



AN INITIATIVE OF

the de Beaumont Foundation + Kaiser Permanente

Better Health in America's Cities

CITYHEALTH'S FIRST CHAPTER



ACKNOWLEDGEMENTS

CityHealth would like to thank the Center for Community Health and Evaluation at the Kaiser Permanente Washington Health Research Institute (KPWHRI) for sharing the case studies that informed the profiles on Atlanta, Denver, and Seattle. KPWHRI is the non-proprietary, public-interest research center within Kaiser Permanente Washington, a nonprofit health system based in Seattle.

EXPLORE THE DATA

To learn more about CityHealth's policies, including information about the evidence base mentioned in the city profiles below, please visit cityhealth.org/our-policy-package.

CityHealth, an initiative of the de Beaumont Foundation and Kaiser Permanente, works to advance a package of tried and tested policy solutions that ensure all people in our largest cities have access to healthy choices. Together with visionary city leaders, CityHealth helps cities adopt policies that can make their communities healthy and resolve critical health disparities – now and decades down the road. Learn more at cityhealth.org.



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While states have been referred to as “laboratories of democracy,” America’s cities are the true laboratories of innovation. Cities are where solutions to some of society’s greatest challenges are born, tested, and proven. They have the right mix of ingredients — a critical mass of population, access to talent and technology, and a competitive drive to attract families, young people, and businesses — that provide fertile ground for innovative ideas to incubate.

With eight of 10 Americans living in an urbanized area, policy change in the nation’s largest cities has the most powerful opportunity to impact people’s daily lives and lead communities to better health. As the COVID-19 pandemic and the movement for racial justice has proven, city leaders are often the front-line responders to many challenges facing their residents and are in an ideal position to take action by adapting policy solutions to fit their diverse and unique communities. Upstream, prevention-oriented policy change can help cities improve health outcomes and become better places for people to live, work, visit, and grow.

Over the past seven years, CityHealth, an initiative of the de Beaumont Foundation and Kaiser Permanente, has worked with city leaders to adopt the tried and tested policy solutions that ensure all people have access to healthy choices. What started as an idea to identify and promote healthy policies has resulted in tens of millions of Americans living healthier, fuller lives. As CityHealth turns the page on its first package of policy solutions, this retrospective looks back on the initiative’s successes and previews what’s next for health in America’s largest cities.

CityHealth’s Origins

In 2014, the de Beaumont Foundation founded CityHealth to identify and pursue the most effective and achievable local policy solutions that can make communities healthier and more vibrant places to live.

CITYHEALTH’S TIMELINE

- 2014** CityHealth founded at the de Beaumont Foundation; Dr. Shelley Hearne leads the initiative

- 2016** Inaugural policy package released

- 2017** CityHealth releases first city assessment; 47.5% of cities receive overall medal

- 2018** Kaiser Permanente joins the de Beaumont Foundation as CityHealth’s national partner

- 2019** Following the lead of city adoption, Congress passes Tobacco 21 legislation

- 2020** Katrina Forrest, JD, and Catherine Patterson, MPP, are named co-executive directors

- 2021** CityHealth announces 2.0 policy package

- 2021** In final assessment of 1.0 policy package, 92.5% of cities earn overall medal

To find the right menu of policies, CityHealth assembled a diverse group of national thought leaders — from public health academics to local chambers of commerce to national membership organizations — to form a policy advisory committee (PAC). The PAC vetted

CITYHEALTH’S INAUGURAL POLICY PACKAGE

The infographic displays ten policy items from the inaugural package, each with an icon and a label:

-  Affordable Housing/
Inclusionary Zoning
-  Complete Streets
-  Earned Sick Leave
-  Food Safety/
Restaurant Rating
-  Healthy Food
Procurement
-  High-Quality,
Accessible Pre-K
-  Safer Alcohol Sales
-  Smoke-Free
Indoor Air
-  Tobacco 21



