



**Corporate Strategic Initiatives Department**

**TO: Budget & Corporate Services Committee**

**SUBJECT: Implementation Plan to Restrict the Sale of Bottled Water**

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Report Number: CSI-02-10      File Number(s): 210-01

Report Date: January 20, 2010      Ward(s) Affected: 1  2  3  4  5  6  **All**

Date to Committee: February 9, 2010      Date to Council: February 22, 2010

**Recommendation:** Approve the implementation plan to restrict the sale of bottled water in city facilities as presented in Corporate Strategic Initiatives report CSI-02-10, dated January 20, 2010; and, Approve \$15,000 in funding from the Corporate Strategic Plan fund to support a staff and community outreach and awareness program to promote municipal drinking water and encourage waste reduction measures.

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- Purpose:**
- Address goal, action or initiative in strategic plan
  - Establish new or revised policy or service standard
  - Respond to legislation
  - Respond to staff direction
  - Address other area of responsibility

The purpose of this report is to request approval for an implementation plan to restrict the sale of bottled water in city facilities.

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**Reference to Strategic Plan:**      Excellence in Government      Environmental Stewardship

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**Background:** On April 1<sup>st</sup>, 2009, the city's Sustainable Development Committee made a presentation to the Corporate and Community Services Committee encouraging the city to adopt a Zero Waste strategy, and ban the sale of bottled water in city facilities. At the same meeting, staff provided an update (Refer to Report CSI-2/09) on corporate waste reduction initiatives with a focus on bottled water.

On April 14<sup>th</sup>, 2009, Council approved the following staff direction:

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**THAT a program to restrict the sale and distribution of flavoured, enhanced and unflavoured bottled water in City facilities and parks be approved; and**

**THAT the Executive Director of Corporate Strategic Initiatives be directed to report back with the financial, environmental, and community implications of this program and an implementation plan.**

A corporate staff waste reduction team was created and given the responsibility to develop both an implementation plan for bottled water restrictions and a broad corporate waste reduction strategy. Representation on the team included: CSI (Environment), Parks & Recreation (Food Services, Marketing & Events, Parks & Open Space, and Facilities), Roads and Parks Maintenance, Finance (Purchasing), and Clerks (Communications). A separate report proposing a corporate zero waste strategy was previously presented to Council (CSI-12-09).

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### **Discussion:**

Bottled water is sold in most city facilities at this time, however, there have been some measures implemented to reduce its use, such as:

- Individual water bottles are not served in council chambers for committee and council meetings.
- Facilities staff has implemented two water cooler filtration systems that connect to the municipal water supply instead of using the large returnable water bottles; one in City Hall – Parks & Recreation and the other at Tansley Woods Community Centre. Another filtration system has been installed in the Provincial Offences Administration building in Burlington. Although there is a savings by not purchasing the large water bottles to service a water cooler, there is still a cost to lease the filtration system that connects to the municipal water system.
- Four water fountains have been retrofitted in City Hall. Three in the newer section of City Hall now have spigots for filling water bottles as well as drinking fountains. The 6<sup>th</sup> floor fountain has also been retrofitted; as it is an older fountain it is only single function with a spigot to fill a glass or reusable bottle.
- Parks & Recreation has discontinued ordering bottled water to sell at Velocity Youth Centre, however, as it is not a popular beverage of choice with the youth, there are still some bottles of water available for sale; water is also available in a cup by request.
- Bottled water is not sold in the vending machines located at the RPM Civic Operations Centre and the fire stations.
- Bottled water was not provided this year at the United Way BBQ fundraiser.
- Recent internal staff events held at LaSalle Park Pavilion were water bottle free; water was served in jugs and glasses.

One of the concerns raised by Council earlier related to restricting the sale of bottled water was ensuring that city facilities are adequately equipped with water fountains. Facility staff have inventoried all indoor facilities, confirming that the majority do have water fountains. However, to ensure that patrons of our facilities have the ability to fill a reusable water bottle, it has been determined that many fountains require replacement or retrofitting to ensure that a goose neck spigot is feasible (refer to Appendix B).

