

Report to/Rapport au :

Ottawa Board of Health  
Conseil de santé d'Ottawa

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CITY WIDE / À L'ÉCHELLE DE LA VILLE

ASC2012-OPH-HPDP-0009

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**SUBJECT: PREVENTING SKIN CANCER BY REDUCING YOUTH EXPOSURE  
TO ARTIFICIAL ULTRAVIOLET RADIATION**

**OBJET : PRÉVENTION DU CANCER DE LA PEAU EN RÉDUISANT  
L'EXPOSITION DES JEUNES AU RAYONNEMENT ULTRAVIOLET  
ARTIFICIEL**

#### **REPORT RECOMMENDATIONS**

That the Board of Health for the City of Ottawa Health Unit approve:

1. That Ottawa Public Health continue its educational programming on the health risks associated with youth exposure to artificial ultraviolet radiation;
2. That the Chair of the Board of Health write letters recommending the following action regarding artificial tanning equipment:
  - a. That the Province of Ontario enact Bill 74 to prohibit the marketing and selling of tanning services and ultraviolet light treatments to persons under the age of 18;
  - b. That the Government of Canada enact Bill C-386 to prohibit the use of artificial tanning equipment by those younger than 18 years and to strengthen the warning labels on tanning beds.

## **RECOMMANDATIONS DU RAPPORT**

**Que que le Conseil de santé de la circonscription sanitaire de la ville d'Ottawa approuve ce qui suit :**

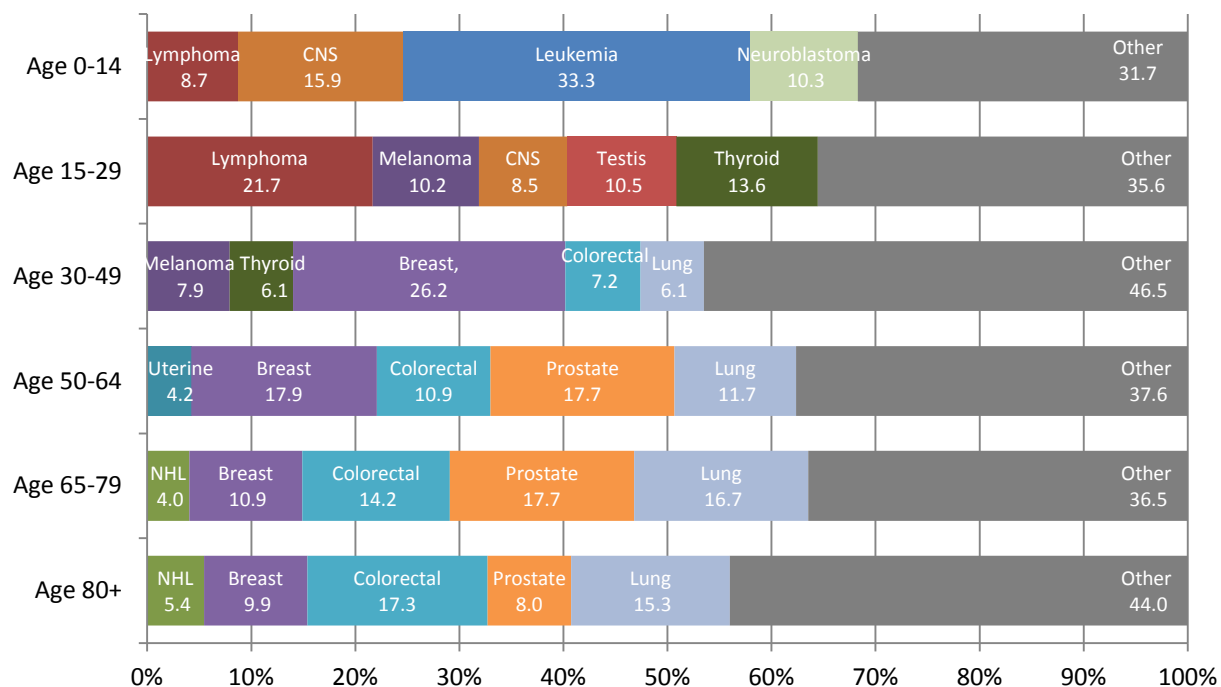
- 1. La poursuite des programmes éducatifs de SPO traitant des risques pour la santé associés à l'exposition des jeunes au rayonnement ultraviolet artificiel;**
- 2. La rédaction par le président du Conseil de santé de lettres recommandant les mesures suivantes relativement aux appareils de bronzage artificiel :**
  - a. Que la province de l'Ontario adopte le projet de loi 74 visant à interdire la vente de services de bronzage et de traitements par rayonnement ultraviolet aux personnes de moins de 18 ans;**
  - b. Que le gouvernement du Canada adopte le projet de loi C-386 visant à interdire aux personnes de moins de 18 ans d'utiliser les appareils de bronzage artificiel et à renforcer les avertissements affichés sur les lits de bronzage.**