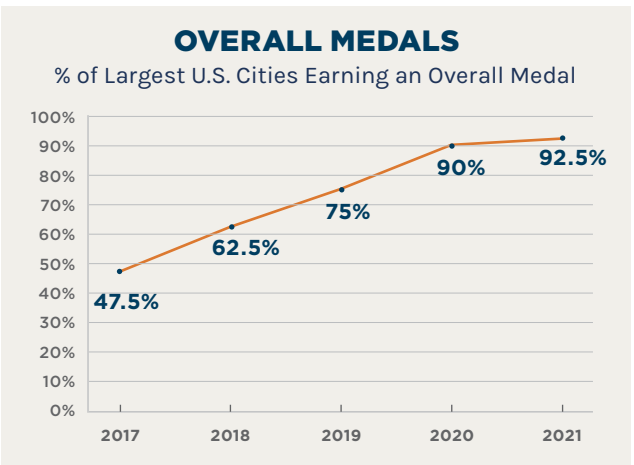
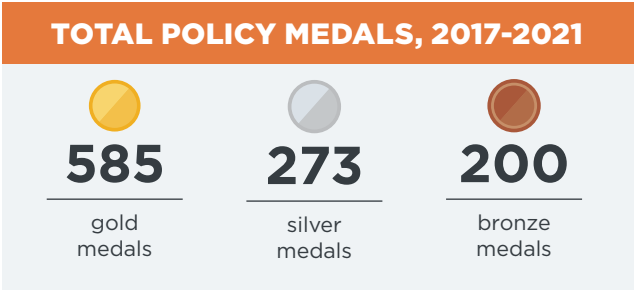
policies based on the strength of the evidence base supporting each policy’s efficacy, whether the policy was typically under city jurisdiction, and how likely the policy would be to garner broad appeal. CityHealth combined the PAC’s input with a legal analysis to determine the ideal elements for each policy and create criteria that would be used to award medals to cities based on the number and quality of their policies. The medal criteria set the standards for high-achieving (gold), good (silver), and acceptable (bronze) policies. Cities that didn’t meet the criteria threshold received no medal.

The result was the creation of a package of nine evidence-based policy solutions that city leaders could align with their priorities and needs. CityHealth’s policy package is both pragmatic and achievable while also providing an aspirational vision for healthy cities across America.

Assessing Cities


CityHealth embarked on its first assessment of America’s 40 most populous cities by reviewing ordinances, codes, and administrative policies in each city to determine the degree to which they met the medal standards. In some cases, the review included state-level laws (such as a statewide pre-K program) that resulted in a similar outcome for local communities.

CityHealth published its first city assessment in 2017. Five exemplar cities — Boston, Chicago, Los Angeles, New York, and Washington, D.C. — earned a gold overall medal. Five cities earned a silver overall medal, and



nine cities earned a bronze overall medal — all together totaling 47.5% of cities. While 21 cities did not meet the overall medal threshold, every one of the 40 cities earned at least one individual policy medal — representing a significant opportunity for future policy change.

CityHealth’s approach was already showing its effectiveness by the initiative’s second assessment in 2018. In just one year, 10 cities increased their overall medal status and an additional eight cities improved



CityHealth's policies can help close critical health disparities by improving access to healthy choices for all people.

by earning new individual policy medals. The trend continued in 2019, with 75% of cities earning an overall medal, and the number of cities without a medal dropping to 10. By CityHealth's final assessment of the policy package in 2021, 92.5% of cities had earned an overall medal (including 10 cities that earned an overall gold medal), impacting the lives of millions of people who call those cities home.

Kaiser Permanente Becomes National Partner

In 2018, Kaiser Permanente, the largest private integrated health care delivery system in the U.S., joined the de Beaumont Foundation as a national partner in the CityHealth initiative. The addition of Kaiser Permanente — recognized as one of America's leading health care providers and not-for-profit health plans — continues to help CityHealth catalyze meaningful change with policies that improve population health and reduce health care costs.

