

Committee of the Whole Report For the Meeting of October 26, 2017

To:

Committee of the Whole

Date:

October 23, 2017

From:

Fraser Work, Director, Engineering and Public Works

Subject:

Single-Use Checkout Bag Reduction Program – Bag Regulation Strategy

RECOMMENDATIONS

That Council direct staff to:

- 1. Engage with stakeholders on the draft Checkout Bag Regulation Bylaw and report back to Committee of the Whole on December 14, 2017 with the following information:
 - a) A summary of bylaw key points/issues from business and community stakeholders,
 - b) Any recommended changes to the bylaw; and
 - c) Communication, engagement and enforcement considerations and plan, including resource implications and recommendations.
- 2. Measure and report on the performance of the bag regulation program after one year in effect, using waste audits and retailer bag sales data, wherever possible, and analyze and review the complete program with improvement recommendations;
- 3. Include the development of a Single-Use Materials Management Plan in the ongoing development of the City's Sustainable Waste Management Strategy.
- 4. Work with the Province, RecycleBC and other institutions to develop a performance specification for the preferred sustainable reusable bag in order to help business and industry choose amongst options, and also influence bag design sustainability standards.

That Council:

- 5. Request the Mayor to write letters to each of the following key stakeholders to support regional consistency and a wide, renewed focus on waste avoidance programs:
 - a) To the CRD, and Provincial governments before December 2017 requesting support for the City's approach to single-use checkout bag regulations and the overall increased investment in innovative strategies with a focus on waste-prevention, and the required stewardship programs to drastically reduce single-use materials, including plastic bags;
 - b) To major food producers before January 2018, requesting increased efforts in the development and implementation of improved use/application of recyclable, sustainable and eco-benign packaging for food and household items; and
 - c) To the CRD and neighbouring municipalities by the 7th of November 2017 requesting feedback and/or support for the City's single-use checkout bylaw principles and rules.

EXECUTIVE SUMMARY

It is estimated approximately 17 million single-use plastic checkout bags each year, are provided to Victoria residents by local businesses (200 per capita¹), much of which are ending up in the landfill or escaping collection programs². In reality, the overall number of bags provided is likely much larger, since the capital City businesses also serve the region's workers, visitors and tourists. The magnitude of single-use plastic bag waste remains a concern for many municipalities and the City, due to the risks they pose to waste operations and landfill, litter, debris and their example of a frequent throw-away material and unsustainable use of scarce resources. The City is assessing a phased-approach for regulatory action to reduce plastic retail bag waste, and promote the adoption of more sustainable, reusable retail bags.

Staff have completed a series of meetings with several community stakeholders, including students, advocacy groups, business and industry leaders, and local, regional, and provincial government representatives. These discussions highlight that all stakeholders support increased efforts to reduce bag use and the shift to a more sustainable and habitual use of reusable checkout bags. Several advocacy groups argue strongly for an immediate ban on plastic retail bags to promote a rapid behaviour shift, while retailers and other representatives believe that a longer-term education and awareness campaign is the most sensible strategy to reach a new norm of reusable bag choices.

The draft bylaw (attached as Annex A) has been developed using the feedback and input from these stakeholders, in alignment with Council's direction for a ban on plastic bags. recommend that should Council wish to move forward with a bylaw, that it take effect no earlier than July 1, 2018, to allow businesses and stakeholders reasonable time to adjust and plan for this change to their business administration, operations and logistics. This bylaw addresses the unintended consequences that are coupled to bag reduction rules, the implementation timeline and other important aspects. The draft bylaw establishes controls necessary to reduce the risk of any corresponding and significant increase in single-use paper bag use, or an excessive use of reusable bags - both of which could have more damaging environmental and local waste management impacts when compared to the corresponding reduction of plastic bags. Although paper bags perform better if littered (i.e. they break down more easily), they require more energy and create more waste and pollution, as compared to a common single use plastic bag. Reusable bags require more resources to make and manage, and are often not recyclable at the end of life - so more sustainable reusable bag options are required, with careful control to avoid any excessive accumulation of reusable bags. Plastic bags marketed as "biodegradable" or "compostable" do not degrade readily without industrial compost facilities (heat/pressure), and damage recycling and processing equipment when easily mistaken for and mixed with conventional plastic bags.

