



## CITY OF VANCOUVER

### ADMINISTRATIVE REPORT

Report Date: May 29, 2006  
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Meeting Date: June 29, 2006

TO: Standing Committee on Planning and Environment

FROM: Director of Social Planning and Co-Director of Development Services - Operations and Client Services, in consultation with Vancouver Coastal Health (Vancouver Community) and the Directors of Housing Centre and Current Planning.

SUBJECT: Community-based Health Service Policy and Delivery

#### RECOMMENDATION

- A. That Council receive for information the description of health policies and service delivery for the Vancouver Community part of Vancouver Coastal Health (VC-VCH) in the City of Vancouver; and
- B. That Council endorse the protocols for working together which have been jointly developed by VC-VCH and City of Vancouver staff.

#### GENERAL MANAGER'S COMMENTS

The "Vancouver Community" part of Vancouver Coastal Health (VC-VCH), provides a wide range of housing and health services to residents of Vancouver. The information provided by Vancouver Community (hereinafter called VC-VCH for purposes of clarity for this report) offers a valuable overview of these services, including the continuum of care provided through the Primary Health Care, Acute and Community Care Networks, strategic directions, and current projects. This will be helpful, educational and contextual information for both City staff and for the community. City and VC-VCH staff work together on such a variety of initiatives - from the Vancouver Agreement to specific projects - that it is prudent for the two bodies to be in as much alignment, with as much mutual understanding, as possible. The joint protocols for how we will work together on new or relocated VC-VCH housing and health service projects will move us significantly forward in this direction

## CITY MANAGER'S COMMENTS

The City Manager recommends approval of A and B.

## COUNCIL POLICY

Approved in 1995, following extensive public input, City Plan includes directions on a range of topics, including community services. The City Plan direction is to: "provide better access to City services for people who most need them and for people who currently have difficulty getting the services they require; and increasingly deliver services locally and in consultation with users."

Council's Housing objective is to maintain and expand housing opportunities, with priority being given to families with children, SRO residents, the mentally ill, physically disabled, and others at risk of homelessness.

## SUMMARY and PURPOSE

The Purposes of this report are to:

1. provide Council with background information on community-based health service policy and delivery in Vancouver. This information is detailed in APPENDIX A and is presented by the Vancouver Community entity of the Vancouver Coastal Health (VC-VCH); and
2. recommend Council's endorsement of joint City of Vancouver and VC-VCH protocols guiding the planning and permitting of new and/or relocating community health services and housing in order to address both VC-VCH and City of Vancouver objectives.

## BACKGROUND

Prior to November, 1995, community health services in Vancouver were primarily delivered by the City's Health Department through a contractual arrangement with the Provincial Ministry of Health. Addictions and mental health services in the City were either provided directly by the Ministry of Health, or were contracted out to community organizations. In 1995, the Provincial Government regionalized the delivery of health services throughout the Province, including the City of Vancouver.

Since the regionalization of health services, health service delivery arrangements have evolved, but staff from the City and VC-VCH have continued to collaborate in a variety of ways.

One role of VC-VCH is to plan and develop the new or relocated health care and housing services required to implement the continuum of community-based services that form "Primary Health Care" and "Community Care" networks, the key strategies for delivering community health services.

The Primary Health Care and Community Care Networks incorporate prevention, community development, and a wide range of residential and other community programs and services. It is through this range of accessible programs and services that people are supported to stay healthy and out of the acute care, or the hospital system, as far as possible.

## DISCUSSION

VC-VCH, through its direct services, operates out of approximately 50 sites, including eight Community Health Centres, and an additional eight community mental health teams which are integral components of the Primary Health Care and Community Care Networks. An additional 200 sites are used in the delivery of services offered through contracted agencies.

Over the past several years, VC-VCH has developed or relocated several of these health services or housing projects, for example, Birchwood (residential care) at King Edward & Arbutus, Triage (supported housing development) on Fraser Street, the Contact Centre on Hastings Street, Triumph Apartments (supported housing) on Triumph Street, Clarendon Court (Assisted Living) at Clarendon & 49th Avenue and Millennium Towers (Assisted Living) at Broughton and Davie. Several more projects are at various stages of development.

A list of proposed future VC-VCH programs and services is included in APPENDIX A.

VC-VCH uses several key principles when looking for and assessing sites for programs. The full text of these is found in APPENDIX A. They are summarized below:

- **Accessibility and Geographical Appropriateness:** locations that maximize accessibility by the specific client groups served;
- **Cost Efficiency and Convenience for Clients:** VC-VCH programs are encouraged to be co-located, where possible;
- **Safety and Security:** sites must address security issues for both clients and staff; and
- **Flexible, Adaptable Space:** locations that can accommodate a range of programs and activities over time.

