



CITY OF HAMILTON
PUBLIC HEALTH SERVICES
Healthy Environments Division
and
HEALTHY AND SAFE COMMUNITIES DEPARTMENT
Recreation Division

TO:	Mayor and Members Board of Health
COMMITTEE DATE:	May 14, 2018
SUBJECT/REPORT NO:	Recreation's Healthy Food and Beverage Action Plan (BOH18014/HSC18019) (City Wide)
WARD(S) AFFECTED:	City Wide
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SUBMITTED BY & SIGNATURE:	Kevin McDonald Director, Healthy Environments Division Healthy and Safe Communities Department Chris Herstek Director, Recreation Division Healthy and Safe Communities Department

RECOMMENDATION

- (a) That the General Manager of Healthy and Safe Communities be authorized to develop and implement a Recreation Healthy Food and Beverage Action Plan that increases availability of healthy food and beverage options while also reducing reliance on bottled water at City recreation facilities. The action plan will:
 - (i) Increase healthy food and beverage choices based on the identified Food and Beverage Guidelines;

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- (ii) Upon the expiry of existing corporate food and beverage contracts, assess renewals and/or newly proposed contracts for alignment with product offerings identified in Food and Beverage Guidelines;
 - (iii) Reduce availability of bottled water and investigate alternative healthy beverage options;
 - (iv) Promote and provide education about tap water and healthy food and beverage choices, and;
 - (v) Encourage volunteer-operated concessions within City of Hamilton facilities to eliminate the sale of bottled water and sugary drinks.
- (b) That the item respecting, “Implications of Banning the Sale of Bottled Water at Municipal Locations” be removed from the Board of Health Outstanding Business List.

EXECUTIVE SUMMARY

Recreation spaces are key community spaces that can positively benefit the health of people of all ages. They provide an ideal location to promote a healthy food environment, as they already support physical activity and active lifestyles. Recreation has made some progress towards improving the nutrition environment in City-owned recreation facilities including reducing trans fats in fries and frying oil, standardizing beverage serving sizes, introducing healthier bars and expanding dairy offerings; however, it has been difficult to make large scale changes. The climate is currently suited to develop and implement healthy choice guidelines to reduce sugary drinks and to increase and promote healthy food and beverage options within recreation vending machines and over-the-counter food service locations.

Additionally, Public Health and Public Works were directed to review the broader implications of banning the sale of bottled water at municipal locations, while promoting water (particularly Hamilton municipal water) as the healthiest possible beverage choice. A healthy food and beverage action plan with an approach to consumer education, product availability, profitability and promotion will provide Recreation with the ability to assess service impacts, monitor and evaluate changes, respond efficiently, and ensure all actions are achievable and align with Our Future Hamilton priorities and the Food Strategy (Recommendation 9).

Recreation’s Healthy Food and Beverage Action Plan will be comprised of six sections that are implemented over a three year period. Appendix “A” to Report BOH18014/HSC18019 is an infographic that summarizes the Action Plan. These sections involve identifying new food and beverage guidelines, then applying the guidelines to increase access to healthy food and beverage options in publicly-owned

facilities. A large focus is placed on strategies to promote both access to municipal drinking water and the benefits of healthy eating. A key feature of the Action Plan is to monitor, adapt and adjust every year to ensure that the Recreation Division is successful in increasing healthy food and beverage alternatives.

Alternatives for Consideration – Not Applicable

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: Recreation's Food Service Unit is budgeted to generate \$748,840 in revenue for 2018. There will be an unknown impact on revenue as it is difficult to predict how customers' purchasing patterns will shift. The approximate annual revenues associated with the sale of bottled water and sugary drinks are \$20,000 and \$44,000, respectively.

It is possible that these changes could have a negative impact on profitability (e.g. lower margins, high spoilage costs), based on the experiences of other large municipalities. The Food Service Unit intends on maintaining this existing budget and making up any losses through the sale of new products, new revenue streams (e.g. reusable water bottles, non-food vending, etc.), and strategic pricing of menu items.

Staffing: There are no staffing implications associated with Report BOH18014/HSC18019.

