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TO:	CHAIR AND MEMBERS BUILT AND NATURAL ENVIRONMENT COMMITTEE MEETING ON NOVEMBER 28, 2011
FROM:	JOHN BRAAM, P.ENG. DIRECTOR OF WATER AND CITY ENGINEER
SUBJECT:	UPDATE REGARDING WATER FLUORIDATION IN LONDON

RECOMMENDATION

That, on the recommendation of the Director of Water and City Engineer,

- 1) the following report **BE RECEIVED** for information regarding requests to cease the fluoridation of London's water supply, and
- 2) Municipal Council **SUPPORT** the ongoing fluoridation of the City of London's water supply.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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- Requests to Discontinue Water Fluoridation in London, October 6, 2008, Environment and Transportation Committee, Agenda Item #2

BACKGROUND

Background:

Fluoride is a naturally occurring mineral which is present in virtually all water sources. Water found in North America has natural fluoride concentrations ranging from 0.1 mg/L to more than 12 mg/L, with surface water sources (lakes and rivers) tending to have lower fluoride levels than ground water (wells). In the early part of the 20th century, it was observed that communities with low natural fluoride levels in their water experienced higher rates of dental caries (tooth decay). Subsequent research confirmed the important role that fluoride plays in preventative oral health.

Fluoridation of drinking water is now practiced by water systems worldwide. The process consists of the controlled addition of fluoride to water with naturally low fluoride levels, thereby raising the fluoride content to an optimal level for the promotion of dental health.

Fluoridation of the City of London's drinking water has been performed since September of 1967, following a public plebiscite in which London's electorate voted in favour of fluoridation.

Research into the health effects of water fluoridation has been ongoing for over 70 years, and the world's foremost dental and medical organizations support and promote the practice. The U.S. Centers for Disease Control and Prevention (CDC) selected water fluoridation as one of the ten most important public health initiatives of the 20th century. Regardless, there is opposition to water fluoridation, and Council and Administration periodically receive correspondence asking that the practice be ceased.

In October 2008, Administration presented a report to Council advising that Health Canada was about to commence a national consultation process on the Technical Support Document regarding the Canadian Drinking Water Guideline for fluoride in drinking water. This public consultation process would provide an opportunity for all concerned parties to present arguments pertaining to the risks and benefits associated with fluoridation of drinking water. In that 2008 report, Administration also advised that correspondence had been received from the Director, Dental Services, of the Middlesex-London Health Unit, suggesting that:

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"City officials should reserve any decisions regarding the cessation of drinking water fluoridation, including conducting a public plebiscite, until after the results of the aforementioned (Health Canada) review have been published."

Discussion:

To properly evaluate the risks and benefits of water fluoridation requires a tremendous commitment of time and effort by informed medical and dental professionals. When evaluating the risks and benefits of a practice such as water fluoridation, health experts employ a process known as a systematic review. A systematic review is a literature review focused on a research question that tries to identify, appraise and synthesize all high quality research evidence relevant to that question. Through the Federal-Provincial-Territorial Committee on Drinking Water, Health Canada periodically assembles expert panels to conduct systematic reviews of their Guideline Technical Documents. Through this process, the most current research findings are evaluated and incorporated into the Guidelines. In the fall of 2008, Health Canada began conducting such an exercise with respect to the *"Guidelines for Canadian Drinking Water Quality - Guideline Technical Document - Fluoride"*. Health Canada reviewed over 400 published scientific studies and included a public consultation process in which interested parties were invited to supply additional information and commentary for consideration. All submitted information was reviewed, and Health Canada released the final 104-page report in June 2011.