Depending on location, services provided, clients to be served and programs offered, VC-VCH projects can sometimes generate controversy in “host” neighbourhoods. Issues of compatibility can be anticipated and require coordinated and respectful work among VC-VCH and City staff and interested community members.

Without attention to the potential concerns of neighbours - through education, project evaluation and communication, and widespread community engagement - projects may run the risk of prolonged and negative community reaction to the provision of necessary public services.

Understanding this reality, VC-VCH have developed several strategies for their community engagement activities, as follows:

- Clarity and information-sharing: the community will be provided with information about the topics for consultation, and about the opportunities and constraints involved in decision-making.
- Fair, transparent and legitimate: communities will be engaged and/or consulted prior to key decisions being made, as much as possible; engagement/consultation will be focused on real opportunities to influence decisions; where decisions are driven or constrained by forces that necessitate *In-Camera* decisions or information sharing (as opposed to consultation), this will be communicated to the community (e.g. constraints by other levels of government, human resource, or land acquisition issues, etc.).
- Timeliness: the community will be given sufficient time, whenever possible, to provide meaningful involvement, with a balance struck between ensuring appropriate timelines for involvement and the need for timely decision-making.
- Accountability: the effectiveness of community engagement strategies will be evaluated, resulting in improvements based on evaluation findings.
- Balance of Diverse Inputs: community input is valued as one of many factors in decision-making.
- Variety of Consultation Methods: different methods will be used to gather community input in order to broaden opportunities for participation; e.g., focus groups, questionnaires, town hall meetings, program advisory committees.

City of Vancouver staff have standard notification and related processes for soliciting and including public input on development proposal decisions. City staff also have in place “Protocols for Potentially Controversial Projects”, which establish a set of guidelines for inter-departmental coordination, project leadership, media relations and information exchange on projects - not just health or social service projects - likely to require extra attention through the permitting process.

Because of the number and range of VC-VCH projects and their particular characteristics, City and VC-VCH staff have jointly developed a unique set of protocols to guide their work with each other and with the community. These protocols are summarized as follows (full text is found in APPENDIX B):

- VC-VCH and City staff will jointly review proposed health service and/or housing projects to determine how the protocols are to be applied;
- VC-VCH will inform and seek City advice prior to leasing or purchasing properties for services/housing;
- VC-VCH and City staff will jointly develop plans for securing permit approvals and implementing projects where sensitivity is required;
- VC-VCH will provide a full range of information pertinent to the project prior to application for Development Permit; and

- The leads of the VC-VCH and City project teams will develop a plan for community engagement, including:
  - the formal notification processes required of the City,
  - pre-application 'education' and engagement processes,
  - type and extent of community involvement after project intake,
  - whether consultant(s) should be hired and by whom,
  - which stakeholders will be included.
  
- The leads of the VC-VCH and City project teams will also develop a plan for any required on-going monitoring of the proposed facility's relationship with the neighbourhood.

### **FINANCIAL IMPLICATIONS**

Any costs incurred by the proposed protocols or processes outlined in this report can be accommodated within existing budgets.