The Kaiser Permanente partnership reflects the growing understanding that the clinical environment alone does not hold all the solutions to reforming America's health system. CityHealth is able to leverage Kaiser Permanente's deep expertise in health policy, government relations, and community-based prevention to accelerate cities' efforts to improve people's health and quality of life.

The partnership complements Kaiser Permanente's established approach to community health — bringing together health leaders, clinicians, and community partners to help solve the social, economic and

environmental health challenges facing its almost 12.5 million members and the 68 million people who live in the communities it serves.

Promoting Equity through Health Policy

Equity has been at the center of CityHealth's work from the beginning. When identifying potential policies for inclusion in the package, CityHealth adopted the Health in All Policies (HiAP) framework. This framework utilizes a collaborative approach to address the factors that influence health and equity, going beyond topics that are historically thought of as health-related. The initiative also focused exclusively on upstream, prevention-oriented policy interventions that address the key social determinants of health.

The result was a package of policy solutions that is grounded on the principle that everyone deserves an opportunity to live a healthy, full life — and that it is critical to break down the systemic barriers that prevent this. For CityHealth, equity means that who you are or where you live shouldn't determine your ability to have a safe place to live, a healthy body and mind, and a thriving environment. Achieving health equity requires a continuous and explicit commitment to prioritize those affected by historical disadvantages.

CityHealth's policies can help city leaders dismantle longstanding policies and practices that perpetuate racism and inequities. These policy solutions can help close critical health disparities by improving access to healthy choices for all people.

CityHealth's Impact

As more cities have joined the movement for health by adopting CityHealth's policy solutions, the initiative's on-the-ground impact has expanded dramatically. In 2017, the first year of CityHealth's assessment, 29 million people lived in a city that earned an overall medal. By 2021, that number has grown to more than 44 million people.

There are countless stories of how cities have created positive health outcomes in their communities by

adopting CityHealth's policies. Four exemplar cities — Atlanta, Denver, San Antonio, and Seattle — show how partnering with CityHealth has helped lead their communities to better health. The Center for Community Health and Evaluation at the Kaiser Permanente Washington Health Research Institute (KPWHRI) researched the case studies for Atlanta, Denver, and Seattle and collected data on the impact of these policy implementations.



The inclusion of the Hartsfield–Jackson Atlanta International Airport — one of the busiest airports in the world — means that over 100 million passengers a year won't be exposed to the harmful effects of secondhand smoke.

- ▶ **ATLANTA GETS TO GOLD IN SMOKE-FREE, INDOOR AIR** Smoke-free indoor air policies prohibit smoking in indoor spaces and designated public areas. These policies protect non-smokers from the harmful effects of tobacco exposure while also reducing smokers' tobacco consumption.

In Atlanta, a local coalition of key organizations had been working for more than a decade to pass a smoke-free ordinance, yet there was still resistance from some elected leaders. In the lead-up to the policy's adoption, public support was strengthening due to increased attention on the negative consequences of vaping and growing momentum nationwide to adopt smoke-free policies. While Atlanta would be among the first in the South, the city was able to leverage lessons learned from early adopters.

"Thanks to CityHealth's efforts, and the support of your partners at the de Beaumont Foundation and Kaiser Permanente, Atlantans will benefit from these policies for generations to come."

