



**CITY OF HAMILTON  
PUBLIC HEALTH SERVICES  
Healthy Environments Division**

<b>TO:</b>	Mayor and Members Board of Health
<b>COMMITTEE DATE:</b>	June 19, 2017
<b>SUBJECT/REPORT NO:</b>	Review of Heart & Stroke Position Statement on Sugar, Heart Disease and Stroke (BOH17022)(City Wide) (Outstanding Business List Item)
<b>WARD(S) AFFECTED:</b>	City Wide
<b>PREPARED BY:</b>	Suzanne Neumann (905) 546-2424, Ext. 3808
<b>SUBMITTED BY:</b>	Kevin McDonald (A) Director, Healthy Environments Division Public Health Services Department
<b>SIGNATURE:</b>	

**RECOMMENDATION**

- (a) That Review of the Potential Municipal Actions to Reduce Sugary Drink Consumption Proposed by Heart and Stroke Foundation of Canada and Diabetes Canada, attached as Appendix “A”, be received;
- (b) That Public Health Services’ staff contribute to City food and beverage procurement discussions and participate in:
  - (i) The development of future Requests for Proposal with clear language about expectations relating to sugary drinks, and
  - (ii) The review of significant food and beverage contracts, to ensure that healthy choices are available;
- (c) That Public Health Services further define and reduce sugary drinks in the next revision of the Corporate Healthy Food and Beverage Policy (Human Resources, Health, Safety & Wellness, Policy HR-41-11);
- (d) That Public Health Services and Recreation staff work together to investigate the feasibility of creating healthy choices guidelines in recreation facilities that:
  - (i) Aim to reduce sugary drinks and increase healthy options within vending machines and over-the-counter food service locations, and
  - (ii) Address food and drink advertising, promotion and display with a focus on healthy options;

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- (e) That staff within Public Works Department include water drinking fountains as an option during the public consultation and conceptual design phases of new park developments;
- (f) That the Board of Health send letters to Honourable Kathleen Wynne (Premier of Ontario), Honourable Charles Sousa (Provincial Minister of Finance), Honourable Dr. Eric Hoskins (Provincial Minister of Health and Longterm Care), Honourable Jane Philpott (Federal Health Minister), and Honourable Senator Nancy Greene Raine in support of the following provincial and federal legislation:
  - (i) Bill C-313, National Strategy on Advertising to Children Act, which calls for the development and implementation of a national strategy on advertising to children and amendments to the Broadcasting Act,
  - (ii) Bill S-228, an Act to amend the Food and Drugs Act, which aims to prohibit the marketing of food and beverages to children under 13, and
  - (iii) Provincial taxation of sugary drinks, with the monies collected going to health promotion efforts; and
- (g) That the item be removed from the Outstanding Business List.

## **EXECUTIVE SUMMARY**

Excessive sugar intake is a major public health concern that is triggering governments at federal, provincial and municipal levels to advocate and take action to reduce sugar and sugary drink intake. Dr. Sonia Anand and Joe Belfountain recently delivered delegations to Council (BOH Minutes 17-002, Items 4.2 and 4.3) that emphasized how the health of Hamiltonians can be greatly improved by reductions in sugary drink intake. Indeed, there is overwhelming evidence of the link between the consumption of sugary drinks and the incidence of type 2 diabetes, obesity and tooth decay. The average Canadian exceeds the daily sugar limit recommended by the World Health Organization, with almost half (44%) the sugar children and youth take in every day coming from beverages. Sugary drinks are a prime target for public health policy as these beverages have little or no nutrient value and contribute significantly to excess calorie consumption.

City of Hamilton Public Health Services (PHS) strongly supports taking action to help Hamiltonians consume less sugar, especially liquid sources of sugar. Current City actions focus on educating the public about the risks associated with sugary drink consumption, promoting water consumption, and supporting community initiatives that aim to make healthy food choices the easy choice by improving access to healthy options and reducing access to unhealthy options.

The Heart and Stroke Foundation of Canada and Diabetes Canada have proposed additional actions for municipalities, outlined in Appendix A. Opportunities for future action by the City of Hamilton include revising the Corporate Healthy Food and Beverage

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Policy(Health, Safety & Wellness) to further define and reduce sugary drinks, increasing drinking water infrastructure in public spaces, inviting Public Health to the table for food and beverage procurement discussions, creating healthy choices guidelines for City recreation facilities, and expressing support for relevant provincial and federal legislation.