### **ENVIRONMENTAL IMPLICATIONS**

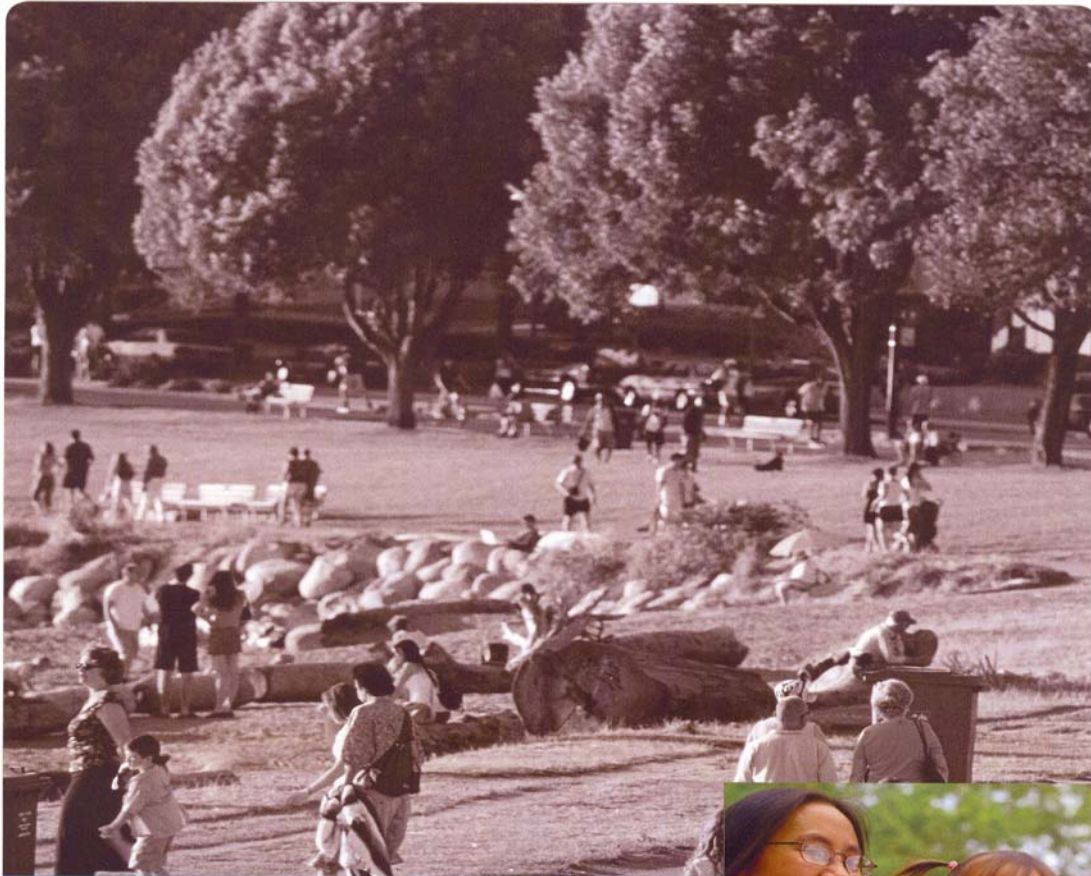
The project planning protocols included in this report encourage the participation of local residents and will foster compatible land uses. Following these protocols also contributes to development of individual and community capacity - two elements of social sustainability.

### **CONCLUSION**

City of Vancouver and Vancouver Coastal Health work together on a variety of initiatives that serve Vancouver residents. Staff from both organizations have developed joint protocols for working together that will facilitate the planning and permitting of new and/or relocating health services. These protocols include processes for engaging neighbourhood residents and other stakeholders in the overall project development process. These protocols, and the associated processes will foster compatible land uses, improve efficient use of staff time and will contribute to the social sustainability goals of the City by encouraging resident involvement.

\* \* \* \* \*





**Vancouver Community Overview**  
June 2006





## about Vancouver community

Vancouver Community is part of Vancouver Coastal Health and has responsibility to provide community and mental health services within the City of Vancouver. Our clients are the City's residents, and we share with the City a desire to maintain their health and meet the full spectrum of their health care needs.

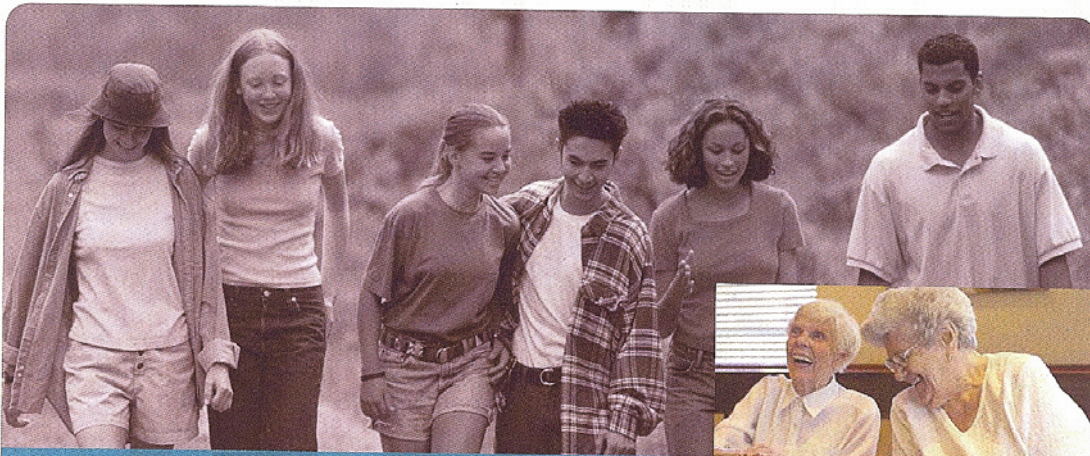
Vancouver Community is committed to ensuring all residents have opportunities for input and involvement, and have positive experiences with the services we offer. We want to ensure residents live healthy lives and the services we provide yield positive outcomes. And we want to ensure all residents are linked with services appropriate to their needs – and a continuum of services is available as residents' needs change.

