Vancouver as a globally competitive, liveable, and inclusive economy.

Communication

Publication of Phase 1 of the strategy (Appendix A) will be made available electronically and distributed to key stakeholders.

Implementation

The first four year action plan will be developed pending Council approval along with a monitoring and reporting system. Staff will report back to Council in 2015 with a four year action plan.

Staff will continue to work collaboratively with various partners, including the Healthy City for All Leadership Table, Vancouver Coastal Health, community partners, residents, and staff.

CONCLUSION

Phase I of the Healthy City Strategy lays out a vision, guiding principles, long term goals, targets to 2025, and indicators for achieving and measuring a “healthy city for all”. It furthers Vancouver’s efforts to create a truly sustainable future built on healthy people, healthy places, and a healthy planet. The strategy has been, and will continue to be, developed based on three decades of global research and best practice, and extensive consultation with key stakeholders, key departments, and residents.

Staff are recommending adoption of the vision, principles, long term goals, targets and indicators set out in A Healthy City for All: Healthy City Strategy - Phase I - Appendix A, and Council approval to proceed with the development of the first four year action plan towards achieving the targets laid out in Phase I. Staff recommend a report back to Council in 2015 with the first four year action plan.

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