## **BACKGROUND**

There is substantial evidence demonstrating that excessive exposure to ultraviolet radiation (UVR), from sunlight or from artificial sources, causes acute and chronic adverse health effects such as sun burn, eye damage, and skin cancer.<sup>i</sup> The Ontario Public Health Standards identifies exposure to UVR as a risk factor for chronic diseases, such as non-melanoma and melanoma skin cancers.<sup>ii</sup> The International Agency for Research on Cancer (IARC) has listed UVR, including that emitted by tanning devices, as a known cause of cancer in humans.<sup>iii</sup>

Skin cancer is the most common cancer in Ontario, accounting for one third of all new cases of cancer each year.<sup>iv</sup> In 2008, 35,750 Ontarians were diagnosed with skin cancer and there were 550 skin cancer deaths in the province. It is estimated that one in seven Ontarians will develop skin cancer during their lifetime.<sup>v</sup> Non-melanoma skin cancer is the most common of all cancers in Canada. It is estimated that there will be 81,300 new cases and 320 deaths from non-melanoma skin cancer in Canada in 2012.<sup>vi</sup> Its principal known cause is prolonged exposure to UVR over many years. Melanoma, the more serious form of skin cancer, is also caused by exposure to UVR. Its incidence is rising in all age categories and mortality rates have doubled since 1971. According to statistics, melanoma rates in young adults are now rising after a period of stability and decline.<sup>vii</sup> In Ottawa, more than 150 new cases of melanoma were diagnosed in 2007, the most recent year for which local cancer data are available. It is the most common cancer diagnosis for 30 to 49 year olds and the second most common diagnosis for those 15 to 29 years old (Figure 1).<sup>viii</sup>

Figure 1 – Most common cancer diagnoses by age group, Ottawa 2003-2007 combined



**Data source:** Cancer Care Ontario–Seer\*Stat Release–OCRIS (June 2010) released February 2011

**Population data source:** Pop Est Summary (Statistics Canada, Ontario Ministry of Finance), Ontario Ministry of Health and Long-Term care: IntelliHEALTH ONTARIO, extracted October 2010

**Data note:** Cancer definitions differ for 0–14 year and 15–29 year age groups; see Appendix I for cancer definitions  
 CNS = Central nervous system, NHL = non-Hodgkin lymphoma

The economic burden of skin cancer in Ontario is expected to exceed \$344 million in 2011, which includes direct costs, such as treatment, and indirect costs, such as costs associated with morbidity and premature mortality. Preventative measures, including raising awareness and educating residents on the dangers of solar and artificial UVR, could contribute to reducing the number of skin cancer cases and ultimately reducing these costs.

Increased risk of developing non-melanoma and melanoma skin cancers has been linked with the use of artificial tanning equipment.<sup>ix</sup> Survey data from 1996 and 2006 showed a statistically significant increase in the proportion of Canadians who use tanning equipment today compared to a decade ago<sup>x</sup>, with youth and young adults being the primary users.<sup>xi</sup> Tanning is an appealing practice for young people. Nearly 65 per cent of students in grades seven to 12 in Ontario are tanning through one means or another. A systematic review by IARC concluded that the risk of melanoma being diagnosed is increased by 75 per cent when use of tanning devices starts before 35 years of age.<sup>xii</sup> The Canadian Cancer Society estimates that more than 50,000 students in Ontario use tanning equipment. Tanning equipment can emit UVR at levels that are five times stronger than the mid-day summer sun.<sup>xiii</sup> Currently in Ottawa, there are more than 80 artificial tanning salons.

In October 2009, City Council as the Board of Health directed that:

Ottawa Public Health seek opportunities to enhance, in conjunction with Ottawa-area school boards, the public education campaign on the health dangers to young people (i.e. under age 18) from the use of artificial tanning equipment.