In addition to services available through Vancouver Community, Vancouver Coastal Health offers Vancouver residents hospital services through Vancouver Acute – including Vancouver General, University of British Columbia and GF Strong hospitals, and Providence Health Care, which includes St. Paul's, Holy Family and Mount St. Joseph's hospitals, and St. Vincent Langara and Youville residences.

While a distinct entity, Vancouver Community is well coordinated with the operations of all of the other components of Vancouver Coastal Health, including the office of the Medical Health officer and Environmental Health Services, and those serving Richmond and the Coastal areas (North Shore, Coast Garibaldi and Sunshine Coast.)

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## the population we serve

Vancouver Community's community health centres and Mental Health Teams are spread across the city and serve the diverse needs of Vancouver residents.

Vancouver Community focuses on health promotion, early intervention, harm reduction, prevention and rehabilitation in addition to treatment programs across all Vancouver neighborhoods.

Some residents face challenges that significantly impact their health status, and Vancouver Community focuses many of its resources on these populations, including Aboriginal populations, residents of the Downtown Eastside, individuals with mental illness and/or addiction, people experiencing a chronic disease, young children beginning school with language and behavioural delays, and people requiring palliative care.

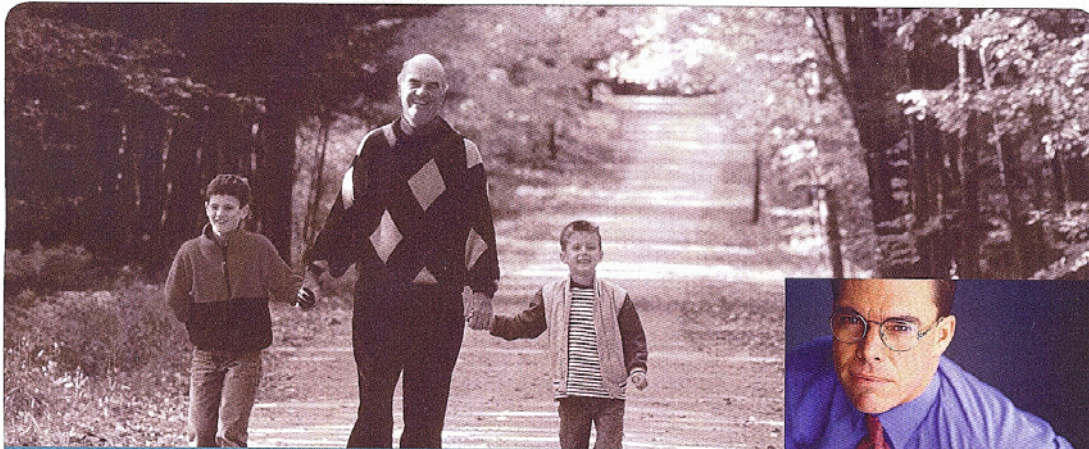
Aboriginal people make up eight per cent of the city's residents and have high rates of hospital admissions for preventable illnesses. Vancouver Community recognizes it needs to develop a unique approach to primary care and chronic disease management for this population. For people living in the Downtown Eastside, Vancouver Community understands that improving people's health outcomes requires a focus on the reasons people are unwell – including poverty, unstable and inadequate housing, and addiction.

About two to three per cent of our population experience serious and persistent mental illness and/or addiction issues. However, one in five people have a mental health condition such as depression, anxiety disorders and/or substance use disorders.



The burden of chronic disease has a profound impact on people's lives across all populations. Vancouver Community is working to meet the challenge of effectively managing chronic illnesses like diabetes, asthma and hepatitis.

Some Vancouver neighbourhoods have a disproportionate number of children with developmental issues that interfere with literacy and learning. While Vancouver Community focuses on promoting healthy pregnancy, birth and infancy for all Vancouver residents, it also provides resources to ensure it strengthens early childhood development, learning and care for children most in need, ensuring all children have the tools they need to thrive.



continuum of care

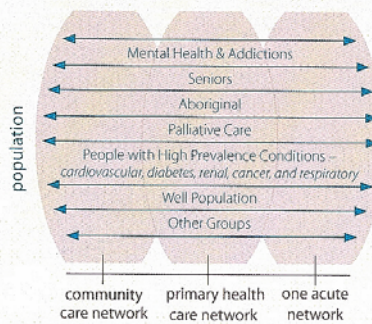
Vancouver Community's health services are an important part of a continuum of care that includes health promotion, disease prevention, harm reduction, diagnosis and treatment, and chronic disease management and self care, delivered through a variety of health networks.

The Primary Health Care Network is the entry point to the health care system for many Vancouver residents. Vancouver Community's eight Community Health Centres incorporate prevention, community development, a wide range of community programs and services, and interdisciplinary teams.