The *"Executive summary"* of the Health Canada review is attached as Appendix 'A', along with the *"Health effects"* summary and the *"Dental health benefits"* summary. The following are a few excerpts from the review:

- *"This review assesses all identified human health risks, taking into account new studies and approaches. Based on this review, the guideline for fluoride in drinking water is a Maximum Acceptable Concentration (MAC) of 1.5 mg/L"*
- *"The weight of evidence from all currently available studies does not support a link between exposure to fluoride in drinking water at 1.5 mg/L and any adverse health effects, including those related to cancer, immunotoxicity, reproductive/developmental toxicity, genotoxicity and/or neurotoxicity. It also does not support a link between fluoride exposure and intelligence quotient deficit, as there are significant concerns regarding the relevant studies, including quality, credibility, and methodological weaknesses"*
- *"Health Canada's Chief Dental Officer has reviewed the available science on dental effects of fluoride, and sought external expert advice from the scientific dental community. Experts provided a recommendation on the optimal level, which was accepted by Health Canada's Chief Dental Officer. As a result, the optimal concentration of fluoride in drinking water for dental health has been determined to be 0.7 mg/L for communities who wish to fluoridate. This concentration provides optimal dental health benefits and is well below the MAC to protect against adverse effect"*

The City of London has been fluoridating to a target value of 0.7 mg/L since the mid-1990s, in accordance with recommendations provided by the Director, Dental Services, of the Middlesex-London Health Unit.

On February 17, 2011, the Board of Health for the Middlesex-London Health Unit received a staff report recommending that the Board of Health *"...support the ongoing fluoridation of the City of London's drinking water supply as a measure to achieve optimal dental/oral health for all residents, which is an important component of total health."* (reproduced as Appendix 'B'). The MLHU report reviewed the history of water fluoridation and current practices in the City of London, and discussed the safety and effectiveness of water fluoridation. The report noted that the fluoridation of London's water costs approximately \$133,000 per year, or about 38 cents per London resident per year. The MLHU report also noted estimates that for every \$1 invested in community water fluoridation, \$38 in dental treatment costs are avoided. The Board of Health voted unanimously to support the staff recommendation. The results of the Health Canada review support this Board of Health decision.

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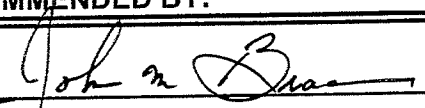

In addition, one of the concerns expressed by groups opposed to water fluoridation is the possibility of a link between fluoride ingestion and osteosarcoma (a type of bone cancer). According to the International Association for Dental Research, *"The controversy over whether there is an association between fluoride and risk for osteosarcoma has existed since an inconclusive animal study 20 years ago"*. In July, 2011, after the release of the Health Canada review, a much anticipated Harvard School of Public Health study was published in the Journal of Dental Research. The purpose of this study, titled *"An Assessment of Bone Fluoride and Osteosarcoma"*, was to determine if bone fluoride levels were higher in people with osteosarcoma. This case-control study detected no significant association between bone fluoride levels and osteosarcoma risk.

Conclusions:

Council and Administration periodically receive correspondence from concerned citizens asking that the practice of water fluoridation be ceased in London. Often, the correspondence will contain references to purported adverse health effects associated with fluoridation. The authors of such correspondence are essentially asking Council to evaluate the authenticity and validity of a select fraction of the material that was evaluated by Health Canada over a 2 ½ year period, and to then arrive at a different conclusion than the Health Canada experts.

Administration has confidence in the integrity and recommendations of the Middlesex-London Health Unit, the Chief Medical Officer of Health for Ontario (Appendix 'C'), and Health Canada. Administration has also reviewed the nature and quality of the fluoridation product being used and reviewed the total impacts on finished water quality. Administration has concluded that the addition of fluoride is in accordance with Ministry of Environment guidelines and regulations, has no adverse affect on finished water quality, and achieves positive health outcomes.

Administration advises that when presented with correspondence requesting the cessation of water fluoridation, Council should support the ongoing fluoridation of the City of London's water supply, deferring to the findings of the Health Canada review and to the recommendation of the Chief Medical Officer of Health for Ontario and the Board of Health for the Middlesex-London Health Unit.