Since October 2009, Ottawa Public Health (OPH) has implemented the direction by working collectively with community partners to achieve a comprehensive approach to skin cancer prevention through knowledge and skill building as well as strengthening community action. Most recently, OPH, in partnership with the Cancer Care Ontario Cancer Prevention and Screening Network – Champlain Region and school boards launched a social media campaign targeted at 16 to 18 year olds about the risks of using artificial tanning equipment.

At the August 20, 2012 meeting of the Ottawa Board of Health, staff was asked to conduct an environmental scan regarding actions that other municipalities are taking to protect youth and young adults from artificial tanning equipment.

## DISCUSSION

### **1) OPH and partner programming to protect youth and young adults from artificial tanning equipment**

Since 2004, OPH has been working with local, provincial and federal organizations to raise awareness and educate residents on the dangers of solar and artificial UVR, and to advocate for legislation. Local partnerships have included organizations such as the school boards, the Parent Resource Centre, Community Health and Resource Centres, Early Years Centres, daycare centres, libraries and local beach and pool supervisors. OPH also works in partnership with health units throughout the province of Ontario (the Ontario Sun Safety Working Group) and with provincial and federal organizations such as the Canadian Cancer Society, Cancer Care Ontario, Canadian Dermatology Association, Health Canada and Environment Canada.

In 2011, OPH coordinated the innovative “Enjoy the Skin You’re In” campaign in collaboration with member agencies of Cancer Care Ontario Cancer Prevention and Screening Network – Champlain Region. The objectives of the campaign are to increase awareness of the dangers of indoor tanning and to reduce the use of indoor tanning among grade 11 and 12 students. The project involved an incentive-based social media campaign using various innovative technologies to reach youth through Facebook and YouTube videos – [Chicken Surprise](#), [The Spot](#), [Morphsuit Party](#) – hosted on the Canadian Cancer Society’s YouTube channel. In addition, [a facial morphing media application](#), which allows users to see what they may look like after over-exposure to tanning beds by uploading pictures from their computer or Facebook profile, has also been launched. To date, there have been 6,200 views of the YouTube videos.

In conjunction with “Enjoy the Skin You’re In”, OPH has also been promoting the *Tan-Free Prom* initiative launched by the Canadian Cancer Society. De La Salle secondary school was the first school in Ottawa to embrace the *Tan-Free Prom* in 2012, following

in the steps of a growing number of students across Canada who have pledged to remain tan-free for their graduation festivities. This initiative was profiled on “Melanoma Awareness Day in Ottawa”, when the Mayor of Ottawa presented the proclamation to the Canadian Dermatology Association in support of their endeavours to decrease the incidence of skin cancer. Several more Ottawa schools will be participating in 2013.

## **2) Environmental scan: Protecting youth and young adults from artificial tanning equipment**

### **a) International**

France, Germany, Belgium, Austria, Spain, Portugal, the United Kingdom and some Australian states have prohibited artificial tanning for those younger than the age of 18 years. Brazil was the first country in the world to prohibit artificial tanning for all residents in 2009. In 2012, the Australian state of New South Wales announced that it would follow Brazil’s initiative of a complete prohibition beginning in 2015. In the United States, Howard County, Maryland was the first to introduce an artificial tanning ban for people under the age of 18, followed by the State of California in 2011. Thirty-four other states currently restrict indoor tanning use to youth who have parental consent.

### **b) Canada**

Currently, there is no national legislation restricting the use of artificial tanning equipment in Canada. Health Canada regulates tanning equipment through the *Radiation Emitting Devices Act*, which focuses on equipment safety and marketing practices, but does not include usage of equipment criteria. In December 2011, Conservative Member of Parliament (MP) James Bezan tabled Private Member’s Bill C-386 that would ban the use of artificial tanning equipment by those younger than 18 years. MP Bezan has launched a national awareness campaign and petition.

Several provincial governments have enacted legislation regarding the usage of artificial tanning equipment. The provincial governments of Quebec, Nova Scotia and British Columbia have prohibited the use of indoor tanning equipment by youth under the age of 18 years. In May 2012, the Province of Manitoba passed the *Public Health Amendment Act* requiring parental consent for youth under the age of 18 to use tanning beds. In June 2012, the Government of Newfoundland and Labrador adopted the Personal Services Act, restricting access to tanning beds to those over the age of 19 years.