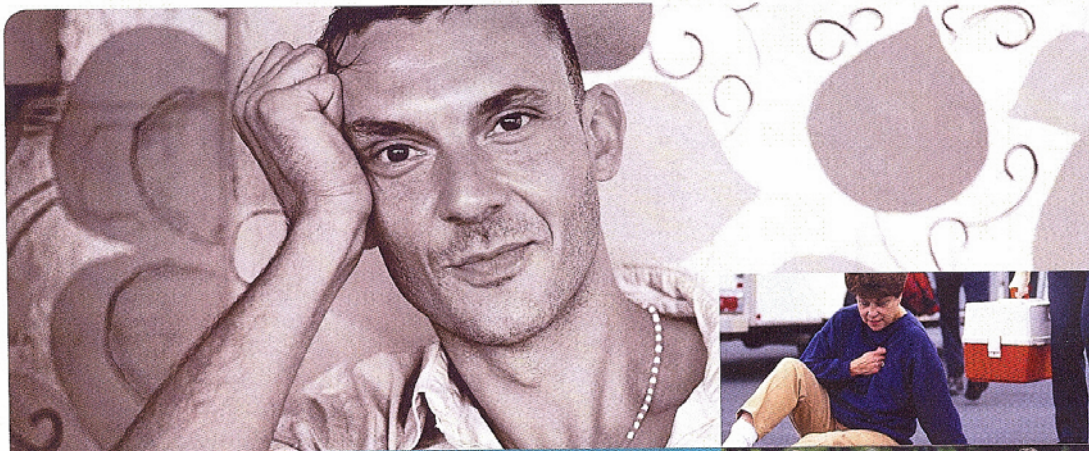
The Acute Network links hospitals, allowing them to work together, share knowledge and perform according to regional standards of care. The coordination of hospital services has encouraged specialization rather than duplication, resulting in streamlined services.

The Community Care Network links residential care, supported housing and assisted living, home support services and adult day programs across Vancouver Coastal Health. This ensures the provision of continuous service, from independent living through supported housing, assisted living and residential care.

Building the Continuum of Care



Our continuum of care is resident-focused, with the needs of the population we serve coming first and foremost. Many of the populations have needs that span across the care networks – people with mental health and addiction issues, seniors, Aboriginal populations, residents requiring palliative care, and people with chronic disease.



## specific services we offer

Annually, Vancouver Community spends \$460 million on a range of services provided to Vancouver residents, delivered through more than 5,500 full-time-equivalent staff in both direct and contracted sites. Services are provided by multidisciplinary teams. Vancouver Community operates out of 53 sites, with an additional 200 sites used in the delivery of services provided by contracted agencies. In the case of mental health, Vancouver Community delivers services in both hospital and community settings. Services include:

**direct home care** *\$26 million*

- Nursing, Physiotherapy, Occupational Therapy, Nutrition
- Case Management
- Home Hospice
- Social Work

**at home supports** *\$53 million*

- Home Support
- Adult Day Centres
- Meal Programs
- Home Oxygen Program
- Provincial Respiratory Outreach

**housing** *\$40 million*

- Assisted Living - 7 sites (262 units)
- Mental Health and Addiction Housing - 1,475 units
- Low-barrier housing - 775 units
- Physical Disabilities Housing - 133 units

**mental health** *\$56 million*

Early intervention, treatment, case management, emergency response, rehabilitation and recovery targeted to children and youth, adults and older adults.

**infant, child & youth** *\$16 million*

- Maternal child health including youth pregnancy and parenting
- Early childhood development
- Disease prevention, health promotion, chronic disease management
- School health      - Youth clinics
- Immunization      - Regional paediatric team

**primary care clinics** *\$19 million*

- Diagnosis, treatment, follow-up care
- Help managing long-term health
- Disease prevention, health promotion, chronic disease management

**HIV/AIDS and addictions** *\$36 million*

**HIV/AIDS**

- Harm Reduction
- Prevention and Outreach
- Nutrition and Peer Counseling
- Treatment