It remains clear that the established provincial and regional recycling programs alone are not capable of diverting plastic bags from landfill. Of significant concern, is the social norms that continue to rapidly consume materials that quickly become waste after only one or a few uses. The free provision of single-use materials represents a systemic business/consumer transaction that privileges short-term convenience over long term sustainability. The current overuse of plastic checkout bags in our community is unsustainable over the long term and has been identified by many in the public to be inconsistent with the values of Victorians. The single-use plastic bag is a powerful, ubiquitous example in our community of 'throw-away consumerism' and is not merely unsustainable due to the upstream and downstream environmental impacts of

¹ The Battle of the Bag. 7 June 2012. The Globe and Mail. Available online at: https://beta.theglobeandmail.com/news/toronto/the-battle-of-the-bag/article4241011/?ref=http://www.theglobeandmail.com&page=all

² The RecycleBC program's "plastic packaging" category includes numerous types of plastic packaging, such as plastic containers, packaging, utensils, film and plastic bags.

plastic waste, but due to the wasteful and prevalent cultural norms that are consuming scarce resources in a manner that is not economically or socially sustainable.

It remains clear that regulatory intervention is needed now to curb this common business practice that creates avoidable waste and its associated municipal costs. The proposed bylaw regulating checkout bags represents a legislative intervention that intends to not only limit the use of disposable checkout bags, but will also signal to businesses that they must respond to community needs and values to support the sustainability and well-being in our community. Only a wholesale shift to sustainable, reusable bags will reduce landfill, pollution and litter risks from checkout bags in our community.

Staff recommend that this bylaw be reviewed and discussed with stakeholders over the coming five weeks, with a report back to Council on December 14, 2017. During this consultation period, staff will develop a proposed approach for an education and awareness campaign, including resource implications on how to best inform, educate and promote a transition to habitual reusable bag use with businesses and across the community. Education and awareness has been shown to be the best-practice approach to achieving compliance for this types of regulation in other jurisdictions. The City does not currently have the resources to accommodate additional enforcement without significant impacts to other enforcement priorities.

PURPOSE

The purpose of this report is to provide Council with a proposed regulatory framework and implementation plan for single-use checkout bags, which includes a ban on the City's single-use plastic checkout bags.

BACKGROUND

On November 5, 2015 GPC, Council directed staff to investigate and report on the issues and considerations pertaining to a ban on single use plastic bags, and since passed a motion to include 'phase-in' a ban on single-use plastic bags, as part of the Strategic Plan amendment.

On the May 26, 2016, Council directed staff to:

- 1. "Convene initial discussions/meetings with key business and waste management stakeholders before the end of June 2016, to better understand perspectives and issues related to a voluntary bag levy, at a cost of no less than 10 cents per bag, to incentivise the adoption of sustainable reusable bags, with the recommendation to re-invest those funds to improve business packaging and sustainability programs and future packaging reduction initiatives:
- 2. Develop and report on a preliminary work-plan and resource assessment, by July 2016, for the future analysis, engagement, and communications of any related initiatives to reduce single-use packaging;
- 3. Based on those findings, continue development of a more detailed, longer term, work-plan and the associated resource implications, needed to:
 - a. Work with local businesses and retailers in order to promote a voluntary fee for both plastic and paper bags;
 - b. To convene or promote a working group with local and regional stakeholders (CRD, MMBC, Province, neighbouring municipalities, waste managers, local retailers and other key stakeholders) to collaboratively develop strategies and initiatives to improve the sustainable management of single-use retail bags, singleuse beverage containers, food packaging, and plastic film products, towards an overall goal of zero-waste, and sustainable, circular-economy model."