### **c) Ontario**

On September 14, 2012, Premier Dalton McGuinty announced that Ontario will prohibit the use of tanning beds by people under the age of 18 years to protect them from skin cancer. Bill 74 – *Skin Cancer Prevention Act, 2012* – had its first reading in the Ontario Legislature in April 2012. The second reading is scheduled for mid-October, 2012. Bill 74 is sponsored by Member of Provincial Parliament France G linais of the New Democratic Party of Ontario. The Bill would prohibit marketing and selling tanning services and ultraviolet light treatments to persons under the age of 18. Two previous Bills, aimed to prohibit the use of artificial tanning equipment by youth and young adults, did not receive Royal Assent. According to a 2011 Ipsos Reid poll conducted on behalf of the Canadian Cancer Society, most Ontarians ‘support’ (56 per cent strongly/27 per

cent somewhat) 'the Government of Ontario implementing a ban on indoor tanning for youth under the age of 18 years old'.

At the municipal level, in August, 2012, the Town of Oakville amended its licensing by-law to prohibit persons under the age of 18 years from using tanning equipment at beauty salons. More recently, the Regional Municipality of Peel unanimously passed an indoor tanning by-law in early October, 2012.

Health units and boards throughout Ontario are promoting UVR Safety with multiple strategies through various channels. More specifically, Middlesex-London Board of Health, Peterborough County-City Health Unit Board of Health, Kingston, Frontenac, Lennox and Addington Public Health and the municipalities of Sarnia and Prince Edward County, have supported passing Bill 74. The Kingston, Frontenac and Lennox & Addington Public Health Unit is developing a shade policy for elementary schools and the Eastern Ontario Health Unit has developed a YouTube video for youth on the dangers of tanning, complementary to the work of OPH.

### **3) Next steps**

With the proposed Bill 74 scheduled for a second reading in mid-October, the Board of Health can add a recommendation for passage to those of a growing number of health organizations, including fellow Health Units and Boards of Health across Ontario – Middlesex-London Board of Health, Peterborough County-City Health Unit Board of Health, Kingston, Frontenac, Lennox and Addington Public Health, municipalities of Sarnia and Prince Edward County. Additionally, support for passage of Federal Bill C-386 would also align with the positions of the Canadian Dermatology Association, the Canadian Cancer Society, the Canadian Medical Association and the Canadian Paediatric Association, which have called on all levels of government to regulate the indoor tanning industry, with a focus on prohibiting access to children and youth under 18 years of age.

OPH will continue to implement protection and prevention programs on exposure to solar and artificial UVR.

#### **CONSULTATION**

OPH staff have worked and consulted with partners in other health units, cancer prevention groups and dermatology specialists regarding advocacy for increased protection for youth from artificial tanning equipment.

#### **LEGAL IMPLICATIONS**

There are no legal impediments to the implementation of the report recommendations.

#### **FINANCIAL IMPLICATIONS**

There are no financial implications in implementing the recommendations of this report.

#### **TECHNOLOGY IMPLICATIONS**

There are no technology implications associated with this report.

### BOARD OF HEALTH STRATEGIC PRIORITIES

The recommendations in this report support the Board of Health Strategic Priority: C2 Increase healthy behaviours.

### TERM OF COUNCIL PRIORITIES

The recommendations in this report support the 2010-2014 Term of Council Priorities under "Healthy and Caring Communities".

### DISPOSITION

Ottawa Public Health staff will continue to work with the Canadian Cancer Society and the Ontario Sun Safety Working Group with the goal of raising awareness of the risks associated with artificial tanning equipment and advocacy for restricting tanning bed access for youth and young adults. Ottawa Public Health staff will coordinate the delivery of letters to the Province of Ontario and the Government of Canada, as outlined in the recommendations.

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<sup>ii</sup> Ministry of Health and Long Term Care. (2008). Ontario Public Health Standards. Retrieved from [http://www.health.gov.on.ca/english/providers/program/pubhealth/oph\\_standards/ophs/index.html](http://www.health.gov.on.ca/english/providers/program/pubhealth/oph_standards/ophs/index.html)

<sup>iii</sup>The International Agency for Research on Cancer Working Group on artificial ultraviolet (UV) light and skin cancer. (2011). The association of use of sunbeds with cutaneous malignant melanoma and other skin cancers: A systematic review. *International Journal of Cancer*.120, 1116-1122. doi: 10.1002/ijc.22453

<sup>iv</sup> Canadian Cancer Society. (2007). Facts on Cancer in Ontario-Skin Cancer and Ultraviolet Radiation: Focus on Artificial Tanning. Retrieved from <http://www.uvnetwork.ca/prevention.html>