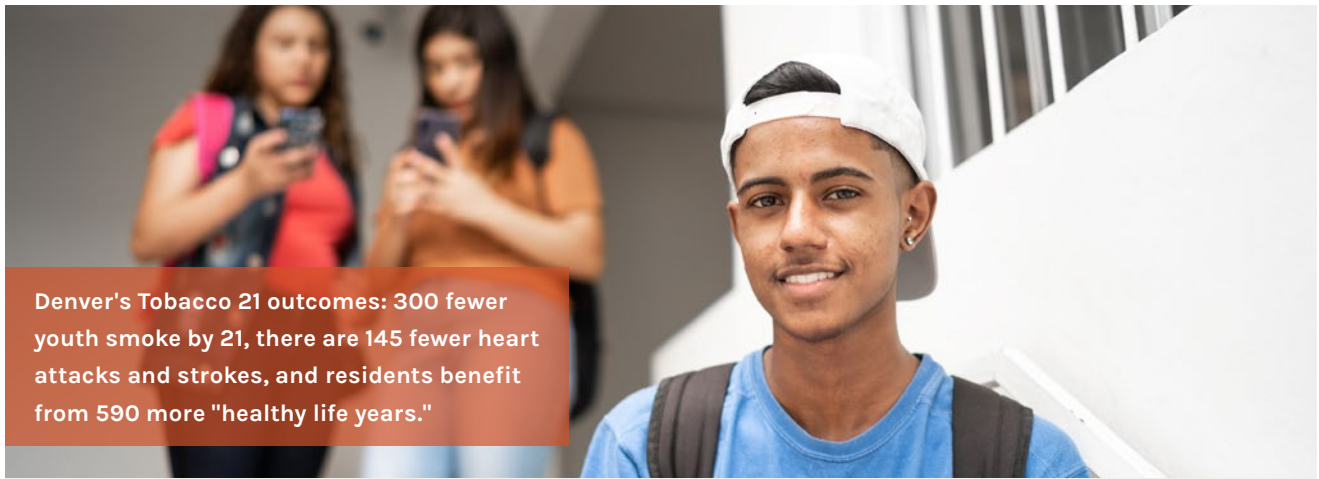
— Mayor Keisha Lance Bottoms

After At-Large Councilmember Matt Westmoreland introduced a draft bill, CityHealth and Kaiser Permanente worked together to harness their

individual strengths and relationships to advocate for policy adoption. CityHealth provided technical assistance by sharing information about best practices in other cities and identified a proposed exemption for long-term care facilities in the draft ordinance.

In response, Kaiser Permanente organized informational meetings with sponsors, elected officials, and agency staff so that CityHealth could provide background on what the strongest policy might look like. Kaiser Permanente also brought their chief pulmonologist to testify in support of the legislation.

Atlanta's smoke-free ordinance went into effect in January 2020, and its impact has already stretched far beyond residents. The inclusion of the Hartsfield–Jackson Atlanta International Airport — one of the busiest airports in the world — means that over 100 million passengers a year won't be exposed to the harmful effects of secondhand smoke.



Denver's Tobacco 21 outcomes: 300 fewer youth smoke by 21, there are 145 fewer heart attacks and strokes, and residents benefit from 590 more "healthy life years."

► **DENVER LEADS IN TOBACCO 21** Smoking tobacco remains the single largest preventable cause of death and disease in the U.S. Tobacco 21 (T21) policies raise the minimum legal age for the sale of tobacco products to 21, which can reduce the number of young people using these products and greatly decreases the risk for addiction, disease, and premature death in people under 21.

Momentum for T21 had been growing in cities and states across the country by the mid-2010s, with 15 cities in CityHealth's 2018 assessment earning gold medals for their T21 policies. In Denver, public opinion was becoming more favorable to T21 policies due to increased public attention on the negative consequences of vaping nicotine and a high youth vaping rate in Colorado.

After a CityHealth presentation at a U.S. Conference of Mayors meeting in 2019, Mayor Michael B. Hancock realized that T21 was aligned with his existing priorities and that the policy had the potential to advance the city's reputation. Mayoral support was critical: Denver's "strong mayor" form of government meant that having the legislation proposed by the mayor was key to its success.

"The CityHealth platform and the CityHealth resources and infrastructure not only gave us a vehicle to provide a carrot that got the city interested in Tobacco 21 in the first place, but then also helped ensure the policy was really a robust model policy."