Restricting the sale of bottled water in outdoor locations tend to be more challenging. Although many municipalities across Canada are restricting the sale of bottled water in their facilities (see Appendix A), in many cases, these restrictions do not apply to outdoor settings for festivals and events or municipal golf courses. Access to drinking water is often limited in outdoor settings, particularly for festivals and events with large crowds of visitors. A recent experience occurred with the Ribfest event where organizers attempted to go bottle free by using a connection to municipal drinking water but found they couldn't meet demand early on without serving bottled water.

### ***Implementation Plan to Restrict the Sale of Bottled Water***

Bottled water is sold throughout city facilities, in the City Hall Café 426, concessions, including Beachway Park Pavilion, and vending machines. Bottled water is often sold or distributed at community special events and sports tournaments. The following is a plan to implement restrictions on the sale and distribution of *flavoured, enhanced and unflavoured* bottled water in city facilities.

The first phase of the strategy primarily focuses on indoor settings where water fountains are available. Staff will continue to monitor municipal best practices that can be adapted for outdoor settings, such as Tyandaga Municipal Golf Course, the Beachway concession, outdoor sports tournaments, and events and festivals, as well as testing out alternatives at city run events. The phase-in process will also provide time for residents to become used to relying more on re-usable water bottles, and for the city to make 'branded' re-usable bottles available for sale and special events.

<b>Location</b>	<b>Logistics</b>	<b>Responsibility &amp; Timing</b>
<b>Corporate Policy – staff meetings &amp; internal events</b>	Implement policy for meetings and internal staff events to restrict bottled water. If drinking water is provided, it must be provided in jugs. <sup>1</sup>	All departments Immediate
<b>City Hall</b>	Restrict the sale of bottled water in Café 426. Retrofit remaining water fountains to add spigots to allow staff and visitors to re-fill reusable water bottles.	Food Services – Cafe 426 P&R Facilities – water fountains Mid 2010 (subject to capital budget approval)
<b>Water Coolers &amp; Filtration Systems</b>	Remove water coolers in individual departments where there is access to municipal water. Some areas are subject to capital budget approval to improve water fountains with spigots. Remove filtration systems from city facilities (e.g. City Hall – Parks & Recreation; POA – Burlington office; and, Tansley Woods Community Centre – administration area.	Purchasing to take lead coordination role. By mid 2010 - some areas are dependent on approval of capital budget and retrofits to water fountains (with the exception of Sims Square and POA offices)

<sup>1</sup> Bottled water restrictions included in Zero Waste Policy (see report CSI-12-09)

<b>Location</b>	<b>Logistics</b>	<b>Responsibility &amp; Timing</b>
<b>Recreation Facilities; Arenas &amp; Pools</b>	Retrofit or replace water fountains where required to add spigots to ensure staff and patrons can re-fill reusable water bottles. Work with Halton Region to test water at fountains in city facilities (older facilities should be the priority.) Then restrict the sale of bottled water in concessions and vending machines.	P&R – Facilities staff – water fountains P&R – Food Services – concessions/vending Mid 2010 (date to be determined - subject to capital budget approval)
<b>Private Concessions (eg. The Bite – Discovery Landing &amp; Cafe in the Woods – Tansley)</b>	Privately run. The Bite at Discovery Landing is under a 15 year lease and is run by Spencer's restaurant. Note: the installation of a water fountain at Discovery Landing has been approved.  Café in the Woods is located at Tansley Woods and has a lease until 2011 with a possible extension until 2012.	CSI & P&R Food Services  <i>Phase out in the future after the existing lease agreements expire and new agreements are prepared.</i>
<b>Beachway Concession</b>	Bottled water will be sold as there are no drinking fountains currently at this location.	P&R – Food Services <i>Potential to phase in the removal of bottled water in the future.</i>
<b>Downtown Transit Terminal</b>	Bottled water is sold in vending machines.	Transit & Traffic <i>Consideration to phase in bottled water restrictions during future expansion.</i>
<b>Tyandaga Municipal Golf Course</b>	Bottled water will continue to be sold for consumption at the clubhouse concession, particularly for patrons to take out on the golf course. However, jugs of water and glasses are available for patrons inside the clubhouse and patrons can also request reusable water bottles be filled at the bar. Propose installation of a water fountain for patrons to fill water bottles (self serve).	P&R – Food Services  <i>The removal of bottled water at Tyandaga will be reviewed at a future phase within the context of other municipal best practices and the outcomes of the business operating model review.</i>
<b>Caterers (Paletta &amp; LaSalle)</b>	Bottled water will not be provided for staff organized meetings and special events. Caterers currently provide jugs of water for functions such as weddings and corporate meeting. They will be encouraged to refrain from selling bottled water to external clients.	P&R – Food Service Immediate
<b>Velocity Youth Drop-in Centre</b>	Youth patrons can request cups of water. Note: water fountain is not available due to leased space.	P&R Immediate

