

**THE MUNICIPAL SERVICES COMMITTEE
WILL MEET ON
MONDAY, MARCH 12, 2018
6:30 P.M.
COUNCIL CHAMBERS, CITY HALL**

Mandate - To advise Council on a broad spectrum of issues related to departmental matters

CALL TO ORDER

1. AGENDA APPROVAL

2. MINUTES

- 2.1. Minutes of the Municipal Services Committee Meeting held February 19, 2018 1 - 3

3. DELEGATION

- 3.1. Rod Smith, Managing Director, Ladysmith Maritime Society
 - 2017 Review
 - Support for the Waterfront Area Plan

4. REPORTS

- 4.1. Establish a Vancouver Island-wide Inter-community Business Licence (ICBL)..... 4 - 16

Staff Recommendation:

That the Committee recommend that Council direct staff to:

1. Receive the report from the Director of Financial Services regarding the opportunity to establish a Vancouver Island-wide Inter-community Business Licence.
2. Approve moving forward with amending “Town of Ladysmith Inter-Community Business Licence Bylaw 2013, No. 1839” to establish a Vancouver Island-wide Inter-community Business Licence.



4.2. Building Inspector’s Report to February 28, 2018..... 17

Staff Recommendation:

That the Committee receive the Building Inspector’s Report for the months January to February 2018.

4.3. Ladysmith Fire/Rescue Reports for October, November and December 2017..... 18 - 20

Staff Recommendation:

That the Committee receive the Ladysmith Fire/Rescue Reports for the months October to December 2017.

4.4. Coastal Animal Control Services Reports for October, November and December 2017.....21 - 23

Staff Recommendation:

That the Committee receive the Coastal Animal Control Services Reports for the months October to December 2017.

5. FINANCIAL PLAN – GRANTS-IN-AID DELIBERATIONS

5.1. 2018 Grants-in-Aid Report and Deliberations24 - 27

Staff Recommendation:

That the Committee review the 2018 Grants in Aid requests from various community groups and provide a recommended list to Council for consideration.

5.2. Public Input and Questions

6. COUNCIL SUBMISSIONS

6.1. Fire/Rescue Traffic Control (Councillor Paterson)

6.2. Free Salt to Residents (Mayor Stone)

7. CORRESPONDENCE - None

8. UNFINISHED BUSINESS

- 8.1. Discussion regarding the Potential Banning of Single Use Checkout Bags28 - 62
(Copies of the City of Victoria staff reports and bylaw regarding single-use checkout bag regulation have been included for reference and project scope.)

Recommendation:

That the Committee recommend that Council determine if they wish to pursue implementing a single use checkout bag regulation bylaw.

9. NEW BUSINESS

ADJOURNMENT

**MINUTES OF A MEETING OF THE
MUNICIPAL SERVICES COMMITTEE
MONDAY, FEBRUARY 19, 2018
CALL TO ORDER 5:30 P.M.
COUNCIL CHAMBERS, CITY HALL**

COUNCIL MEMBERS PRESENT:

Councillor Rob Hutchins (Chair)	Mayor Aaron Stone	Councillor Steve Arnett
Councillor Cal Fradin	Councillor Joe Friesenhan	Councillor Carol Henderson
Councillor Duck Paterson		

STAFF PRESENT:

Geoff Goodall	Felicity Adams	Erin Anderson
Joanna Winter	Sue Bouma	

CALL TO ORDER

Councillor Hutchins called this Meeting of the Municipal Services Committee to order at 5:30 p.m.

AGENDA APPROVAL**MS 2018-001**

Moved and seconded:

That the agenda for this February 19, 2018 meeting of the Municipal Services Committee be approved with the following amendment:

- Limit discussion of item 3.1, "Cannabis Regulations" to one hour.

Motion carried.

MINUTES**MS 2018-002**

Moved and seconded:

That the minutes of the Municipal Services Committee meeting held December 11, 2017 be approved.

Motion carried.

DISCUSSION**Cannabis Regulations**

The Committee discussed the importance of public input regarding the regulations around the retail sale of cannabis, as well as the nature and scope of community engagement. The committee was unanimously in favour of public input, and discussed various aspects of planning, educating, and reaching the public.

MS 2018-003

Moved and seconded:

That the Committee recommend to Council that:

1. The Town initiate a community dialogue regarding the retail sale of cannabis within the Town of Ladysmith, and
2. Council direct staff to prepare a list of options for community engagement as well as a proposed budget allocation for consideration.

Motion carried.