**Addictions**

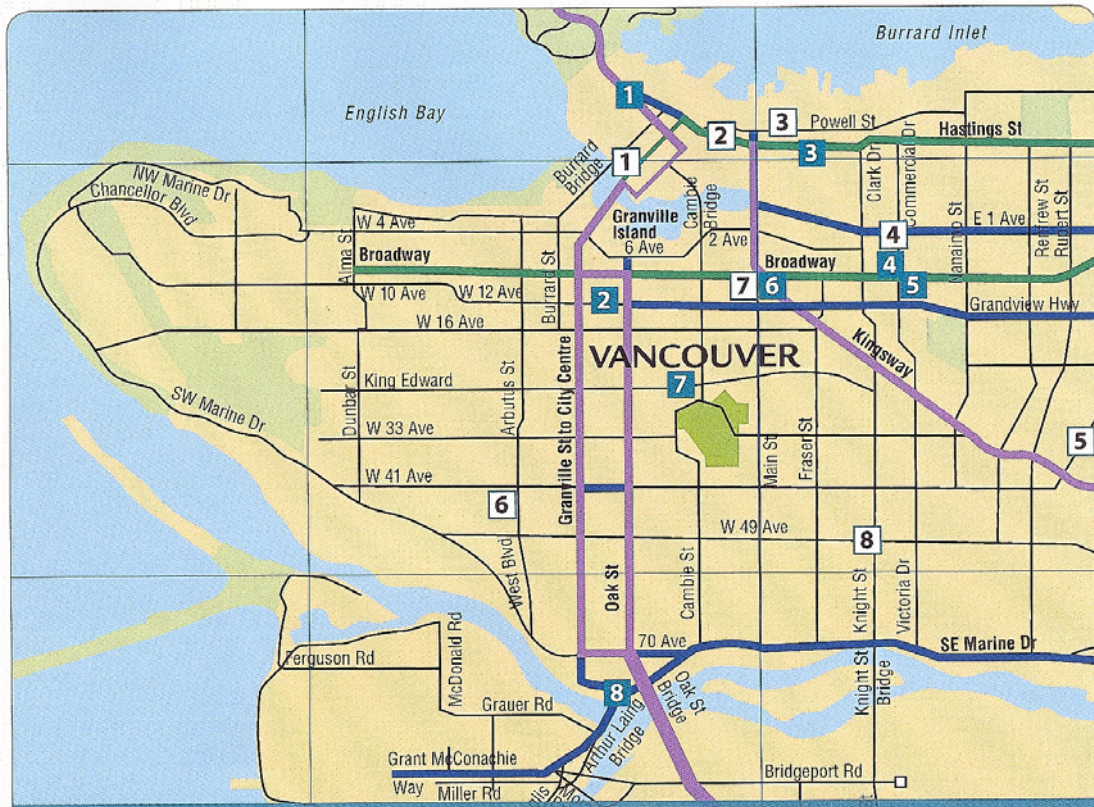
- Harm Reduction Health Promotion
- Counselling
- Withdrawal Management Services
- Residential Treatment
- Support Recovery

**aboriginal services** *\$6 million*

- Program directed to Aboriginal wellness

**residential care services** *\$177 million*

- Residential Care Facilities - 4,306 beds
- Residential Hospice - 28 beds



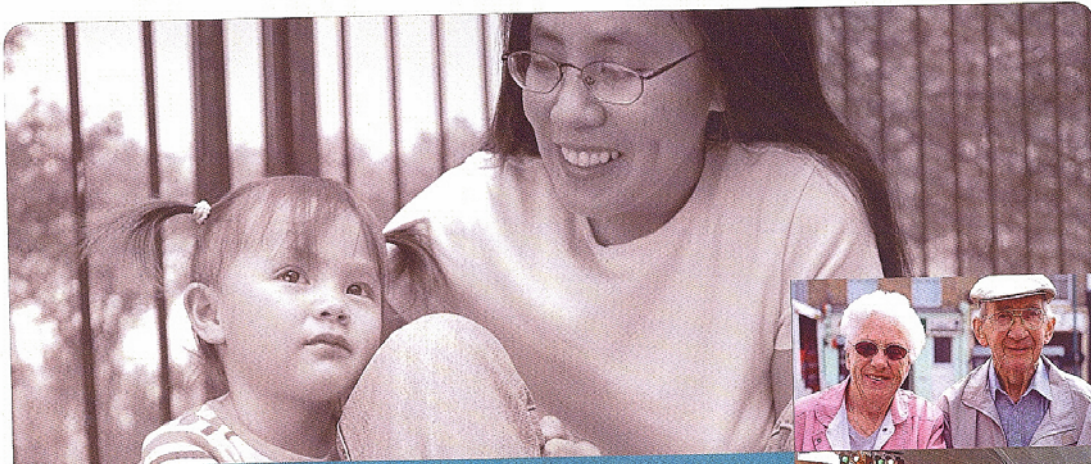
**Vancouver Community – Community Health Centres & Mental Health Team Sites**

community health centres

- 1 Three Bridges Community Health Centre
- 2 Pender Community Health Centre
- 3 Downtown Community Health Centre
- 4 North Community Health Office
- 5 Evergreen Community Health Centre
- 6 Pacific Spirit Community Health Centre
- 7 Raven Song Community Health Centre
- 8 South Community Health Centre

mental health teams

- 1 West End Mental Health Team
- 2 Kitsilano Mental Health Team
- 3 Strathcona Mental Health Team
- 4 Grandview Woodlands Mental Health Team
- 5 Northeast Mental Health Team
- 6 Midtown Mental Health Team
- 7 West Side Mental Health Team
- 8 South Mental Health Team