<b>Location</b>	<b>Logistics</b>	<b>Responsibility &amp; Timing</b>
<b>Festivals &amp; Events</b>	<p>Bottled water will not be provided or sold (where potable water is available):</p> <p>Phase 1 – Internal staff events (e.g. retirement functions)</p> <p>Phase 2 – City delivered and funded events (e.g. Kite Festival, Children’s Festival, and Movies under the Stars)</p> <p>Phase 3 – Community led festivals and events (e.g. Sound of Music Festival, Ribfest &amp; marathons)</p> <p>Staff will also work with organizers of community events to encourage them to consider alternatives to bottled water, such as selling re-usable water bottles. Staff will also monitor other municipalities on how outdoor special events rely on alternatives to bottled water.</p>	<p><b>Staff events</b> – immediate (Staff organizers)</p> <p><b>City &amp; Community (outdoor) events</b> – phase-in as more options to improve accessibility to municipal water become available. (P&amp;R; CSI &amp; community organizers)</p>
<b>Sports Tournaments</b>	<p>Teams will not be permitted to sell bottled water at indoor events held at a city facility as a fundraiser. Teams may bring in their own bottled water for participants but will be encouraged to use re-usable water bottles.</p> <p>Sports associations will be encouraged to use re-usable water bottles, and particularly as a fundraiser.</p>	<p>P&amp;R &amp; CSI Mid-2010 (indoors)</p> <p>Outdoors - no restrictions for outdoor tournaments at this time due to limited access to municipal water, however, other municipal best practices will be monitored.</p>
<b>Joint Venture Facilities</b>	<p>Work with joint venture groups to phase-in bottled water sale restrictions. Encourage groups to sell re-usable water bottles as fundraisers.</p>	<p>CSI &amp; Joint Venture Groups 2011</p>
<b>New City Facilities</b>	<p>Water fountains with refillable water bottle stations will be installed. The sale of bottled water will be prohibited.</p>	<p>CSI &amp; Responsible Dept. Immediate</p>
<b>Sale of Reusable Water Bottles</b>	<p>For souvenirs; concessions; Tyandaga Golf Course &amp; festivals and events - options are being researched.</p>	<p>CSI; Clerk’s &amp; P&amp;R Mid-2010</p>

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### Financial Matters:

A summary of the financial implications of restricting the sale of bottled water in city facilities is provided in the following table:

Action	Funding Source	Savings	Cost
Annual savings realized from removing water coolers and filtration systems from city departments.	Current Operating Budget	\$8,000	
Annual estimated savings to departments not purchasing bottled water for meetings & events (City Hall & Sims Square).	Current Operating Budget	\$4,200	
One-time cost estimate to retrofit or replace indoor water fountains in city facilities to provide spigot to allow filling of water bottles.	2010 Capital Budget (submitted – subject to approval)		\$50,000
Estimated cost to purchase water jugs and cups for Café 426.	Strategic Plan Fund		\$500
Development and delivery of staff and community outreach program to promote municipal drinking water. Funding will also be used to help promote corporate waste reduction initiatives.	Strategic Plan Fund		\$14,500

The overall impact to food service revenues from restricting the sale of bottled water in city facilities is difficult to determine until the plan is operational. It could be that other types of drink sales may increase if bottled water is no longer an option for patrons. Food Services staff are in contact with other municipalities who have banned water bottles to monitor financial performance. Due to the confidentiality of the contract between the city and the current beverage provider (Coca Cola), a separate confidential appendix (D) has been provided with information on the existing net and gross profit of bottled water sales, and net and gross profit of overall beverage sales.