**ALTERNATIVES FOR CONSIDERATION – See Page 8**

**FINANCIAL – STAFFING – LEGAL IMPLICATIONS (for recommendation(s) only)**

Financial:For recommendation (e), the costs of installing water drinking fountains in new park developments include capital costs to purchase the asset, installation costs, and annual operating costs for ongoing maintenance, as outlined in Report PW17018 (BOH Minutes 17-003, Item 6.1).

Staffing:For recommendation (b), Registered Dietitian time would be required to consult on food and beverage procurement contracts; however, this work aligns with current job descriptions and work expectations.

Legal:That work outlined to be done by Public Health Services contributes to achieving the Standards for Public Health Programs and Services.

**HISTORICAL BACKGROUND (Chronology of events)**

- At the June 13, 2016 Board of Health meeting, Lesley James from the Heart and Stroke Foundation presented on the health effects of sugary drinks and hydration. This resulted in a request from the Board of Health for staff to review and report back on the Heart and Stroke Foundation's Position Statement on Sugar, Heart Disease, and Stroke (BOH Minutes 16-006, Item 6.1).
- At the January 16, 2017 Board of Health meeting, correspondence from Kingston City Council respecting the approval of a resolution with respect to the taxation of sugar-sweetened beverages was received and referred to staff for their consideration as part of a Review of the Heart and Stroke Foundation's Position Statement on Sugar (BOH Minutes 17-001, Item 11.1).
- At its meeting on March 20, 2017, the Board of Health received delegations from Dr. Sonia Anand and Joe Belfontaine regarding the health impact of sugary drinks and actions to reduce sugary drink consumption in Hamilton (BOH Minutes 17-002, Items 4.2 and 4.3).
- At its meeting on April 20, 2017, the Board of Health received a delegation from Jim Goetz, from the Canadian Beverage Association, respecting discussions at Board of Health concerning sugar-sweetened beverages (BOH Minutes 17-003, Item 6.1).

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## **POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS**

None

## **RELEVANT CONSULTATION**

The following have reviewed and/or contributed to the report:

- Public Consultation between February and October of 2016, PHS staff asked 3,131 Hamiltonians in Wards 6, 7 and 8 what actions would help them to choose water over sugary drinks. This engagement happened as a part of the Healthy Kids Community Challenge, via community events, neighbourhood associations, community groups, school events and recreation spaces. Members of the community that engaged with PHS expressed support for having more places to fill their water bottle, being served water at programs and events, having fewer sugary drinks available in public spaces and having more healthy choices available where food and drinks are sold.
- Recreation Division, Community and Emergency Services Department provided comments on the feasibility of altering beverage sales and marketing in City Recreation Facilities (Appendix A: Sections 1.2, 1.3, 1.4, 2.1, 2.2).
- Parks and Cemeteries Division and Landscape Architectural Services, Public Works Department provided comments on the drinking water infrastructure in the City and the feasibility of new installations (Appendix A: Section 1.2).
- Legal Services provided comment on possible areas for municipal action, (1) as a purchaser of beverages that are provided to City employees or to the public, and; (2) as a regulator, through licensing of food premises under the Licensing By-law (Appendix A: Sections 1.3, 2.1, 2.2).
- Human Resources, Health, Safety and Wellness, City Manager's Office reviewed the information that speaks to the Corporate Healthy Food and Beverage Policy (Appendix A: Section 1.2).
- Procurement, Corporate Services Department provided input to the report (Appendix A: Sections 1.2, 1.3, 1.4).

## **ANALYSIS AND RATIONALE FOR RECOMMENDATION**

### The Issue

High intakes of free sugars and sugary drinks are a growing public health concern. For general health, the World Health Organization (WHO) recommends that adults and children limit free sugars to 10% of daily calorie intake<sup>1</sup>.

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Free sugars are those sugars that are removed from their original source and added to foods as a sweetener or as a preservative. There are many different forms of 'free sugars' including, for example, cane juice, corn syrup, maple syrup, honey, brown rice sugar, barley malt, agave nectar, fruit juices and fruit juice concentrate, etc.