On March 23, 2017, Council passed a series of motions, to support an increased level of engagement and dialogue across the community on the issues and considerations related to any program to regulate and reduce single-use plastic bags. Council motions were as follows:

- 1. Empower stakeholder groups and volunteers to engage the community on the detriments of plastic bag waste and the benefits of reusable bags;
- 2. Support the civic engagement process with stakeholder workshops for business, industry, advocate and resident groups to share their unique perspectives related to future bag reduction regulations;
- 3. Work with business stakeholders to promote a set of voluntary commitments / pledges to reduce retail bag use, such as detailed reporting of bag usage, improved signage and education, retail bag take-back programs, reusable bag donation centres, and voluntary bag fee/ban actions etc.
- 4. Develop and implement a design competition for a City of Victoria's sustainable reusable retail bag, with a financial reward of \$2,000 to be funded through the solid waste management budget.
- 5. Report back to Council in October 2017 prior to the final opportunity for public comment on the issue of single-use plastic retail bag reduction regulations.

Since March 2017, staff have met with numerous business and community stakeholders to better understand their perspectives and issues related to plastic bag reduction programs, and what considerations should influence and/or shape any phased, City regulatory options. This report outlines the key findings from those engagement sessions, and the subsequent recommendations to meet Council's direction to implement a phased-in ban on single-use plastic retail bags (Objective 11, from the City's 2017 Strategic Plan).

ISSUES AND ANALYSIS

Problem Definition

A large volume of single use plastic retail bags is entering the waste stream and escaping collection systems, and can be addressed by improved waste avoidance schemes and more sustainable business practice and consumer habits. To minimize the accumulation of single-use material waste, an ideal outcome is considered the wholesale adoption of re-usable checkout bags. Further, this shift could only be considered successful if we avoid any unintended shift to excessive and damaging consumption of paper or reusable bags, and instead, help businesses and residents to habitually adopt reusable bags that are fabricated, used and recycled in the manner that minimizes undesirable financial, environmental and social impacts.

Introducing regulations to promote the reduction of single-use materials is aligned with universal waste management hierarchical principles to first reduce waste at the source, thereby eliminating the frequent and common instances where consumers are accumulating material that becomes waste after only a few uses. A wholesale and rapid shift away from prominent, single-use materials will reduce the waste-management burden across the chain of collection, transport, and product end-of-life. Increased efforts are necessary to ensure that the overall life cycle impacts of any bag alternatives are minimized and that the most sustainable bag alternatives are privileged by any new bag reduction policies.

Local Waste Patterns and the Need for Improvement

The CRD waste composition audit was completed in December 2016, and shows clearly that a large portion of plastic packaging and plastic film (including bags) is escaping any collection schemes, and ending up in municipal waste and landfill. Their recent study shows that overall, 14% (by mass) of the region's waste is plastic. In single family dwellings, plastic film made up 3.5% of

the waste, while film plastics were 2% of multi-family waste³.

Their study also reveals that the largest amount of material in the landfill is printed paper and plastic (PPP) materials that have escaped the established, provincial RecycleBC program (12%-17% of the total waste stream)⁴. The lack of recovery and landfilling of this waste represent a key gap in the effectiveness of our existing programs; a shortcoming that illuminates the need for increased efforts and a renewed focus on waste avoidance/reduction to correct where existing models fall short of zero-waste targets.

City Waste Management

The City's waste management costs continue to climb, due to increases in tipping fees, population growth, tourism and visitor volume, and recent jumps in construction and consumption trends - all of which represent a growing concern for the City and pressures current and future operating budgets. Any program to reduce the amount of waste before it enters our management systems will help staff reduce operating costs and/or increase levels of service to enhance the quality of life and experience for all Victoria residents and visitors.

It is difficult to estimate the financial savings possible from the avoidance of plastic checkout bags alone, as they are mixed and may often remain undetected in our current waste collection and disposal schemes. More accurate and comprehensive detail across our operational and logistics chains would be required in order to quantify such savings or impacts. That being said, any reduction in waste materials can help promote reduced garbage volume and pickup frequency, reduced contamination, litter reduction, GHG savings, human resource implications, etc. Reducing the transport of low density materials is a benefit. Drastically reducing any mobile plastic film also helps reduce the risk of fouling underground storm water systems, which will be increasingly impacted in seasons with heavy rainfall, that are becoming more frequent / severe in our changing climate.