— Kendall Stagg, Director of Community Health at Kaiser Permanente, National Program Offices

In addition to the mayor's support, a high-functioning coalition helped build local momentum. CityHealth funded a national partner, the Campaign for Tobacco-Free Kids, to convene a coalition, which included

local advocates, community partners, and Kaiser Permanente, which provided a key health care voice. The coalition leveraged relationships with city leaders to move the policy forward and played a critical role to align messaging, activities, and advocacy.

In October 2019, the city council voted unanimously to adopt Denver's T21 policy, which includes the sale of nicotine vaporizers, cigarettes, and other tobacco products. Importantly, the policy also includes an enforcement mechanism: new funding enabled the city to hire administrative staff and an inspector. Today, city staff are enforcing T21 regulations through civil penalties and suspension of the "right to sell" tobacco products.

The impact of Denver's T21 policy has been far-reaching. Estimates from an Institute of Medicine report, the CDC's Prevention Impacts Simulation Model (PRISM), and population estimates from the U.S. Census Bureau suggest that about 300 fewer youth are smoking by their 21st birthday, the city sees 145 fewer heart attacks and strokes each year, and the policy has added about 590 "healthy life years" across the city's population (looking across all health conditions most affected by T21 policies). Following the example set by Denver and other cities and states, a national T21 bill was passed by Congress in December 2019 — making 21 the minimum age to buy tobacco products the law of the land.



San Antonio's pre-K leaders helped support other cities in achieving equally strong pre-K programs — benefiting students in cities across the nation.

- ▶ **SAN ANTONIO SETS THE BAR IN HIGH-QUALITY, ACCESSIBLE PRE-K** High-quality, accessible pre-K programs benefit all children, regardless of family income or the zip code where they live. Children who attend quality pre-K programs have improved school readiness and are less likely to repeat a grade or be referred to special education. Long-term benefits include higher high school graduation rates, lower rates of crime and teen pregnancy, higher lifetime earnings, and better health outcomes.

Since 2012, San Antonio has provided children with the opportunity to attend high-quality, accessible pre-K through its Pre-K 4 SA program. Following the program's establishment, the city saw a nearly 10% increase in public pre-K enrollment, with Black and Hispanic students constituting a majority of the children served. San Antonio's program provides critical family education and support — as well as professional development opportunities — making it a holistic program that benefits students, families, and teachers alike. Studies on Pre-K 4 SA have shown that students who enrolled in the program had improved reading and math skills, better school attendance, and fewer special education referrals.

CityHealth's gold medal standard for high-quality, accessible pre-K requires programs to meet 8 of 10 quality benchmarks and a 30% access enrollment threshold. Pre-K 4 SA not only reaches these standards, but exceeds them; the program meets all 10 quality benchmarks, an achievement that only three of the assessed 40 cities achieved.

In 2018, CityHealth piloted the Pre-K Learning Network, a program designed to help local early education leaders to learn from each other, improve their practice, and establish connections beyond city limits. The network's goal was to help cities improve their early education programs and inspire more cities to

provide high-quality, accessible pre-K. Representatives from San Antonio were included on the advisory team of national experts that offered guidance and support to other cities participating in the network. By sharing strategies and expertise, answering questions, and serving as a resource to other pre-K educators, San Antonio's pre-K leaders helped support other cities in achieving equally strong pre-K programs — benefiting students in cities across the nation.

"We were really excited about the CityHealth framework that looked at those different policies that we could implement to really move the needle not just in San Antonio, but across the nation."

— Dr. Colleen Bridger, former assistant city manager, City of San Antonio

San Antonio represents an inspiring rise in medal San Antonio represents an inspiring rise in medal achievement, starting with earning no medal in 2017 to achieving an overall gold medal in 2019. Galvanized by the 2017 assessment, then-health department director Dr. Colleen Bridger aspired to get San Antonio to an overall gold medal within three years. High-quality, accessible pre-K was one of the policies that played an essential role in the policy momentum that helped Dr. Bridger and other San Antonio leaders beat that goal — the city earned its overall gold medal in just two years.



Seattle's healthy food procurement policy has changed the way the city purchases food and has prompted new conversations about healthy nutrition among leadership and city employees.