Community groups often raise funds by selling bottled water at festivals and events. Staff will work with groups to encourage alternative fund raising initiatives, such as selling re-usable water bottles.

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## Environmental Matters:

The health, social and environmental implications of restricting the sale of bottled water in city facilities are discussed in this section:

**Health & Social** There is the perception that the city is eliminating a healthy choice in our facilities if the sale of bottled water is restricted. Drinking water is very much available in city facilities through water fountains. A review of all city facilities was completed with the majority having water fountains (see Appendix C). A water fountain is being installed in the Discovery Landing building at the waterfront.

Although the public will be encouraged to use re-usable water bottles on city property, staff are not recommending that patrons be prohibited from bringing bottled water with them into city facilities, as some people still prefer bottled water over tap water.

Region of Halton drinking water is a safe and healthy option available to all visitors of city facilities at no additional charge. Regional staff were consulted and are supportive of the city's efforts to promote their drinking water as a safe and healthy alternative. The Region will share the resources purchased from the American Water Works Association, a program entitled "Only Tap Water Delivers" for outreach and awareness purposes.

Staff are only recommending that the sale of bottled water be restricted in city facilities where municipal water is readily available.

**Environment** Environmental implications were described in the previous report CSI-2-09. Reducing the use of single use disposable water bottles reduces waste, potential for litter, and greenhouse gas emissions from the production, recycling and transport of the bottles.

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### **Communication Matters:**

A communications plan will be a key part of the plan to restrict the sale of bottled water in City facilities. Staff will work with Halton Region Public Works and Communications staff to partner on messaging and promote safe and clean regional drinking water in city facilities.

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### **Conclusion:**

In order for Burlington to show its commitment to environmental sustainability, it must lead by example. Bottled water contributes to waste and litter in our community and uses a significant amount of energy in the production, recycling and transportation of the product, emitting greenhouse gases. Further, bottled water is costly compared to the drinking water provided by Halton Region. Restricting the sale of bottled water in city facilities and eventually outdoor settings, and our continuous efforts to identify other opportunities to minimize waste will help us meet our strategic plan goal of being a green, clean and healthy city.

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Respectfully submitted,

Lynn Robichaud  
Sr. Sustainability Coordinator  
905-335-7600 x7931

**Appendices:**

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| A. Ontario Jurisdictions Phasing-out the Sale of Bottled Water<br>B. Indoor Fountains Inventory<br>C. Outdoor Water Fountains Inventory<br>D. Confidential |
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**Notifications:**  
(after council decision)

Name	Mailing or E-mail Address
Sustainable Development Committee	pistosciad@burlington.ca
Burlington Green	info@burlingtongreen.org
Canadian Federation of University Women	lynntomasek@cogeco.ca
Alan Grant, Refreshments Canada	alan@refreshments.ca
John Challinor, Nestlé Waters Canada	John.Challinor@waters.nestle.com
Chris Brown, City of Windsor	cbrown@city.windsor.on.ca

**Approvals:**

\*required

\_\_\_\_\_  
\*Department

\_\_\_\_\_  
City Treasurer

\_\_\_\_\_  
General Manager

\_\_\_\_\_  
City Manager

To be completed by the Clerks Department

Committee  
Disposition &  
Comments


01-Approved 02-Not Approved 03-Amended 04-Referred 06-Received & Filed 07-Withdrawn

Council  
Disposition &  
Comments


01-Approved 02-Not Approved 03-Amended 04-Referred 06-Received & Filed 07-Withdrawn