Community and Business Engagement Summary and Key Outcomes

The engagement activities completed over the past six months included citizen-led engagement, and a series of staff-led / involved activities, as outlined below, and explored in more detail in Annex B:

- Initial kick-off meeting with stakeholder leadership group (retailers, advocates, government, industry and business) May 15, 2017
- "Bag it" Film Screening, July 5, 2017
- Greater Victoria Chamber of Commerce Retailers Round Table: July 12, 2017
- Advocate Group Stakeholder Meeting September 11, 2017
- Retailer Group Stakeholder Meeting September 20, 2017
- Industry / Government Stakeholder Meeting October 4, 2017
- City and Region wide Surfrider beach cleanup October 15, 2017
- City Public Meeting: October 18, 2017
- Numerous CRD, Provincial and Recycle BC meetings, and discussions with neighbouring municipalities; and
- Individual meetings with business owners and other stakeholders.

Overall, all stakeholders agree on several key points, as follows:

• The current volume of single use plastic checkout bags reaching landfill or being littered is

³ 2016 Solid Waste Stream Composition Study. Capital Regional District, BC. File No. 704-SWM. SWOP03315-01. December 2016.

⁴ Ibid

a concern:

- Reusable bags used many times are the best bag alternative;
- A shift to excessive paper or reusable bag consumption could be worse for the environment, unless properly managed;
- A regional regulatory standard for single-use plastic bags is the preferred outcome to avoid confusion and help support the change to reusable bags.
- Communications and awareness building is critical to ensure a successful and smooth transition to a reusable bag standard.

The following key points summarize the feedback from businesses and industry, much of which is opposed to an outright ban on single-use plastic bags:

- Any single-use bag regulation should be phased-in sensibly (or piloted), and preferably over a year or more from announcement of the bylaw;
- A mandatory bag fee is considered preferable to an outright ban;
- Confusion exists as to the 'green credentials' of bio-based / biodegradable, compostable bags;
- Concerns exist regarding the cost of paper and other bag alternatives, and the impact of charging clients additional fees, which could cause confusion or loss of revenue;
- A regional solution is best, to avoid confusion across neighbouring municipalities;
- The logistics required to transition to another bag type takes time, is disruptive and can be costly;
- Any surplus bags from orders prior to this policy represent a cost and burden to the retailer;
- A mandatory ban disrespects the ongoing, voluntary and meaningful efforts by many retailers' continuing investment in sustainability programs (e.g. London Drugs has achieved a 60% reduction in bag use over recent years through their own programs⁵).

Plastics industry and government program representatives agree with many of the points above, and have the following additional views:

- A ban is not preferred as it erodes the collaboration and partnering required to make broad sustainability improvements;
- Municipalities should give industry and business more time to develop alternative solutions to a ban;
- RecycleBC and industry collaboration continue to deliver exemplary programs, and can help
 make improvements, if a ban is not adopted, to address the public confusion that exists on
 how to best recycle and manage these materials;
- There are higher priority waste materials that require attention and investment, which are more damaging than plastic bags;
- All plastic bags can be diverted if customers chose to recycle at available depot/stations.

Several local retailers are strongly in favour of a City bag ban, and a select few (one who reportedly distributes over 20,000 bags per week) suggested that they were confident that any transition to a bag ban / fee would be considered supportable and manageable, if that was their customer's desire.

Retailers who support a bag ban stated these key views:

- Many customers were inspired by the shop's sustainable bag practices, which aligned with the stewardship values of the community;
- Few customers expressed negative views when surprised to find no plastic bag options at the checkout counter;

⁵ "Global Newswire [online]. October 16, 2017. "London Drugs takes next step to phase out plastic bags and reduce waste". Online at: https://globenewswire.com/news-release/2017/10/16/1148118/0/en/London-Drugs-Takes-Next-Step-to-Phase-Out-Plastic-Bags-and-Reduce-Waste.html

• They noted their experience that a voluntary bag ban created a tendency for customer's to rally in favour of this more sustainable business practice.