Legal: There are no legal implications associated with Report BOH18014/HSC18019. Staff will continue to work with existing vendors to provide an expanded selection of healthier options until completion of contracts.

HISTORICAL BACKGROUND

The following past events relate to the sale of food and beverages within City recreation facilities:

On June 1, 2006, the Community Services Committee received a report about Healthy Nutritional Environments in City Recreational Facilities (Report CS06015), which stemmed from the endorsement of recommendations for Creating Healthy Nutrition Environments in Schools and discussions about how recreation environments could support these actions.

On April 13, 2010, the Committee of the Whole received a report about Bottled Water (Report CS10035/PW10035), which recommended that the General Managers of Public Works and Community and Emergency Services be authorized to implement a strategy

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to reduce reliance on bottled water at City facilities and events. The strategy included creating a social awareness campaign and increasing access to municipal drinking water wherever possible.

On March 2, 2011, the Emergency and Community Services Committee received a report (Report CS10035(a)) that provided the timelines associated with the strategy to reduce reliance on bottled water.

On May 26, 2011, the Senior Management Team approved the Corporate Healthy Food and Beverage Policy. An interdepartmental task group was formed to develop a plan to phase in the application of the Policy to vending machines, concession stands, and other operations where food is provided for sale to employees and/or the public. The projected impact on revenue and the uniqueness of the consumer environment versus the employee environment was a limitation to moving forward at that time.

The Public Works Committee, at its meeting in November 2012, received a report on the requirements for Hamilton to achieve recognition as a "Blue Community" (Report PW12090). Banning the sale of bottled water in public facilities and at municipal events is one of the three action items required for this recognition. The report concluded that, "While many of the goals of the Blue Communities Project are consistent with the objectives of the City of Hamilton, current and future funding opportunities available to the City would likely jeopardize the ongoing designation and as such it is not recommended that the City pursue the issue any further." This report was received by Council on November 28, 2012.

The Board of Health, at its meeting of August 11, 2016, endorsed a ten-year Hamilton Food Strategy (Report BOH13001(d)), which included Recommendation 9: Increase the amount of healthy, local food in publicly owned facilities to make the healthy choice the easy choice and Action 9.1: Reduce access to unhealthy foods in public facilities, particularly where vulnerable groups visit (e.g. children).

The General Issues Committee (GIC), at its meeting of December 7, 2016 approved the following:

- (a) That Public Health and Public Works staff be directed to review the broader implications of banning the sale of bottled water at municipal locations, while promoting the drinking of water (particularly Hamilton municipal water) as the healthiest possible beverage choice.

The Board of Health, at its meeting of June 19, 2017 received a report on strategies to reduce excess sugary drink intake (Report BOH17022) and approved the following recommendations:

- (e) That Public Health Services and Recreation 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; and
- (f) That staff within Public Works include water drinking fountains as an option during the public consultation and conceptual design phases of new park developments.

The Board of Health, at its meeting of March 19, 2018 received a report (Report BOH16024(a)/HSC18012) that discussed the feasibility of peanut restrictions in City facilities and approved the following recommendation:

- (a) That signage indicating common allergens (e.g. nuts, dairy) that are contained in the food products available at concessions be posted to educate and assist with food purchase decision making for clientele.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

There are no policy implications or legislated requirements associated with Report BOH18014/HSC18019.

RELEVANT CONSULTATION

The Healthy Environments and Recreation Divisions in the Healthy and Safe Communities Department worked collaboratively to design an Action Plan that is both healthy and realistic to operationalize. As part of this work, the project team consulted with:

- Public Works, Water – Discussed collaboration on promotional strategies for tap water;
- Public Arena Survey – In March 2017, a Food and Beverage Survey was conducted in three Arenas. This survey solidified that the people who buy food at our arenas would likely buy healthier options if they were priced competitively; and,
- Other Municipalities – Through the development of the Healthy Food and Beverage Action Plan, several municipalities were contacted in an effort to gain knowledge on best practices. Information was collected on banning bottled water and their healthy food strategies in Recreation. This information helped shape the City of Hamilton's Action Plan.