Sugary drinks are liquids that contain free sugars, for example, soda/soft drinks, fruit drinks (punch, cocktail), juices (including 100% fruit juice), sport drinks, sweetened milk or milk alternatives, sweetened coffees and teas, vitamin waters and energy drinks. (Appendix B).

Noting the WHO recommendation, this would mean no more than 38g (~9 tsp) of free sugars per day for a child who consumes 1,500 calories daily. The average Canadian, however, exceeds this recommended limit. Estimates from 2004 show the average Canadian consumes 110 grams (~27 tsp) of sugars per day, which equates to 22% of daily calorie intake (based on a 2,000 daily calorie intake). Sugar intakes of children ages 1 to 13 exceeded 25% of daily calorie intake, with almost half (44%) coming from beverages<sup>2</sup>.

#### Contributing Factors

Social, environmental and market factors contribute to higher levels of sugary drink consumption. Such factors include widespread availability, larger portions<sup>3</sup>, extensive marketing<sup>45</sup>, relatively low price point, and emergence of new types of sugary drinks (such as energy drinks, flavoured waters, vitamin waters, sweetened coconut waters, sweetened coffees and flavoured dairy products)<sup>6</sup>. In some spaces and situations, sugary drinks are the default option, with limited access to drinking water and other healthy choices.

#### Reasons to Act

Sugary drinks are a prime target for public health policy because these beverages have little or no nutrient value and contribute significantly to excess calorie consumption<sup>7</sup>. Evidence shows a clear link between the consumption of sugary drinks and increased risk of poor diet quality, tooth decay, obesity, type 2 diabetes and cardiovascular disease<sup>8910</sup>. Regardless of weight status, overconsumption of sugary drinks is an independent risk factor for heart disease and type 2 diabetes<sup>11</sup>. The health implications of sugary drinks are projected to cost the health care system \$50.7 billion over the next 25 years<sup>12</sup>.

#### Promising Strategies

Reducing intakes of sugary drinks requires action from all levels of government, as well as from the food industry, schools, workplaces and individuals. Promising strategies for municipalities include:

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- Supporting school-based education programs,
- Increasing access to drinking water,
- Limiting access to sugary drinks, and
- Marketing healthier choices over sugary drinks and pricing healthy alternatives at a lower price than sugary drinks<sup>1314</sup>.

Research increasingly shows that our food and beverage choices are strongly affected by the environments in which they are made. Improving access to nutritious foods and beverages in public places is a low-cost public health strategy that can help to drive healthy eating behaviours<sup>15</sup>. Furthermore, removing sugary drinks from public spaces increases the likelihood that patrons will consume a healthy beverage.

Based on reviews of published evidence, numerous organizations (e.g., Diabetes Canada, Heart and Stroke Foundation of Canada, World Health Organization, US Centres for Disease Control and Prevention) have outlined potential areas of action for individuals, governments, institutions, food establishments, corporations and researchers<sup>161718192021</sup>. The recommendations that two of these organizations have made for municipalities are outlined in the first column of Appendix A –Review of the municipal actions to reduce sugary drink consumption proposed by Heart and Stroke Foundation of Canada and Diabetes Canada.

#### Current Federal Action

- In March of 2016, The Senate Committee on Social Affairs, Science and Technology released a comprehensive report on obesity. The report recommends a national strategy with 21 recommendations for the federal government, including a call for tax on sugary drinks and a ban on food and drink advertising aimed at children<sup>22</sup>.
- In August 2016, the Government of Canada acknowledged the Senate's recommendations and expressed a commitment to:
  - Introduce restrictions on the commercial marketing of unhealthy food and beverages to children,
  - Improve food labelling with respect to sugars, and
  - Continue to monitor emerging evidence on the effectiveness of using taxation to discourage overconsumption of sugar-sweetened and artificially-sweetened beverages<sup>23</sup>.
- There are two Bills under review:
  - Bill C-313, which calls for the development and implementation of a national strategy on advertising to children and amendments to the Broadcasting Act<sup>24</sup>, and

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- Bill S-228, which aims to amend the federal Food and Drugs Act to prohibit the marketing of food and beverages to children under 13<sup>25</sup>.