Advocates from the community and the region offer the following key views:

- A ban on single-use plastic bags is required now to help shift community and business quickly to a more sustainable future;
- Education and awareness are key requirements to ensure a smooth transition, and they are willing to support City engagement efforts;
- Unintended consequences can be avoided if business and community work hard to adopt this new habit of using reusable bags and by placing an adequate fee on paper bags.

Unsustainable Materials Management and Business Practice

The free provision of single-use materials represents a systemic business/consumer transaction that privileges short-term convenience over long term sustainability. The current overuse of plastic checkout bags in our community is unsustainable over the long term and has been identified by many in the public to be inconsistent with the values of Victorians. The public engagement and community correspondence to date has suggested that the continued overuse of single use plastic bags is inconsistent with the values of many Victorians. The single-use plastic bag is a powerful, ubiquitous example in our community of 'throw away consumerism", causing materials to quickly become waste after only one or few uses. This continued practice is not merely unsustainable due the upstream and downstream environmental impacts of plastic waste, but due to the wasteful and prevalent cultural norms that are consuming scarce resources in a manner that is not economically or socially sustainable.

While some businesses have already taken action to reduce impacts, the current volume and frequency of disposable checkout bags transactions in our community continues unsustainably. It is clear that regulatory intervention is needed now to curb this undesirable business practice. The proposed bylaw regulating checkout bags represents a legislative intervention that intends to not only limit the use of disposable checkout bags, but also signal to businesses that they must respond to the sustainability impacts from the high volume of plastic checkout bags that are entering our landfill each and every day.

The efforts from local advocacy groups, motivated by local and global environmental concerns, align with the City's municipal concerns due to the actual and potential problems that single-use plastic bags pose locally. Therefore, regulations which result in reduction in use of single-use plastic bags to address municipal concerns will also address the concerns motivating Surfrider, Glen Lyon Norfolk School students and others with global environmental concerns.

Single-Use Checkout Bag Regulation - Strategic Plan

In order to address the risks and benefits identified in this report, and the directions from Council, staff have devised a strategy below and a draft bylaw to take effect July 1, 2018, that together are meant to deliver improved and less-wasteful sustainable business practice, through the following key components:

Build Awareness and Education First: An education and marketing campaign is required to first gain valuable feedback from business on the proposed draft bylaw, and then critically, to educate the public, business, residents and tourist representatives regarding the important aspects of the regulation and a transition to a new norm in reusable bags. The City will be able to draw on the experiences from other jurisdictions and partnerships with key business and public leaders to shape and execute an education and awareness campaign. This will also include working with Tourism Victoria and other key stakeholders to develop and implement actions to ensure City bag

regulations are understood and welcomed by visitors. Education is also a key tool to build compliance, and will directly influence any enforcement requirements once the bylaw is in the public, and then in place. Staff will report in more detail about education and awareness planning at the December COTW report on bag regulation.

Enforcement Considerations: The enforcement requirements will be directly shaped by both the education campaign and willingness of businesses to adopt the new standards. Staff has completed an initial scan of communities that have successfully transitioned to this type of legislation. Many of these communities do not actively enforce, but instead focus on partnering and communications to raise awareness that delivers the required compliance. It should be noted that there are clear risks that this program could impose significant resource requirements on the City, if compliance is not quickly achieved through the early education and awareness program. Staff consider that commencing any enforcement should only occur after a transition period, no earlier than six months following the bylaw taking effect (January 1, 2019), and staff should report on the frequency and severity of bylaw issues to Council one year after implementation, or sooner, where required. Staff will report in more detail about enforcement planning at the December COTW report on bag regulation. Currently there is no enforcement resource capacity to take on the potential demand in calls for service to enforce the regulations proposed in the bylaw without significant impact to the existing enforcement priorities. The Enforcement Approach suggested to be developed, will address these issues in greater detail.