**APPENDIX A**  
**Ontario Jurisdictions Phasing-out the Sale of Bottled Water**

<b>Jurisdiction</b>	<b>Where?</b>	<b>Details</b>
1. Town of Ajax	Municipal facilities	Town will not provide bottled water at council, committee and public meetings. Reusable beverage containers will be sold at certain city facilities with free unlimited refills for those using the containers (Sept 2008).
2. Town of Blue Mountains	All municipal events where tap water is available.	Water bottle sales banned where tap water available since Oct 2007.
3. City of Brampton	City facilities	Exploring strategies to reduce the community's reliance on bottled water and to develop a strategy that provides residents with convenient access to municipal water at city recreation facilities.
4. Municipality of Brockton	Administrative office	The purchase of bottled water for the administrative office will only be allowed for emergencies (Sept 2008).
5. Town of Caledon	Town Hall & recreation facilities	Bottled water eliminated in council chambers in 2008. Traditional water coolers have been replaced with new dispensers that rely on municipal tap water. Staff provided with refillable stainless steel carafes. Alternatives are being explored for recreation centres.
6. City of Guelph	City facilities	October 2008 - Increasing staff access to municipal water and phasing out sale of bottled water in City facilities.
7. City of Kingston	City facilities	Subject to certain exceptions, the purchase, sale or distribution of bottled water is not permitted in city facilities when easy access to tap water is present effective September 1/09.
8. City of London	City facilities	No bottled water at 3 city facilities (City Hall, Market Tower and A J Tyler) since September 2008. Phasing in arenas and community centres. Signage for water fountains and where to buy refillable water bottles posted in fall 2009. No bottled water at the three municipal golf courses. Phase in removal of bottled water from vending machines as contracts expire and also phasing in goose necks for water fountains. "Water bar" used at special events in Victoria Park. Selling refillable water bottles.
9. Marmora and Lake	City facilities	Promoting public water and banning the provision and sale of bottled water in municipal facilities.
10. Town of Newmarket		Council resolution to prohibit the purchase and sale of bottled water at town hall and discourage employees and residents from using disposable plastic water bottles at town hall (May 2009). Town to promote municipal water to staff and residents.

11. City of Niagara Falls	City facilities	Direction to eliminate the sale of plastic beverage bottles at city owned facilities, municipal buildings and recreation facilities and parks effective May 1, 2009. Phase in with full implementation Jan 1, 2010, where possible. Replaced plastic bottles with cans and tetra paks. Selling stainless steel reusable water bottles. 2009 installed water fountains at some city facilities with the rest planned for 2010. Removing water coolers. Use Niagara Region's water truck at larger special events (has 10 spouts) and water coolers with compostable cups at small events.
12. Town of Oakville	Town facilities	Reviewing facilities to determine timing. Bottled water removed from town hall cafeteria. Signage near water fountains. Remove bottled water from vending machines as contracts expire. Refillable water bottles provided to staff on Staff Appreciation Day to raise awareness.
13. Oshawa		Removed individual servings of beverages; replaced with pitchers, carafes, and bulk containers of beverages; encourage the use of reusable cups, mugs and other containers at all meetings of Council, Committees & Sub-committees (April 2008).
14. Peel Region	Regional facilities	Directed to promote tap water as a healthy alternative to other beverages and to develop a policy to minimize the use of bottled water in Peel facilities and functions where practical.
15. Richmond Hill	Town facilities	Council approved an initiative to minimize bottled water use at Town facilities and events. Plan to increase the availability and awareness of municipal water as a safe, healthy, economical and sustainable choice at all Town facilities and future events.
16. St Catharines	City facilities	Bottled water banned (Feb 2009) from City facilities with the exception of current agreements and for use by Fire Services and Transit (though staff must report on the use of reusable containers to replace bottled water for Fire and Transit).
17. Sioux Lookout	Municipal offices and building	Passed a policy to promote the use of municipal water on May 21, 2008.
18. City of Toronto	City facilities	Banned the sale or distribution of bottled water at the city's civic centres where contracts permit in October 2008. Phasing in other city facilities and improving accessibility to tap water at all city facilities by December 31, 2011 pending existing contracts and unique public health and safety related situations.

19. City of Vaughan	City facilities	Bottled water is banned from all city meetings in September 2008. Bottled water will not be sold upon the opening of the new civic centre. It will not be sold in any city owned community centre as of August 31, 2010 upon expiration of existing contract. Refrigerated drinking fountains will be installed with water bottle filling spouts in all municipal buildings. Stand-alone water coolers not connected to a municipal water supply removed by June 1, 2009 unless potable water not available. All staff provided with stainless steel refillable water bottle to promote consumption of municipal tap water.
20. City of Waterloo	City facilities	Feb 2009 – Staff directed to: eliminate single bottle water use during city hosted meetings at city hall, and from staff lunch and break room vending machines across the city when alternative solutions are implemented; allow single water bottle sales in publically accessible concessions, catered events and vending machines in recreation facilities; and develop standards for accessible drinking water fountains and include fountains as standard in new or retrofit facilities undertaken by the city.
21. Region of Waterloo	Regional facilities	Support the use of tap water by restricting the sale (i.e. cafeterias and vending machines) and provision (i.e. council, public meetings, workshops, training sessions, etc.) of bottled water at Regional facilities and functions where potable water available. Develop a public education program to inform residents of the benefits of municipal tap water.
22. City of Windsor	City facilities	Feb 2008 - Directed to develop a phase out policy for bottled water with the goal to eventually reduce or minimize bottled water use at city facilities.