SUBMITTED BY:	RECOMMENDED BY:
	
JOHN SIMON, P.ENG. DIVISION MANAGER, WATER OPERATIONS	JOHN BRAAM, P.ENG. DIRECTOR OF WATER AND CITY ENGINEER
REVIEWED & CONCURRED BY:	
	
PAT MCNALLY, P.ENG. EXECUTIVE DIRECTOR, PLANNING, ENVIRONMENTAL AND ENGINEERING SERVICES	

- c.c. Jeff Fielding - Chief Administrative Officer
Cathy Saunders – City Clerk
Roland Welker – Division Manager – Water Engineering
Andrew Henry – Division Manager – Regional Water Supply
Dan Huggins – Water Quality Manager
Dr. Graham Pollett – Medical Officer of Health – Middlesex-London Health Unit
Dr. Bryna Warshawsky – Associate Medical Officer of Health – Middlesex-London Health Unit

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Appendix 'A'

Excerpts from the Guidelines for Canadian Drinking Water Quality – Guideline Technical Document – Fluoride, 2011

Executive summary

Low levels of fluoride occur naturally in most sources of drinking water in Canada.

Fluoride can occur naturally in surface waters from the deposition of particulates from the atmosphere and the weathering of fluoride-containing rocks and soils, and in groundwater from leaching from rock formations. Fluoride is also introduced in the environment by a variety of human activities such as chemical manufacturing plants and waste ponds; the manufacture of aluminum, steel, glass, enamel, brick, tile, pottery, and cement; production of fluorinated chemical and phosphate fertilizer; and metal casting, welding, and brazing.

Health Canada recently completed its review of the health risks associated with fluoride in drinking water. This review assesses all identified human health risks, taking into account new studies and approaches. Based on this review, the guideline for fluoride in drinking water is a Maximum Acceptable Concentration of 1.5 mg/L.

Health effects

Dental fluorosis is the most widely and frequently studied of all adverse effects of fluoride. It is the effect occurring at the lowest level of fluoride exposure in the population. Mild and very mild dental fluorosis are not considered to be adverse effects, whereas moderate dental fluorosis is found to be an adverse effect, based on its potential cosmetic concern, and is used as the endpoint of concern in the risk assessment used to establish the Maximum Acceptable Concentration. By protecting against a cosmetic effect of moderate dental fluorosis, Canadians are also protected against the adverse health effects of severe dental fluorosis. Skeletal fluorosis is the most serious adverse health effect clearly associated with prolonged exposure to high levels of fluoride in drinking water. Skeletal fluorosis can occur at very high exposure levels, and has rarely been documented in Canada. The weight of evidence from all currently available studies does not support a link between exposure to fluoride in drinking water at 1.5 mg/L and any adverse health effects, including those related to cancer, immunotoxicity, reproductive/developmental toxicity, genotoxicity and/or neurotoxicity. It also does not support a link between fluoride exposure and intelligence quotient deficit, as there are significant concerns regarding the relevant studies, including quality, credibility, and methodological weaknesses.

Dental health benefits

Health Canada's Chief Dental Officer has reviewed the available science on dental effects of fluoride, and sought external expert advice from the scientific dental community. Experts provided a recommendation on the optimal level, which was accepted by Health Canada's Chief Dental Officer. As a result, the optimal concentration of fluoride in drinking water for dental health has been determined to be 0.7 mg/L for communities who wish to fluoridate. This concentration provides optimal dental health benefits and is well below the MAC to protect against adverse effects.

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Appendix 'B'

Board of Health Report - February 17, 2011

MIDDLESEX-LONDON HEALTH UNIT
REPORT NO. 014-11

TO: Chair and Members of the Board of Health
FROM: Graham L. Pollett, MD, FRCPC, Medical Officer of Health
DATE: 2011 February 17

Fluoridation of the City of London's Drinking Water

Recommendation

It is recommended that the Board of Health support the ongoing fluoridation of the City of London's drinking water supply as a measure to achieve optimal dental/oral health for all residents, which is an important component of total health.

Addendum: On February 17, 2011, the Board of Health unanimously voted to support the ongoing fluoridation of the City of London's drinking water supply as per the above recommendation.

Introduction

The Board of Health has considered water fluoridation in several past Board of Health Reports including: Report No. 043-07 re Ontario Fluoridation Office (March 2007), Report No. 107-07 re Request to Establish an Ontario Fluoridation Office (June 2007), Report 111-08 re Water Fluoridation (September 2008) and Report No 006-09 re Water Fluoridation (January 2009) (Appendix A). As well, on October 16, 2008, the Board of Health heard a presentation by Mrs. Carole Clinch, Research Coordinator for the People for Safe Drinking Water, entitled "To Stop Water Fluoridation."