### services by the numbers

The money Vancouver Community spends on services is a small part of the overall story. The real focus is on the people who receive services and the way these services promote wellness, treat disease, injury and disability, encourage active participation among residents and their families in the care provided, and help residents develop a sense of responsibility for their own health care outcomes.

infant/child/youth services	5,800 births/year 15,000+ immunization screenings/year 18,000+ youth clinic visits
primary care clinics	19,000+ clients/year 50,000+ visits/year at the Downtown Community Health Centre
addiction services	7,200 admissions/year 5,000 methadone clinic visits 4,000+ counseling clients/year
mental health services	13,000+ clients 30,000 acute ambulatory clinic visits
home care services	13,000 home care clients 104,000 visits/year
at-home supports	5,100+ unique clients 928,000+ hours of home support
residential care	4,000+ residential care beds 1,100+ admissions /year
supported housing	2,645 units

Vancouver Community focuses on people, promoting wellness, treating disease, injury and disability, and encouraging active participation among Vancouver residents and their families.



## operating principles

Vancouver Community's overall goal is to improve Vancouver residents' health outcomes. We are committed to creating a positive experience for people using the services we provide, promoting informed choice and involvement, and supporting self-responsibility. Ultimately, it is our goal to increase longevity and quality of life of the populations we serve.

At an organizational level, Vancouver Community is committed to:

- Maintaining a client/family centred-approach
- Improving accessibility to all services
- Increasing integration and coordination of services
- Creating efficiencies in the service delivery system
- Optimizing the overall level of care provided to residents

A crucial part of Vancouver Community's operating principles is to include the voice of clients, patients and residents in our policies, practices, programs and processes. We do this by providing opportunities for input and involvement. We emphasize health promotion, disease prevention and early diagnosis, and encourage people to live healthier lives and make healthy choices. We focus on ensuring the services we deliver yield positive health outcomes.

Vancouver Community follows a population health approach that recognizes there are many influences on the overall health of residents, including education, economics, community safety and housing. We also work with a number of key partners, like the City of Vancouver, Vancouver Police Department, Vancouver School Board and others, to ensure residents receive integrated services delivered effectively.

We are committed to creating a positive experience for people using the services we provide, promoting informed choice and supporting self-responsibility.



## planning for the future

In planning the location and sites for new and/or expanded services, Vancouver Community applies several key criteria, including:

- Accessibility – health service delivery locations that respond to the needs of client groups, including access to transit, cultural and socio-economic diversity, mental, physical or age-related disabilities, and special needs of harder-to-serve residents
- Both the service and location fit strategically with the long-term vision and plans of Vancouver Coastal Health, while still moving forward with what is required today
- Involvement of stakeholders from the community wherever possible in the planning process – including clients, community members, Vancouver Community staff and management, contracted providers, municipal staff, and other parts of the health care system
- Programs and services placed close to where they are most needed, at the same time ensuring that services are available throughout Vancouver
- Efficient and convenient for clients – co-location of services where possible so clients can visit a single site to have multiple health care needs met
- Safe and secure – for clients, staff and the remainder of the community
- Available – property or lease available and suitable for the purpose
- Flexible, Adaptable – space that provides flexibility in program delivery, expansion and variety
- Multi purpose – can be a resource for community groups



## the importance of housing

Housing has been identified as both a fundamental right and a critical determinant of a person's health. Evidence shows a relationship between inadequate housing and a broad range of health conditions, resulting in more frequent use of emergency departments, lengthier and more frequent stays in hospital, and a decreased ability to access ongoing medical treatment.

Unlike many other jurisdictions, housing is a major component of Vancouver Community's health service delivery. We manage a range of housing programs, including mental health housing, addictions housing, housing for people with physical disabilities, and multiple supported housing options that promote independent living.

For people who have mental health and/or addiction issues, are homeless, not yet ready to engage in mental health and/or addictions treatment, and who can live independently, Vancouver Community provides funding for supports in low-barrier supported housing. Research shows supported housing is the preferred option for individuals because it supports independence, choice and control, but also results in improved health outcomes.