Staff responded to questions about options that the zoning bylaw and other bylaws offer the Town to regulate the retail sale of cannabis.

MS 2018-004

Moved and seconded:

That the Committee recommend that Council establish an ad hoc committee of three Council members to support the public consultation process on the retail sale of cannabis in the town of Ladysmith.

Motion carried.

Potential Resolutions for Submission to the Association of Vancouver Island and Coastal Communities (AVICC) annual convention

The Committee requested that staff investigate previous resolutions adopted by the Association of Vancouver Island and Coastal Communities and the Union of BC Municipalities related to the role of First Responders in traffic safety.

The Committee determined not to recommend any resolutions to the Association of Vancouver Island and Coastal Communities (AVICC) 2018 annual convention at this time, agreeing that the Town would consider supporting other local government resolutions, or putting forward a late resolution should an urgent issue arise before the April 2018 convention of the Association of Vancouver Island and Coastal Communities.

Items for Discussion at the Federation of Canadian Municipalities Convention (FCM)

Mayor Stone informed the Committee that his goal at the 2018 Federation of Canadian Municipalities Convention (FCM) is to secure funding for the community, particularly in regards to the Waterfront Area Plan.

ADJOURNMENT

MS 2018-005

Moved and seconded:

That this meeting of the Municipal Services Committee adjourn at 6:38 p.m.

Motion carried.

CERTIFIED CORRECT:

Chair (Councillor R. Hutchins)

Corporate Officer (J. Winter)

Subject to Adoption

STAFF REPORT TO MUNICIPAL SERVICES COMMITTEE

From: Erin Anderson, Director of Financial Services
Meeting Date: March 12th, 2018
File No: 4320-20

RE: Establish a Vancouver Island-wide Inter-community Business Licence (ICBL)

RECOMMENDATION:

That the Committee recommend that Council direct staff to:

1. Receive the report from the Director of Financial Services regarding the opportunity to establish a Vancouver Island-wide Inter-community Business Licence.
2. Approve moving forward with amending "Town of Ladysmith Inter-Community Business Licence Bylaw 2013, No. 1839" to establish a Vancouver Island-wide Inter-community Business Licence.

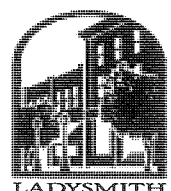
PURPOSE:

The purpose of this staff report is to seek direction from Council to amend Town of Ladysmith Inter-Community Business Licence Bylaw 2013, No. 1839 to establish a Vancouver Island-wide Inter-community Business Licence.

INTRODUCTION/BACKGROUND:

The Town of Ladysmith is currently a member of the Inter-Community Business License Program. This program allows for businesses that travel to other communities within the region (Campbell River to the Malahat) to purchase an additional business licence that is valid in all of the area.

On February 8, 2018 representatives from the Central Island ICBL and Greater Victoria Inter-municipal Business Licence groups as well as the Cowichan Valley Regional District met in Duncan to discuss expanding partnerships throughout Vancouver Island. Invitations were also extended to northern (Alert Bay, Port Alice, Port Hardy and Port McNeil) communities and western Vancouver Island (Tofino and Ucluelet) communities that are considering inter-community business licence partnerships.



Business licence analysis carried out by the Province of British Columbia (Province) indicates that expanded ICBL partnerships will support a significant number of mobile businesses throughout Vancouver Island by reducing unnecessary administrative burden, fostering positive intercommunity partnerships, increasing compliance, displaying business friendliness without substantial impact to municipal revenues.

In 2017, the Province requested business licencing information and received data from a little over half of participating Central Island and Greater Victoria ICBL communities. The data shows that approximately 10% of non-resident businesses purchased licences in both Central Island and Greater Victoria communities.

Statistics Canada indicates that over 32,000 businesses on Vancouver Island are in the construction sector alone. This number is the best figure the Province has representing the total businesses that might be mobile in nature throughout Vancouver Island. If we assume that 10% of these businesses are working between ICBL regions, then a substantial 3,200 businesses could benefit from broader ICBL partnerships.

Created in partnership with local governments, the Union of British Columbia Municipalities and the Province, ICBL agreements streamline and simplify the licensing process, making it easier to do business in participating communities. ICBLs allow mobile businesses (e.g. contractors, caterers, and other service providers) to operate across the participating government jurisdictions, without having to apply for multiple businesses licences.

The Greater Victoria Inter-Municipal Business Licence program has successfully met these goals since 2001 and the Central Island ICBL program has done likewise since 2014.