#### Current Provincial Action

- In May 2012, the Ministry of Health and Long-Term Care assembled a group of experts to serve on its Healthy Kids Panel and provide advice on how to achieve the government's goal of reducing childhood obesity.
- In March 2013, the Healthy Kids Panel submitted its report, No Time to Wait: The Healthy Kids Strategy, to the Minister of Health and Long-Term Care<sup>26</sup>.
- In February of 2014, the government announced Ontario's Healthy Kids Strategy, which focuses on a healthy start in life, healthy food and healthy active communities. The following actions fall within this strategy:
  - The Making Healthier Choices Act, which requires food service premises to post calories on menus, and
  - The Healthy Kids Community Challenge, which provides selected communities with funding, training and other resources over four years to implement community programs and activities that focus on healthy eating and physical activity.

#### Current City Action and Opportunities for Further Action

Appendix A summarizes the City's current actions to help reduce sugary drink consumption and presents opportunities for further action. To help reduce the negative health impacts of sugary drinks on Hamiltonians, the City has the ability to take action as a provider of beverages to employees and the public, as an advocate for provincial and federal legislation and as an educator. The City also has the ability to act as a regulator (i.e., through licensing of food premises under the Licensing By-law); however, as noted in Appendix A, regulatory action is not being proposed in this report.

### **CONCLUSION**

Because of the potential harmful effects of high sugar consumption on Hamiltonian's eating habits and health, the City should strive to be a leader in effecting policy change on the food and beverage choices available in Hamilton facilities. Indeed, the health consequences and economic costs highlighted in the March 20<sup>th</sup> Board of Health delegation presentations by Dr. Sonia Anand and Joe Belfontaine (BOH Minutes 17-002, Items 4.2 and 4.3) and within the University of Waterloo report<sup>11</sup> suggest that it is imperative that the City take action to support Hamiltonians in reducing their sugar consumption. This direction is congruent with the Healthy and Safe Communities Theme 3 in Our Future Hamilton and recommendations within Hamilton's Food

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Strategy, endorsed by the Board of Health in August 2016 (BOH Minutes 16-008, Item 3).

### **ALTERNATIVES FOR CONSIDERATION**

The Board of Health could choose to act on some, not all, the recommendations presented.

Acting only on Recommendations (a) and (g), to receive Appendix A for information and remove item L from the Outstanding Business List:

Financial: No financial implications.

Staffing: No staffing implications.

Legal: No legal implications.

Policy: No policy implications.

Pros: None identified.

Cons: The health of Hamiltonians would not benefit from timely actions that help make it easier to choose water over sugary drinks. Food and beverage procurement contracts would be made without consideration for health implications.

Acting only on Recommendations (a), (g), and (f), to advocate for provincial and federal legislation:

Financial: No financial implications.

Staffing: Minimal staff time would be needed to prepare letters of advocacy.

Legal: No legal implications.

Policy: No policy implications.

Pros: The Board of Health would be demonstrating support to help advance provincial and federal legislation that has the potential to improve the health of Hamiltonians in the future.

Cons: The health of Hamiltonians would not benefit from timely actions that help make it easier to choose water over sugary drinks. Food and beverage procurement contracts would be made without consideration for health implications.



## **ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN**

### **Healthy and Safe Communities**

*Hamilton is a safe and supportive city where people are active, healthy, and have a high quality of life.*

### **Built Environment and Infrastructure**

*Hamilton is supported by state of the art infrastructure, transportation options, buildings and public spaces that create a dynamic City.*

## **APPENDICES AND SCHEDULES ATTACHED**

Appendix A to Report BOH17022 - Review of the Municipal Actions to Reduce Sugary Drink Consumption Proposed by Heart and Stroke Foundation of Canada and Diabetes Canada

Appendix B to Report BOH17022 - Frequently Asked Questions about Sugary Drinks

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### **References:**

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- <sup>5</sup> Hennessy M, Bleakley A, Piotrowski JT, Mallya G and Jordan A. Sugar-sweetened beverage consumption by adult caregivers and their children: the role of drink features and advertising exposure. Health Education & Behavior 2015;42(5):677-86.

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- <sup>12</sup>Jones A, Veerman JL and Hammond D. The Health and Economic Impact of a Tax on Sugary Drinks in Canada. University of Waterloo. 2017. Retrieved from: <https://www.heartandstroke.ca/-/media/pdf-files/canada/media-centre/health-economic-impact-sugary-drink-tax-in-canada-en.ashx?la=en&hash=B3DFB8DEA34A2454D3A01EDB1482FB3D27C22DB7>
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