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ANALYSIS AND RATIONALE FOR RECOMMENDATION

The Issue

In June 2017, Public Health Services and Recreation committed to work together to investigate the feasibility of creating healthy choices guidelines in recreation facilities (Report BOH17022). Recreation spaces are key community spaces that can positively benefit the health of people of all ages. They provide an ideal location to promote a healthy food environment, as they already support physical activity and active lifestyles. The following rationale reinforces that the climate is suited to develop and implement a comprehensive Healthy Food and Beverage Action Plan specific to City-owned recreation facilities:

- Key Directions from Our Future Hamilton Community Vision to:
 - Create an environment that promotes active and healthy living to support a high quality of life for residents;
 - Encourage all food providers to offer local, nutritious food options, education, and information about nutrition; and,
 - Facilitate physical and economic access to healthy, locally sourced and nutritious food for residents.
- Ecological concerns about bottled water sales;
- Council direction to review the broader implications of banning the sale of bottled water at municipal locations, while promoting the drinking of water (particularly Hamilton municipal water) as the healthiest possible beverage choice;
- Opportunity to augment municipal drinking water promotion in recreation facilities;
- A criterion within the Corporate Healthy Food and Beverage Policy that requires the use of municipal tap water rather than bottled water at City meetings and events;
- Approval of the Food Strategy implementation plan;
- Purchase and installation of a commercial fridge/freezer unit, using funds from the Healthy Kids Community Challenge, which will enable the Food Services Unit to centrally store and deliver a greater selection of healthy products;
- Request for proposal for snack vending nearing completion, and;
- Recommendation to post signage about common allergens (e.g. nuts, dairy) contained within the food products available at concessions to educate and assist with food purchase decision making for clientele.

A healthy food and beverage action plan with a comprehensive approach to consumer education, product availability, profitability and promotion will allow Recreation to appropriately assess service impacts, monitor and evaluate changes, respond efficiently, and ensure all actions are achievable and align with the Guiding Principles.

Guiding Principles

The Recreation Healthy Food and Beverage Action Plan details a three year phased implementation with indicators of milestone achievement and continuous review of

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project targets. The detailed Guiding Principles (Appendix "B" to Report BOH18014/HSC18019) will inform the development of this plan and continue to guide the work as it progresses. The following is a summary of the principles:

- Access to Healthy Food and Beverages
- Free and Convenient Access to Tap Water
- Environmentally-Sustainable Drinking Water Services
- Financially-Sustainable Food Services
- Availability of Nutrition Information for Customers
- Socially-Responsible Marketing

Food and Beverage Guidelines

The Food and Beverage Guidelines (Appendix "C" to Report BOH18014/HSC18019) provide direction to help Recreation procure and prominently feature nutritious food and beverages that support good health and optimal participation in recreational settings. The guidelines were informed by "Eating Well with Canada's Food Guide", national nutrient criteria recommendations, and latest evidence. As the action plan progresses, adjustments to the criteria may be necessary to align with the latest nutrition recommendations, while supporting compliance within the Recreation setting; any adjustments will be tracked along with the rationale for change.

The Guidelines use nutrient criteria to group foods and beverages into three categories, with traffic light nomenclature.

- Green category items are the most nutritious items, characterized by whole ingredients that are minimally processed, high in essential nutrients, low in saturated fats, no artificially produced trans fats, little or no added fat, sugar, and sodium, and no sugar substitutes;
- Yellow category items provide less nutritional benefit and may have slightly higher amounts of sodium, sugar or fat, and;
- Red category items are those with little or no nutritional benefits, which should be limited to support health and wellbeing.

This approach will allow for the ability to track progress towards selling more Green Category items, can increase customer awareness of health, and may help to nudge customers towards healthier food and beverage purchases when paired with education, marketing, and pricing strategies.