Communities continue to recognize the benefits and success of ICBL programs. British Columbia now benefits from 15 inter-community business licence agreements with 91 different participating communities. This includes four new agreements launched in the Kootenays and Northeast in 2017. More information can be found at www.gov.bc.ca/smallbusiness.

ALTERNATIVES:

Council can choose to not amend the bylaw.

FINANCIAL IMPLICATIONS:

The Province drew upon a thorough analysis of 2017 Metro West Vancouver business licencing data as a sound model that indicated an increased fee by 12% supported revenue neutrality. The Central Island ICBL is presently \$150 and when multiplied by 1.12 equals \$168, which can be rounded up to a \$170 fee for a Vancouver Island-wide ICBL fee that maintains existing ICBL revenues.

At an October 30, 2017 Central Island ICBL progress meeting, representatives agreed that prorating will increase compliance and at least maintain revenues in compensation for ICBL inspection and administrative services.

In order to maintain ICBL revenues, the ICBL fee will be increased to \$170.

In order to prorate ICBLs, the Town of Ladysmith can establish the ability to pro-rate the ICBL on the same basis that the Town of Ladysmith pro-rates its municipal business licence by amending the fees section of Town of Ladysmith ICBL Bylaw No. 1893 with the following:

“The annual Inter-Community Business Licence fees prescribed in this bylaw may be reduced pro-rata in respect of any person who becomes liable to be licenced AFTER the commencement of the licence period, on the same basis as the municipal business licence.”

STRATEGIC PLAN:

Expanding the Central Island ICBL agreement is a straightforward process to build on success and expand partnerships throughout Vancouver Island.

Central and Greater Victoria communities considered several partnership options and agreed expanding the Central Island ICBL was clearly the best option. The process to amend the bylaw only requires adding new communities to the list of participating municipalities and updating the fee to \$170.

Greater Victoria communities will adopt the amended Central Island ICBL and maintain the Greater Victoria Inter-municipal business licence as a \$100 option for local mobile businesses.

Mobile businesses are likely to accept the nominal \$20 increase in the ICBL fee (from \$150 to \$170) in return for the ability to work more broadly throughout partnering Vancouver Island communities.

LEGAL IMPLICATIONS:

Council may, pursuant to Section 8(6) of the *Community Charter* regulate in relation to business.

Section 15 (1) states that Council may provide terms and conditions that may be imposed for obtaining, continuing to hold or renewing a licence, permit or approval and specify the nature of the terms and condition and who may impose them.

In order to expand the ICBL partnership, the name of new communities will be added to the list of Participating Municipalities.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

The ICBL bylaw will be communicated to staff and business owners. Notice will be advertised in the local newspaper and the bylaw will be added to the Town's website.

Expanding and prorating the ICBL program provides participating communities opportunity to celebrate the ongoing success of the program and display new business friendly initiative. Communities could use business licence renewal notices to raise awareness about the newly expanded and prorated business friendly ICBL opportunity.

The Province will provide exemplary communication pamphlets from other ICBL agreement groups in British Columbia to help Vancouver Island ICBL communities develop and tailor their own communications for inclusion in their business licence renewal notices and raise awareness about their increasingly business friendly program.

The Province may also help communities raise awareness and celebrate expanded program and prorating opportunity through a jointly developed news release.

ANALYSIS/APPLICATION OF RECOMMENDED COURSE OF ACTION

1. Approve moving forward with Vancouver Island-wide ICBL option;
2. The Town of Ladysmith will amend ICBL bylaw 1839 as follows:
 - a. **UPDATE THE LIST OF LOCAL GOVERNMENTS UNDER "PARTICIPATING MUNICIPALITY";**
 - b. **INCREASE THE FEE to \$170; and**
 - c. Add to the **FEES SECTION** "the annual Inter-Community Business Licence fees prescribed in this bylaw may be reduced pro-rata in respect of any person who becomes liable to be licenced AFTER the commencement of the licence period, on **THE SAME BASIS AS THE MUNICIPAL BUSINESS LICENCE.**"
3. Council will give notice of its intention to adopt the bylaw by publishing notice in the newspaper and will provide an opportunity for people to make representation to Council at a hearing;
4. ICBL Bylaw 1839 will be given, first, second and third readings;

5. The Town of Ladysmith will adopt the ICBL bylaw;
6. The Town of Ladysmith will use business licence renewal notices and work with the Province to develop a joint news release as communications opportunities to raise awareness about the newly expanded and pro-rated ICBLs and community's ongoing business friendly initiative;
7. The Participating Governments will offer an ICBL to all business owners starting January 1, 2019.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:


- | | |
|--|--|
| <input type="checkbox"/> Complete Community Land Use | <input type="checkbox"/> Low Impact Transportation |
| <input type="checkbox"/> Green Buildings | <input type="checkbox"/> Multi-Use Landscapes |
| <input type="checkbox"/> Innovative Infrastructure | <input type="checkbox"/> Local Food Systems |
| <input type="checkbox"/> Healthy Community | <input checked="" type="checkbox"/> Local, Diverse Economy |
| <input type="checkbox"/> Not Applicable | |

ALIGNMENT WITH STRATEGIC PRIORITIES:

- | | |
|--|---|
| <input type="checkbox"/> Employment & Tax Diversity | <input type="checkbox"/> Natural & Built Infrastructure |
| <input type="checkbox"/> Watershed Protection & Water Management | <input checked="" type="checkbox"/> Partnerships |
| <input type="checkbox"/> Communications & Engagement | <input type="checkbox"/> Not Applicable |

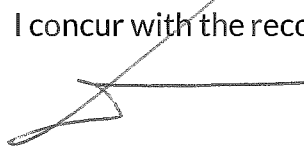
SUMMARY:

The purpose of this report is to seek Council support and approval for amending Bylaw 1839 to establish a Vancouver Island-wide Inter-community Business Licence Bylaw.



 Erin Anderson, Director of Financial Services

March 7th, 2018

I concur with the recommendation.


 Guillermo Ferrero, City Manager

APPENDIX

TOWN OF LADYSMITH

BYLAW NO. XXXX

A BYLAW TO ESTABLISH A SCHEME FOR INTER-COMMUNITY LICENSING AND REGULATING OF TRADES, OCCUPATIONS AND BUSINESSES.

WHEREAS Council may, pursuant to Section 8(6) of the *Community Charter*, regulate in relation to business;

AND WHEREAS pursuant to Section 14 of the *Community Charter*, two or more municipalities may, by bylaw adopted by the Council of each participating municipality, establish an inter-municipal scheme in relation to one or more matters;

AND WHEREAS pursuant to Section 15(1) of the *Community Charter*, Council may provide terms and conditions that may be imposed for obtaining, continuing to hold or renewing a licence, permit or approval and specify the nature of the terms and conditions and who may impose them;

AND WHEREAS Council has given notice of its intention to adopt this bylaw by publishing such notice in two consecutive issues of a newspaper, the last publication appearing not less than three (3) and not more than ten (10) days before the hearing and has provided an opportunity for persons who consider they are affected by this bylaw to make representations to Council at a hearing pursuant to Section 59 of the *Community Charter*.

NOW THEREFORE the Council of the Town of Ladysmith in open meeting assembled hereby enacts as follows:

1. CITATION

This bylaw may be cited as the Town of Ladysmith "Inter-Community Business Licence Bylaw No. XXXX, 2019."

2. DEFINITIONS

In this bylaw, unless the context otherwise requires,

"Business" has the meaning as defined by the "*Community Charter* Schedule – Definitions and Rules of Interpretation".

“Excluded Business” means a Business excluded from application for an Inter-Community Business Licence and includes those Businesses referred to in Schedule A attached hereto and forming part of this bylaw.

“Inter-Community Business” means a Business that performs a service or activity within more than one Participating Municipality by moving from client to client rather than having clients come to them. This includes but is not limited to trades, plumbers, electricians, cleaning services, pest control or other similar businesses. This does not include fruit stands, flea markets, trade shows or other similar businesses.

“Inter-Community Business Licence” means a business licence which authorizes Inter-Community Business to be carried on within the boundaries of any or all of the Participating Municipalities in accordance with this Bylaw and will be in addition to a Municipal Business Licence. “Municipal Business Licence” means a licence or permit, other than an Inter-Community Business Licence, issued by a Participating Municipality that authorizes a Business to be carried on within the jurisdictional boundaries of that Participating Municipality.

“Excluded Business” means a Business excluded from application for an Inter-Community Business Licence and includes those Businesses referred to in Schedule A attached hereto and forming part of this bylaw.

“Inter-Community Business” means a Business that performs a service or activity within more than one Participating Municipality by moving from client to client rather than having clients come to them. This includes but is not limited to trades, plumbers, electricians, cleaning services, pest control or other similar businesses. This does not include fruit stands, flea markets, trade shows or other similar businesses.