<sup>v</sup> Cancer Care Ontario. (2008). Sun Safety: A Focus on skin cancer. Presented at PH Standards Workshop, November 18<sup>th</sup> 2008. Slide 14. Retrieved from [http://www.health.gov.on.ca/english/providers/program/pubhealth/oph\\_standards/ophs/progstds/worksho ps/cd\\_cco\\_sun\\_safety\\_lorraine\\_marrett.pdf](http://www.health.gov.on.ca/english/providers/program/pubhealth/oph_standards/ophs/progstds/worksho ps/cd_cco_sun_safety_lorraine_marrett.pdf)

<sup>vi</sup>Canadian Cancer Society's Steering Committee on Cancer Statistics. (2012). Canadian Cancer Statistics 2012. Toronto, ON: Canadian Cancer Society; 2012. Retrieved from [www.cancer.ca](http://www.cancer.ca)

<sup>vii</sup> Cancer Care Ontario. (2008). Sun Safety: A Focus on skin cancer. Presented at PH Standards Workshop, November 18<sup>th</sup> 2008. Slide 18. Retrieved from [http://www.health.gov.on.ca/english/providers/program/pubhealth/oph\\_standards/ophs/progstds/worksho ps/cd\\_cco\\_sun\\_safety\\_lorraine\\_marrett.pdf](http://www.health.gov.on.ca/english/providers/program/pubhealth/oph_standards/ophs/progstds/worksho ps/cd_cco_sun_safety_lorraine_marrett.pdf)

<sup>viii</sup> Ottawa Public Health. (2012). Cancer in Ottawa 2012. Retrieved from [http://www.ottawa.ca/calendar/ottawa/citycouncil/obh/2012/01-16/5863\\_OPH\\_Cancer\\_Report\\_Eng\\_PRESS\\_Jan\\_4-12.pdf](http://www.ottawa.ca/calendar/ottawa/citycouncil/obh/2012/01-16/5863_OPH_Cancer_Report_Eng_PRESS_Jan_4-12.pdf)

<sup>ix</sup>Cancer Care Ontario. (2008). Sun Safety: A Focus on skin cancer. Presented at PH Standards Workshop, November 18<sup>th</sup> 2008. Slide 20. Retrieved from [http://www.health.gov.on.ca/english/providers/program/pubhealth/oph\\_standards/ophs/progstds/worksho ps/cd\\_cco\\_sun\\_safety\\_lorraine\\_marrett.pdf](http://www.health.gov.on.ca/english/providers/program/pubhealth/oph_standards/ophs/progstds/worksho ps/cd_cco_sun_safety_lorraine_marrett.pdf)



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<sup>x</sup> Canadian Partnership Against Cancer. (2010). Exposure to and Protection from the Sun in Canada. A Report Based on the 2006 Second National Sun Survey. Toronto: 2010. p.24. Retrieved from <http://www.partnershipagainstcancer.ca/wp-content/uploads/Exposure-to-and-Protection-from-the-Sun-in-Canada.pdf>

<sup>xi</sup> Cancer Care Ontario. (2008). Sun Safety: A Focus on skin cancer. Presented at PH Standards Workshop, November 18<sup>th</sup> 2008. Slide 29. Retrieved from [http://www.health.gov.on.ca/english/providers/program/pubhealth/oph\\_standards/ophs/progstds/worksho ps/cd\\_cco\\_sun\\_safety\\_loraine\\_marrett.pdf](http://www.health.gov.on.ca/english/providers/program/pubhealth/oph_standards/ophs/progstds/worksho ps/cd_cco_sun_safety_loraine_marrett.pdf)

<sup>xii</sup> The International Agency for Research on Cancer Working Group on artificial ultraviolet (UV) light and skin cancer. (2006). The association of use of sunbeds with cutaneous malignant melanoma and other skin cancers: A systematic review. *International Journal of Cancer*. 120. 1116-1122. doi: 10.1002/ijc.22453

<sup>xiii</sup> Cancer Care Ontario. (2008). Sun Safety: A Focus on skin cancer. Presented at PH Standards Workshop, November 18<sup>th</sup> 2008. Slide 10. [http://www.health.gov.on.ca/english/providers/program/pubhealth/oph\\_standards/ophs/progstds/worksho ps/cd\\_cco\\_sun\\_safety\\_loraine\\_marrett.pdf](http://www.health.gov.on.ca/english/providers/program/pubhealth/oph_standards/ophs/progstds/worksho ps/cd_cco_sun_safety_loraine_marrett.pdf)