▶ SEATTLE'S HEALTHY FOOD PROCUREMENT POLICIES EXPAND HEALTHY CHOICES

Healthy food procurement policies help ensure healthy food options are available on city property. Cities that prioritize health in their food purchases make sure everyone has access to healthy choices in public places, from municipal offices to public recreation centers to daycare facilities. These policies can also help cities save millions of dollars in preventable health care costs.

In Seattle, two champions drove the city's effort to adopt healthy food procurement — the mayor and the public health director. When Seattle was awarded an overall silver medal at a U.S Conference of Mayors meeting in 2018, Mayor Jenny Durkan publicly committed to getting the city to an overall gold medal within a year. Following the mayor's commitment, then-Public Health Director Patty Hayes quickly began negotiations on the timeline and established priorities. City leaders determined that healthy food procurement was one of three viable policies to help get Seattle to an overall gold medal.

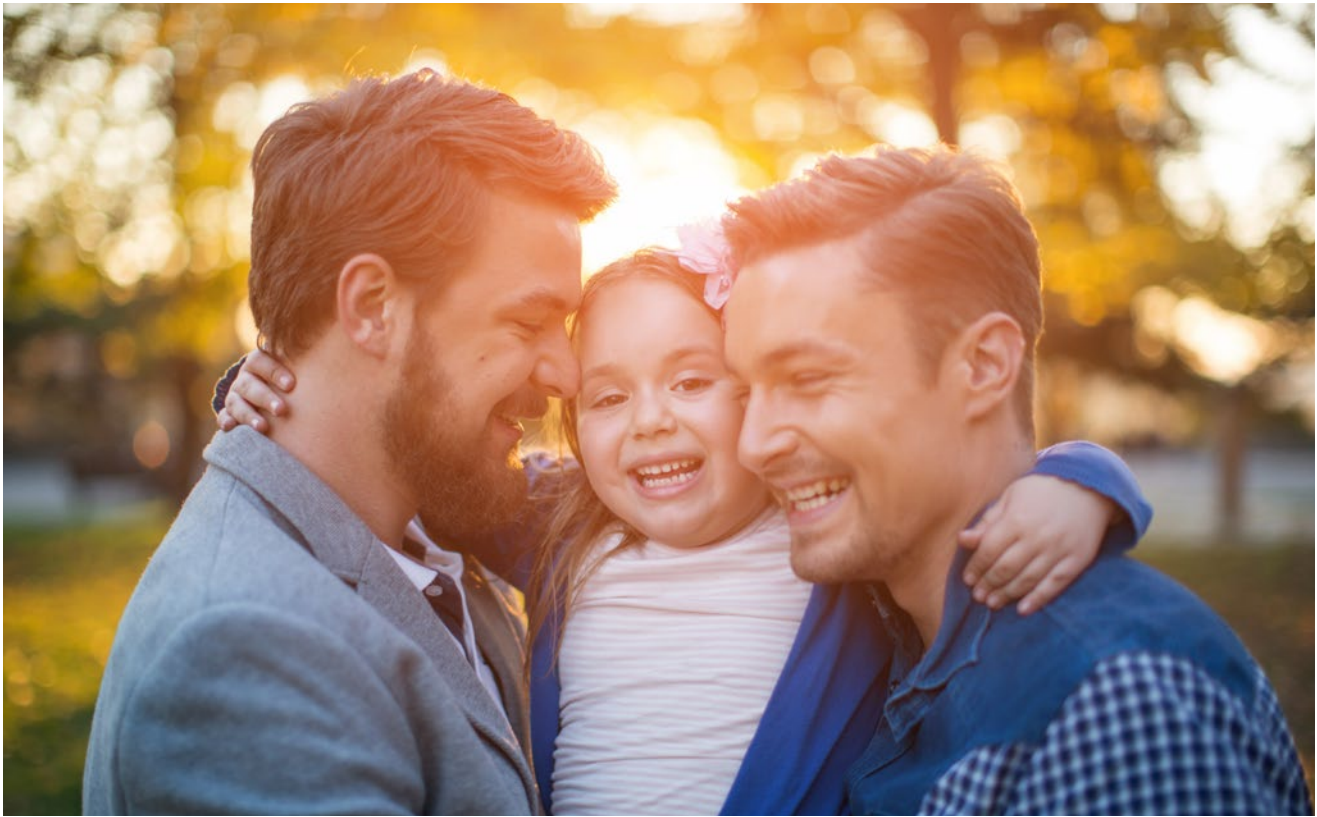
CityHealth worked closely with policy staff to provide model policy language that helped expedite the process and avoid pitfalls. City staff leveraged CityHealth's connections and their own relationships to learn from peer cities that had already adopted a healthy procurement policy. This resulted in narrowing the original scope to focus on the city's direct contracts, which facilitated department buy-in.