Bottled Water

The City of Hamilton is proud to provide a consistent, high quality supply of drinking water to its residents through the municipal drinking water system. In 2017, the City of Hamilton produced over 77 billion litres of drinking water for its residents and businesses. Promoting tap water as the best choice for hydration in recreation facilities will improve the physical, financial and environmental health of our community and its

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citizens. Currently, Recreation sells approximately 16,000 bottles of water annually, through concession stands and vending machines. This represents the majority of locations where the City of Hamilton sells bottled water directly. The City also sells water at the golf courses and at special events and tournaments. These sales locations will be excluded from this analysis, as they are licenced events where alcohol is sold and there is a legal requirement to have a variety of non-alcoholic beverages available for sale at moderate prices in relation to the prices charged for liquor. Bottled water is also sold through third party vendors and volunteer-operated concessions, where there are contracts in place or limited flexibility in controlling products.

Recreation's Food and Beverage Action Plan will outline improvements in municipal tap water accessibility, visibility and promotion. In partnership with Public Works, changes will be made to the physical and retail environments within recreation facilities to position municipal tap water more prominently than bottled water. Such changes will include ensuring adequate drinking water infrastructure, improving wayfinding to water filling stations (for example, using floor decals to direct customers towards water filling stations), removing bottled water from value combos, selling a variety of refillable water bottles, reducing visibility of bottled water, and augmenting promotion of municipal drinking water promotion in recreation facilities. Within their 2018 workplan, Hamilton Water will be refreshing the existing promotional material for municipal drinking water in recreation facilities. An audit will be performed at each recreation facility to gather information that will inform the specific location plan (e.g. facility layout, water infrastructure, existing promotion, needs for additional water promotion with measurements, wayfinding needs, etc). Municipal drinking water usage will be monitored in several arenas through meters on the water fill stations and compared to bottled water sales data to assess changes in consumer behaviour and further inform the Action Plan.

Given that water is the healthiest fluid choice for hydration, the Action Plan will ensure that sugary drinks are not positioned more prominently than water. Upon completion of the Cold Beverage contract in April 2021, there will be a review to investigate additional alternative healthy beverage options (such as plain milk or unsweetened milk alternatives).

Implementation Timeline (2018-2020)

The Action Plan will be divided into six sections and implemented over a 3 year period.

The sections are as follows:

1. Identify and Implement Guidelines to assess food and beverage products and group into green/yellow/red categories
2. Increase healthy food options in publicly-owned facilities
3. Reduce access to unhealthy food in public facilities
4. Identify and implement strategies to promote free municipal drinking water
5. Promote healthy options and educate customers on the benefits of healthy eating

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6. Monitor and evaluate

In Year 1 (2018), introduce the Food and Beverage Guidelines to categorize the current food and beverage offerings within recreation centres and arenas, source healthier food and beverage items, increase selection of healthy options for tournaments, and issue a snack and non-snack vending Request for Proposal (RFP). As well, begin selling reusable water bottles, enhance the promotion of and wayfinding for municipal tap water, and identify indicators to monitor changes in offerings, sales, and purchasing behaviours.

In Year 2 (2019), evaluate the results and impacts of changes made in Year 1, especially with respect to water promotion and sales. Expand healthier food options to all concessions and launch the promotion of the healthier food and beverages choices (ie. traffic light approach, caloric information on display). Strategic pricing will be used to promote healthier food choices and reduce food waste for perishable items.

Year 3 (2020), evaluate the results and impacts of changes made in Year 2 around new healthy products offered and the net impact on business. Continue to add and promote healthy options in accordance with the Healthy Food and Beverage Plan. When the existing beverage contract expires in April 2021, plan to reduce the availability of bottled water, high sugar drinks and investigate alternative healthy beverage options (e.g. unsweetened milk and milk alternatives).

ALTERNATIVES FOR CONSIDERATION

Not Applicable.

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.

Clean and Green

Hamilton is environmentally sustainable with a healthy balance of natural and urban spaces.

APPENDICES AND SCHEDULES ATTACHED

- Appendix A to Report BOH18014/HSC18019: Infographic
- Appendix B to Report BOH18014/HSC18019: Guiding Principles for Recreation Food and Beverage Service
- Appendix C to Report BOH18014/HSC18019: Food & Beverage Guidelines for Recreation Facilities