Avoid Unintended Consequences: The following bylaw components are required to ensure that excessive resources, waste and litter are avoided through the intelligent controls in any regulation of single-use plastic bags (see Annex C for more details):

- Define "reusable" bag performance specification to withstand 125 uses;
- Avoid policy rebound to paper bags through an escalating price on paper bags, commencing with an initial price of no-less than 12 cents⁶ in the first year, followed by 25 cents after 1 year (2019), and further review/adjustments when required;
- Avoid policy rebound to excessive reusable bags by setting an appropriate minimum price for reusable bags (\$2 dollars⁷) and defining ideal sustainable reusable bag design specifications to support retailer procurement decisions:
- Avoid excessive cotton bag adoption though awareness / education information;
- Avoid Biodegradable or BioBased Bags through inclusion in the bylaw restrictions;
- Avoid heavy-weight plastic bags: by including heavier gauge LDPE bags in the bylaw restrictions:
- Avoid retailer bag surplus waste / sunk costs through proper planning, recycling and awareness;

Improve Waste Management of Single-Use Materials Overall: Develop improved education, and awareness of single-use plastic, packaging and film waste, and work with major retailers to develop effective 'take-back' programs, resource recovery plans and other actions to be defined in the City's Sustainable Waste Management Strategy;

- Advocate Up: Petition regional, provincial and national/international support for common and increased efforts to prevent and reduce the accumulation of single-use materials in our landfills and litter;
- Honour business stewardship programs and work harder to partner with retailers/industry on important corporate social responsibility programs, including material 'take-back' programs and consider supporting their voluntary efforts more meaningfully via formal collaboration and recognition programs;
- Resource the City's waste management plans appropriately via both an engineering

⁶ To reflect a minimum price to cover actual costs.

⁷ To reflect a minimum price to cover approximate average costs.

- sustainable waste management FTE and the required engagement staff and financial support for this program's education and awareness activities and communications material,
- Measure and Report Performance through annual waste audits and baseline data and ongoing trends communicated from major retailers;
 - Review and Improve: report on overall program performance after one year from adoption.
 - Plastics are Precious! Foster the perspective that honours the importance, value and
 the versatility of all plastic and support those behaviours that minimize plastic waste and
 retain materials within enduring and circular usage cycles (noting that globally, 95% of
 plastic packaging is lost to the economy, representing a lost opportunity of \$80-120
 billion worldwide, annually⁸).

OPTIONS AND IMPACTS

Option 1: That staff proceed with draft bylaw review and amendments (**recommended**), including the following detailed planning elements:

Council direct staff to:

- 1. Engage with stakeholders on the draft Checkout Bag Regulation Bylaw and report back to Committee of the Whole on December 14, 2017 with the following information:
 - a) A summary of bylaw key points/issues from business and community stakeholders,
 - b) Any recommended changes to the bylaw; and
 - c) Communication, engagement and enforcement considerations and plan, including resource implications and recommendations.
- 2. Measure and report on the performance of the bag regulation program after one year in effect, using waste audits and retailer bag sales data, wherever possible, and analyze and review the complete program with improvement recommendations;
- 3. Include the development of a Single-Use Materials Management Plan in the ongoing development of the City's Sustainable Waste Management Strategy.
- 4. Work with the Province, RecycleBC and other institutions to develop a performance specification for the preferred sustainable reusable bag in order to help business and industry choose amongst options, and also influence bag design sustainability standards.

That Council:

- 5. Request the Mayor to write letters to each of the following key stakeholders to support regional consistency and a wide, renewed focus on waste avoidance programs:
 - a) To the CRD, and Provincial governments before December 2017 requesting support for the City's approach to single-use checkout bag regulations and the overall increased investment in innovative strategies with a focus on waste-prevention, and the required stewardship programs to drastically reduce single-use materials, including plastic bags;
 - b) To major food producers before January 2018, requesting increased efforts in the development and implementation of improved use/application of recyclable, sustainable and eco-benign packaging for food and household items; and
 - c) To the CRD and neighbouring municipalities by the 7th of November 2017 requesting feedback and/or support for the City's single-use checkout bylaw principles and rules.

Option 2: Abandon this particular draft bylaw and develop an alternative strategy using bag fees/levies only.