The purpose of this current Board of Health Report is to seek the Board of Health's support for the ongoing fluoridation of London's drinking water. This report will provide an overview of water fluoridation in London including background information on fluoride such as how it works, how its benefits were discovered and its importance as a public health strategy; the process for fluoridating and monitoring London's water and the cost of this process; and the benefits and safety of water fluoridation.

Background

It is increasingly recognized that oral/dental health is an important component of total health. Cavities (also known as tooth decay or dental caries) are holes in the teeth that if left unchecked can lead to pain, infection in the mouth and occasionally in the body, and loss of the tooth. To prevent or alleviate the pain, the hole in the tooth must be filled or the tooth extracted. Despite significant declines in tooth decay over the past decades, it remains a very common chronic childhood disease. A survey of dental indices among Ontario Health Units from 1979 to 2008 revealed that 34% of 5-year-olds had evidence of decay, with even higher rates in older children. Similarly, results from Middlesex-London in 2007-2008 indicated that 35% of 1,264 5-year olds had evidence of ever having tooth decay.

Fluoride is a naturally occurring mineral that has been proven to prevent tooth decay. Fluoride affects the enamel of the teeth such that it stops, or potentially reverses the tooth decay process. Fluoride's main effect occurs after the tooth has erupted into the mouth, as small amounts of fluoride in saliva frequently bathe the tooth. Ingesting high levels of fluoride when the teeth are being formed may cause fluorosis, a cosmetic condition where the teeth have white spots, and in severe cases the teeth can be pitted or have brown stains.

The benefits of fluoride in preventing tooth decay were discovered in the 1930s and 1940s. It was noted that communities with high rates of fluorosis also had low rates of tooth decay. Both the fluorosis and lack of decay were attributed to high levels of natural fluoride in the drinking water. In the 1940s, studies were conducted to assess the effect of low levels of fluoride in drinking water on tooth decay. When comparing cities with fluoride added to the water and non-fluoridated water, it was determined that cities receiving fluoridated water had 50-70% lower rates of tooth decay. Based on amounts of water consumed, a safe level of fluoride was determined that decreased tooth decay without increasing the risk of fluorosis.

By the 1980s, the difference in decay rates between communities with fluoridated and non-fluoridated water had narrowed, in part due to the fact that non-fluoridated cities were also receiving fluoride through foods and beverages that are bottled and processed in areas with fluoridated water (referred to as the "halo effect") and also due to the widespread use of toothpaste with fluoride. Nonetheless, studies have still continued to demonstrate the benefits of fluoridation of the water, and studies where fluoridation is stopped demonstrate an increase in rates of tooth decay, approaching the levels in the non-fluoridated

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group. Fluoridation ensures benefit to all those who drink the water, regardless of socioeconomic status, age, ability to regularly brush teeth, or access to dental care.

The Ontario Ministry of the Environment (MOE) estimates that 70% of Ontario residents receive water that is fluoridated, either naturally or by adding fluoride to the water. As of 2005, community fluoridated drinking water was provided to 43% of Canadians. In the United States, approximately 67% of the population receives optimally fluoridated water. Fluoridation of drinking water is less common in European countries although some countries fluoridate their salt.

Fluoride has been recognized by the United States Center for Disease Control and Prevention as one of the ten great public health achievements of the twentieth century and is supported by numerous public health and oral/dental health organizations. It is estimated that for every \$1 invested in community water fluoridation, \$38 in dental treatment costs are avoided. In Middlesex-London alone, \$596,045 was spent in 2009 to cover the cost of urgent dental treatment for children aged 0-17 years whose families could not afford the cost. For many individuals, particularly those over 17 years of age, financial limitations present a major barrier to accessing basic dental care, making strategies that focus on prevention of dental disease, such as fluoride, very important.