### current Vancouver community projects

Vancouver Community is continually refining, redesigning and expanding its service offerings to ensure the needs of all Vancouver residents are being met effectively and efficiently. In the near future, Vancouver Community will be bringing the following programs and services forward in Vancouver:

**Assisted Living Expansion:**  
Four additional Assisted Living sites, adding 283 units: Summer, 2006-Winter, 2007

**Low-Barrier Supported Housing Expansion:**  
Two additional sites, adding 130 units: 2007/08

**Mental Health/Addiction Housing Expansion:**  
One additional site, adding 30 units: 2007/08

**Grandview/Woodlands Community Health Centre:**  
Consolidation of several sites, designed to improve access for hard-to-reach and high-needs clients.

**South Community Health Centre:**  
Replacing the current Health Centre at Knight and 49th, and a consolidation of three sites, designed to address the needs of a large geographic service area and improve access for hard-to-reach and high-needs clients.

**Urgent Response Centre:**  
Designed to facilitate easy access, engagement and retention of mental health and addictions clients with the full continuum of services and social supports.

**Supervised Injection Site Wrap-Around Services:**  
Self-contained living space providing respite to people who are homeless, are living in substandard housing, and are receiving services from the Supervised Injection Site.

**Tertiary Mental Health Services:**  
Vancouver Coastal Health services are under development and will be relocated in various municipalities to replace tertiary services currently provided at Riverview Hospital, with specialized services for clients from across Vancouver Coastal Health.



## **Protocols for Working Together**

### **City of Vancouver and Vancouver Community-VCH<sup>1</sup>**

#### **Rationale**

Vancouver Community–VCH and The City of Vancouver have jointly developed protocols to establish the principles of a working relationship with each other and identify their respective responsibilities in ensuring potentially complex health-related projects can move forward in a timely and positive manner.

Vancouver Community-VCH and the City of Vancouver recognize that complex projects are needed to serve the complete health care needs of Vancouver residents and that it is in the interest of both parties to develop processes to ensure these projects meet with a positive community response.

Vancouver Community-VCH and the City of Vancouver recognize they share mutual interests in serving the needs of residents of Vancouver, with some residents needing more health services support than others.

Both parties are committed to working together to ensure Vancouver residents live as healthy lives as possible, and that residents are linked with services appropriate to their needs.

#### **Definition of a Complex Project**

Complex projects are those requiring planning and permitting for new or relocation of health services and supported housing that may be perceived to have a significant impact on surrounding neighbourhoods.

#### **Process:**

1. Any Vancouver Community-VCH housing or health service project that meets the definition of “complex” will adhere to these protocols.
2. Vancouver Community-VCH will inform the City of Vancouver about its intention to pursue a complex project, prior to purchasing or leasing a property for this use, where possible. Given the existing real estate market, the City of Vancouver will provide general feedback to Vancouver Community-VCH within the time period required.

Vancouver Community-VCH will provide the following general information:

- The purpose of the project,
- General activities and programs to be offered,
- Clients’ needs the activities will address,

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<sup>1</sup> VCH - Vancouver Coastal Health

- Approximate numbers of clients who will be served,
  - Reason for locating the project at the particular site,
  - Possible impact on adjacent neighbours.
3. Vancouver Community-VCH and the City of Vancouver will identify a project team for each complex project, inform the other party as to who is the project team lead, and who on the project team has the authority to discuss the project, including consultants and media spokespersons. Key contacts for establishing project teams include the Co-Director of Development Services from the City of Vancouver and appropriate Directors from the Vancouver Community-VCH Senior Management Team.
  4. On each complex project, Vancouver Community-VCH and the City of Vancouver project team leads will jointly develop a plan for how the teams will work together, including the development of timelines, a tentative schedule for inter-team meetings, and protocols regarding information sharing.
  5. Project team leads will share project plans with appropriate members of their individual teams, and will communicate with the relevant parts of their respective organizations.
  6. Using a consensus model, the project team leads will jointly develop a plan for community engagement. Project team leads can invite others into this process, as necessary.<sup>2</sup> Once the City has been notified, the plan for community engagement will include:
    - The formal notification process required of the City for this project;
    - Pre-application, education and engagement processes;
    - Type and extent of community involvement after the application has been submitted;
    - Which personnel should be involved in the community engagement processes
    - Which stakeholders should be involved in the engagement processes.
  7. The leads of the VC-VCH and City project teams will also develop a plan for any required on-going monitoring of the proposed facility's relationship with the neighbourhood.
  8. When Vancouver Community-VCH and the City of Vancouver jointly determine the project is ready to move forward, Vancouver Community-VCH will submit a formal development permit application that includes all information required of such a permit application. The City of Vancouver will review the application in a timely manner.

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<sup>2</sup> This protocol does not preclude Vancouver Community-VCH from carrying out community engagement activities prior to notifying the City of Vancouver about the potential complex project