⁸ The New Plastics Economy: Rethinking the future of plastics (2016). The Ellen MacArthur Foundation. Available at: https://www.ellenmacarthurfoundation.org/publications/the-new-plastics-economy-rethinking-the-future-of-plastics

This option does not align / comply with existing Council direction to proceed towards a bag ban for single-use plastic checkout bags, but could be explored as an alternative to achieve meaningful bag reductions⁹. This strategy is a milder regulation that is more favourable to many stakeholders, who believe that a levy will achieve significant reductions in plastic bag use, without removing customer choice, and posing less risk of unintended consequences.

Option 3: Abandon this particular draft bylaw and develop an alternative strategy for bag reduction education and awareness program, only.

This option does not align / comply with existing Council direction to proceed towards a bag ban for single-use plastic checkout bags, but could be explored as an alternative to achieve a milder regulation that is more favourable to many stakeholders who believe that a slower, education format is the best strategy to realize behavior change, without the disruption of a ban. It is unclear if this strategy could deliver the desired outcome, in reasonable timescales, along with the required corporate sustainability behavior improvements;

Option 4: Take No Further Action.

This option does not comply with expressed Council direction, nor does it address the unsustainable business and customer practice related to accumulating materials that quickly become waste after only a few uses.

Option 5: Combination of the above.

Any combination of the above strategies could be explored further, that aim to address a mix of the following key components:

- a) Regulation on single use plastic checkout bags,
- b) Corresponding regulations to minimize any excessive paper or reusable bag use;
- c) Timeline for implementation, and
- d) Education, partnerships, petitioning, and continued waste management strategies.

CONSISTENCY WITH CITY STRATEGIES

Accessibility Standards

No known issues/concerns that would be caused by this policy shift. Initial considerations raised by AWG member would suggest that this policy does not create additional risks/issues when compared to the current bag systems in place. Any additional issues or considerations can be brought forward to staff during the review of this program, before final recommendations are made to Council.

Official Community Plan

Reduction of waste, litter and marine debris are consistent with the OCP and the development of vibrant, healthy communities.

2015-2018 Strategic Plan

This initiative is a pathway to achieve Objective 11 of the Strategic Plan.

This program supports the avoidance of practices that result in materials quickly becoming waste after only a few uses, and includes actions to incentivise improved sustainable business behaviours, to support the City's economic, social and environmental well-being, vitality and community values.

Financial Plan

⁹ An assumption that bag fees will result in meaningful reduction of overall bags in circulation, as experienced in many other parts of the world, including the Hong Kong, Wales, Scotland, England, the Republic of Ireland, and many cities worldwide.

The resources required to implement the bag reduction bylaw program are being assessed based on experiences in other municipalities and the unique challenges, partnerships and factors local to the City. Allocation of existing internal resources to this program would not be able to achieve success without significant impact to planned and priority 2018 projects. Staff are completing an assessment to best define the recommended resources needed to build a sound education/awareness, roll-out, and enforcement plan. The defined resource requirements and implications will be presented for Council's consideration on December 14, 2018, for consideration via the 2018 financial planning process.

Staff have already included a proposal for the addition of a sustainable waste-management engineering position (there is currently none) via the upcoming 2018 budget supplemental requests, as part of the financial planning process – to progress this and other important circular economy and City-specific waste prevention, reduction, reuse, recycling and repurposing priorities.

A proposed \$2,000 financial reward is still part of the upcoming education campaign, which includes a contest to award the most promising idea for raising awareness and education in support of a transition to sustainable, reusable bag alternatives. The reusable bag education competition would be funded through the solid waste management budget, and augmented by any external contributions by any partnering agency.

NEXT STEPS

With Council's endorsement, staff will execute the recommended engagement activity related to the draft bylaw, and report back feedback and any recommended changes no later than December 14, 2017. All other program related activities will continue following Council's adoption of the revised bylaw, or other subsequent direction.

Respectfully submitted,

Frager Work, Director

Engineering and Public Works

Report accepted and recommended by the City Manager:

Date:

Attachments:

Annex A: Draft Bylaw - Checkout Bag Regulation

Annex B: Additional Stakeholder Considerations / Information

Annex C: Detailed Bag Performance and Regulation Considerations

Appendix A: Redacted Emails