Fluoridation in London

The MOE stipulates that where fluoride is added to drinking water, the concentration be adjusted to 0.5 - 0.8 mg/L, the optimum level for control of tooth decay. The City of London receives its water from two sources – about 85 % from Lake Huron and 15% from Lake Erie. The natural level of fluoride in both these water sources is approximately 0.1 mg/L. This level is too low to prevent tooth decay. As per Ontario's Fluoridation Act, a plebiscite was held in London in 1966 through which residents voted to have fluoride added to the water. Beginning in 1967, Lake Huron water has been fluoridated at the Arva Pumping Station before distribution within London. In 1996, the City of London connected to the Lake Erie system which adds fluoride at the Elgin Area Water Treatment Plant. It should be noted that fluoride is not added to water in any jurisdiction in Middlesex County, although fluoride levels are naturally higher in the Thorndale area.

Addendum: It should also be noted that fluoridated water from the City of London water supply is provided to Arva, Ballymote and Delaware in Middlesex County.

The level of fluoride in London's water is maintained at 0.7 mg/L to provide optimal protection against tooth decay without increased risk of dental fluorosis. The level is continually monitored by the City of London and monthly summaries are provided to the Health Unit. Health Unit staff also provides advice to residents of Middlesex-London on other measures to prevent dental fluorosis such as: not using fluoridated toothpaste for the first two years of life and after that, using only a pea-sized amount of fluoridated toothpaste under adult supervision without swallowing and not using fluoride supplements such as pills or drops. A screening conducted by Health Unit staff in 2006 revealed that London had very low rates of fluorosis of cosmetic concern; of note, the rate in London, where the water is fluoridated (5%), was similar to Strathroy, where the water is not fluoridated (4.6%).

To add fluoride to London's drinking water, hydrofluorosilicic acid is used. The source of this product is an ore that is mined and processed in Florida which is rich in fluoride and phosphorus. The processing involves separating the fluoride from the phosphorus, with the fluoride being used to create hydrofluorosilicic acid and the phosphoric acid being used to create chemical fertilizer. Any substance that is added to drinking water is required to pass rigorous testing to ensure that it meets the high standards that are legislated for the water industry such as the National Sanitation Foundation and American National Standards Institute (NSF/ANSI) Standards for purity. The NSF/ANSI Standards for fluoride products added to drinking water are even more stringent than the US standards that apply to fluoride products used in pharmaceuticals.

A detailed costing of the fluoridation of London's water was done by Mr. Dan Huggins, Water Quality Manager for the City of London. Including annual operating costs and amortized capital costs, the fluoridations of London's water costs approximately \$133,000 per year, or about 38¢ per each London resident.

Benefits and Safety of Water Fluoridation

Many research articles have been written with regard to the benefits and safety of water fluoridation. Several systematic reviews (where experts review the scientific papers and draw conclusions based on the papers that are judged to be scientifically sound) have been published. These review papers provide strong support for the ongoing fluoridation of water for the prevention of tooth decay. A summary of the key findings of these reports and the position of credible scientific organizations can be found in Appendix B which is a memo from Dr. David Williams, the Associate Chief Medical Officer of Health for Ontario. Aside from fluorosis, which is very infrequent when levels of fluoride are kept at 0.7 mg /L as in the City of London, the papers also provide no evidence of harm from fluoridation of the water. To quote the most recent review entitled "Fluoride in Drinking Water," which was conducted by Health Canada and issued

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for public comment on November 27, 2010: **(Erratum: This report closed for public comment on November 27, 2009)**

"The weight of evidence from all currently available studies does not support a link between exposure to fluoride in drinking water at 1.5 mg/L and any adverse health effects, including those related to cancer, immunotoxicity, reproductive/developmental toxicity, genotoxicity and/or neurotoxicity. It also does not support a link between fluoride exposure and intelligence quotient deficit, as there are significant concerns regarding the available studies, including quality, credibility, and methodological weaknesses."

There is also no evidence that fluoride in water has any negative effects on the environment.

Conclusion

The scientific evidence strongly supports the fluoridation of water to prevent tooth decay. The evidence also provides reassurance as to the safety of this important public health strategy. It is recommended that the Board of Health endorse the recommendation to support the ongoing fluoridation of London's water supply as a public health measure to achieve optimal dental/oral health, which is an important component of total health.

This report was prepared by Dr. Bryna Warshawsky, Associate Medical Officer of Health and Director, Oral Health, Communicable Disease and Sexual Health Services.