In only six months, Seattle was able to successfully adopt a healthy food procurement policy that set standards and contracting language based on current scientific recommendations and equitable principles. The city's policy adoption led Seattle to earn an overall gold medal in 2019, meeting the mayor's timeline and enabling the city to join the ranks of CityHealth's exemplar gold medal cities.

Seattle's healthy food procurement policy has changed the way the city purchases food and has prompted new conversations about healthy nutrition among leadership and city employees. Additionally, given the size and influence of city purchasing, the policy may influence the food options that vendors provide for other contracts beyond city government.

"CityHealth connected us with other cities who had launched successful nutrition standards. This gave the City of Seattle a great base to build a policy that worked for us and had national legitimacy."

— Jesse Gilliam, Senior Policy Advisor at Finance and Administrative Services, Purchasing and Contracting, City of Seattle



CityHealth's Next Chapter

Recognizing that policy adoption is a lengthy process and best practices inevitably evolve, CityHealth revisits its policy package and criteria every five years. The COVID-19 pandemic and the movement for racial justice in 2020 brought a new urgency to this work, as local action and innovation proved critical in responding to community needs.

In 2020, CityHealth reconvened its policy advisory committee with the goal to revise its package of policy solutions to set new gold medal criteria for health in cities. The committee met again in 2021 to ensure input on the policy menu was informed by the extraordinary events of 2020, which challenged cities and highlighted their resolve and resilience. During the vetting process, CityHealth listened to city leaders about what has worked in their communities and examined the latest data on policies that could improve community health while helping to close health disparities.

In July 2021, CityHealth announced its 2.0 package of 12 tried and tested policies that ensure all people in America's largest cities have access to healthy choices.

The new package is designed to be responsive to the evolving challenges cities face today and includes criteria designed to promote equity. CityHealth will first assess cities on the 2.0 package in 2022.

In addition to the new policy package, CityHealth is also expanding the number of cities it assesses. Starting in 2022, the initiative will grow to partner with the nation's largest 75 cities — greatly enhancing CityHealth's potential to affect meaningful policy change and improve the health outcomes of people living in America's largest cities. A complete list of cities in CityHealth's footprint is available at cityhealth.org.

This new policy package and expanded footprint will guide CityHealth's work in its next chapter. While it is impossible to predict which challenges cities will face in the coming years, it is assured that cities will be on the cutting edge of innovation and local leaders will continue to prove their resilience and ability to find creative solutions to the challenges that lie ahead. Working together, CityHealth and city leaders can help millions of people can have the opportunity to live healthy, full lives and address critical health disparities — now and decades down the road.

CITYHEALTH'S 2.0 POLICY PACKAGE



Affordable Housing Trusts



Complete Streets



Earned Sick Leave



Eco-friendly Purchasing



Flavored Tobacco Restrictions



Greenspace



Healthy Food Purchasing



Healthy Rental Housing



High Quality, Accessible Pre-K



Legal Support for Renters



Safer Alcohol Sales



Smoke-Free Indoor Air



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