**Sources:** Media reports; updates from municipal staff; and [http://www.canadians.org/water/issues/Unbottle\\_It/jurisdictions.html](http://www.canadians.org/water/issues/Unbottle_It/jurisdictions.html)

## APPENDIX B

## INDOOR FOUNTAINS:

	FACILITY	EXISTING TOTAL	NOTES	COST
1	Aldershot Arena	1	Completed – no conversion required	0
2	Appleby Ice Centre	2	2 conversions	\$910.00
3	Brant Hills Community Centre	2	Replacement	\$4,134.00
4	Central Park Arena	1	Replacement	\$2,067.00
5	City Hall	10	4 completed – 3 in newer area (with dual spouts); 1 in tower (6 <sup>th</sup> fl – goose neck only). Total cost \$1,200. 5 conversions required and 1 replacement (3 <sup>rd</sup> floor – public area)	5 x 910 = \$4,550 1 @ \$3,267.00 TOTAL= \$7,817
6	Ella Foote Hall – Kilbride (1,500 sf)	0	Not required.	
7	LaSalle	0	Not required.	
8	Mainway Arena	2	Replace existing units	\$4,134.00
9	Mountainside Arena & Pool	2	Replace existing units	\$4,134.00
10	Music Centre	1	Replace existing unit	\$2,067.00
11	Nelson Arena	2	Retrofit outdoor unit & replace indoor unit	\$2,522.00
12	Paletta	0	Not required	
13	Rotary	0	Installation of fountain may be considered on main floor.	TBC
14	Seniors' Centre	2	The 2 side by side stainless steel fountains in the new area will not take goose neck spigots. Replace existing china in old area with a dual stainless steel fountain.	\$4,151.00
15	Sherwood Forest Park	1	Replace	\$2,067.00
16	Skyway Arena	1	Replace	\$2,067.00
17	Student Theatre	1	Retrofit	\$455.00
18	Tansley Woods	4	Existing fountains will not take glass fillers. Replace 2 units.	\$4,151.00 x 2 = \$8,302
19	Velocity Youth Centre	0	Leased space; do not want to add a water fountain. Staff will monitor the bottle water sales/use and sell what we have left and not purchase anymore. Will monitor demand. In the interim, will provide water in paper cups at snack bar if requested.	
20	Discovery Landing Waterfront	0	Installation of water fountain with spigot and cooling function has been approved.	\$2,500.00
21	Parking Garage	2	Retrofit	\$910.00
22	Tyandaga Golf Course – Club House	0	Propose installation to permit patrons to refill reusable water bottles.	\$2,500.00
	<b>TOTAL</b>	<b>34</b>	<b>+ Install 2 new water fountains (Discovery Landing &amp; Tyandaga Golf)</b>	<b>\$50,737.00</b>

**APPENDIX C****OUTDOOR FOUNTAINS**

	<b>PARK</b>	
1	Berton Park	1
2	Berwick Green Park	1
3	Brada Woods Park	1
4	Central Park	1
5	Civic Square	1
6	Fothergill Park	1
7	Irving Parkette	1
8	Kerns Park	1
9	Lampman Park	1
10	LaSalle Park	2
11	Nelson Park	2
12	Paletta Park	1
13	Pathfinder Park	1
14	Sioux Lookout Park	1
15	Spencer Smith Park	2
16	Tansley Park	1
17	Bldv SW Corner of King @ Plains	1
18	Amerherst Park	1
19	Dryden Parkette	1
	<b>TOTAL</b>	<b>22</b>