Graham L. Pollett, MD, FRCPC
Medical Officer of Health

This report addresses the following requirement(s) of the Ontario Public Health Standards: Child Health

Appendices available upon request

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Appendix 'C'

News Release

Communiqué

DRINKING WATER FLUORIDATION

STATEMENT FROM DR. ARLENE KING, CHIEF MEDICAL OFFICER OF HEALTH

NEWS

April 4, 2011

As Chief Medical Officer of Health for Ontario, I am very concerned about the loss of fluoridated drinking water in certain communities in spite of consistent evidence that water fluoridation is safe and effective.

Support for Water Fluoridation

More than 90 national and international professional health organizations, including Health Canada, the Canadian Public Health Association, the Public Health Agency of Canada, the Canadian Dental Association, the Canadian Medical Association, the U.S. Centers for Disease Control and Prevention (CDC) and the World Health Organization, have endorsed the use of fluoride at recommended levels to prevent tooth decay. In fact, the use of fluoride in drinking water has been called one of the greatest public health achievements of the 20th century by the CDC.

Benefits of Water Fluoridation

Combats Tooth Decay

The benefits of water fluoridation are well documented. According to expert research, fluoridated drinking water reduces the number of cavities in children's teeth, which contributes to their healthy development. Reductions of tooth decay have also been observed in adults and seniors who reside in communities with fluoridated water. Even with other sources of fluoride available today, the American Dental Association estimates that water fluoridation continues to be effective in reducing tooth decay by 20-40 per cent.

Conversely, removing fluoride from drinking water systems has the potential to contribute to increased rates of tooth decay. The findings of several studies, including from the CDC, suggest that tooth decay generally increases in a population after water fluoridation is discontinued. In addition, a 2007 report on water fluoridation by the Institut National de Santé Publique du Quebec reveals that the percentage of kindergarten children at high risk of developing tooth decay in Dorval, Quebec doubled in the two year period after water fluoridation was halted in 2003.

Reduces Dental Care Expenditures and Inequalities in Health

Water fluoridation also has the capacity to help reduce dental care expenditures. The Ontario Dental Association has stated that the cost of waiting until tooth decay has manifested is significantly higher than the cost of preventing it in the first place. The CDC estimates \$38 in avoided costs for dental treatment for every \$1 invested in community water fluoridation. With the fluoridation of drinking water playing an important role in the overall promotion of good oral health and prevention of dental decay, I am concerned that removing it from drinking water may put a strain on, and impact the success of, important provincial programs such as the Children in Need of Treatment Program and Healthy Smiles Ontario - both developed to benefit those least able to afford dental services.

And indeed, removing fluoride from drinking water will place those least able to afford or access dental treatment at an increased risk for oral health problems. The health benefits of drinking water fluoridation extend to all residents in a community, regardless of age, socioeconomic status, education or employment.

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Safety of Fluoridated Drinking Water

Fluoride in drinking water is also safe. In Ontario, fluoride additives are required to meet rigorous standards of quality and purity before they can be used. When they are added to water at levels recommended in Ontario and across the country, studies have not linked fluoride to cancer, bone fractures or intelligence levels. Studies have also found that water fluoridation is safe for the environment, and poses no risk to plants and animals.

In addition, most dental fluorosis, a condition that occurs when a child receives too much fluoride during tooth development, is mild and appears as white stains on the teeth. In this mildest form, fluorosis may affect the look of a tooth, but will not affect its function. While moderate or severe fluorosis does occur, the Canadian Health Measures Survey: Oral Health Statistics 2007-2009 concludes that, "[so] few Canadian children have moderate or severe fluorosis that, even combined, the prevalence is too low to permit reporting. This finding provides validation that dental fluorosis remains an issue of low concern in this country."

Good Oral Health Means Good Overall Health

The importance of maintaining good oral health should not be taken lightly - it is an important part of being healthy overall. As tooth decay is the single most common chronic disease among Canadians of all ages and poor oral health is linked to diabetes, heart disease and respiratory conditions, water fluoridation is, and must be recognized as, a very important public health measure. An estimated 70 per cent of Ontarians currently have access to water that is fluoridated, and I would urge all Ontarians to continue to support the fluoridation of their municipal drinking water systems so that everyone can enjoy the lasting health benefits.