“Inter-Community Business Licence” means a business licence which authorizes Inter-Community Business to be carried on within the boundaries of any or all of the Participating Municipalities in accordance with this Bylaw and will be in addition to a Municipal Business Licence. “Municipal Business Licence” means a licence or permit, other than an Inter-Community Business Licence, issued by a Participating Municipality that authorizes a Business to be carried on within the jurisdictional boundaries of that Participating Municipality.

“Participating Municipality” means the following local governments that have adopted the Inter-Community Business Licence Bylaw:

- City of Campbell River
- City of Colwood
- City of Courtenay
- City of Duncan
- City of Langford
- City of Nanaimo
- City of Parksville

City of Port Alberni
Corporation of the City of Victoria
Corporation of the District of Central Saanich
Corporation of the District of North Saanich
Corporation of the District of Oak Bay
Corporation of the District of Saanich
Corporation of the Township of Esquimalt
District of Lantzville
District of Metchosin
District of North Cowichan
District of Sooke
District of the Highlands
Town of Comox
Town of Ladysmith
Town of Lake Cowichan
Town of Qualicum Beach
Town of Sidney
Town of View Royal
Village of Cumberland

“Person” has the meaning ascribed to it by the Interpretation Act.

“Premise” means a fixed or permanent location where the applicant ordinarily carries on Business.

“Principal Municipality” means the Participating Municipality where a Business is physically located, or has a Premise, or, where the licensee does not maintain a Premise in any of the Participating Municipalities, the municipality that issues the Inter-Community Business Licence.

3. REGULATIONS

- a) Subject to Section (c) and (e), a person who has obtained an Inter-Community Business Licence may carry on business within a Participating Municipality for the term authorized by the Inter-Community Business Licence without obtaining a Municipal Business Licence in the other Participating Municipalities.
- b) A Participating Municipality may issue an Inter-Community Business Licence to an applicant for an Inter-Community Business Licence provided the business type is an Inter-Community Business and is not an Excluded Business, the applicant has a valid Municipal Business Licence issued by that Participating Municipality, and the applicant meets the requirements of this Bylaw.
- c) A person holding an Inter-Community Business Licence must comply with all other regulations and bylaws of the Participating Municipality in which they are carrying on business.

- d) A business that operates under an Inter-Community Business Licence in more than one Participating Municipality shall only apply for an Inter-Community Business Licence from the Participating Municipality in which they maintain a Premise.

Notwithstanding the issuance of an Inter Community Business Licence, every person who carries on, maintains, owns or operates, within a Participating Municipality, any profession, business, trade, occupation, calling, undertaking or thing in or from more than one branch,

- e) office, place, premise or store shall obtain a separate Municipal Business Licence for each branch, office, place, premise or store. And further notwithstanding Sections (b), (c), and (d), the Participating Municipalities agree that where an applicant for an Inter-Community Business Licence:
- i. Does not maintain Premises in any of the Participating Municipalities, then the applicant may apply at any one of them; or
 - ii. Maintains a Premise in more than one of the Participating Municipalities, the applicant must apply at one of the Participating Municipalities where they maintain a Premise.

4. FEES

- a) The fee for an Inter-Community Business licence is \$170 and shall be paid in full at the time of application and retained by the Participating Municipality that issues the licence.
- b) The fee for an Inter-Community Business licence is separate and additional to any Municipal Business Licence fee that may be required.
- c) The annual Inter-Community Business Licence fees prescribed in this bylaw may be reduced pro-rata in respect of any person who becomes liable to be licenced AFTER the commencement of the licence period, on the same basis AS THE MUNICIPAL BUSINESS LICENCE.

5. APPLICATION

- a) Every Inter-Community Business Licence shall be issued on a standard form provided for that purpose, as agreed upon from time to time by the Participating Municipalities and including, as a minimum, the following information:
 - Disclosing the nature and character of the profession, business, trade, occupation, calling, undertaking or thing to be carried on, maintained, owned or operated by the applicant;
 - Declaring the mailing address and contact information for such profession, business, trade, occupation, calling, undertaking or thing;

- Declaring the number of persons engaged or occupied in such profession, business, trade, occupation, calling, undertaking or thing;
 - Disclosing the number of distinctive lines of goods sold or offered for sale;
 - Including any other information concerning the profession, business, trade, occupation, calling, undertaking or thing which the Participating Municipality may require.
- b) Each Participating Municipality shall provide to all other Participating Municipalities standardized information regarding the Inter-Community Business Licences issued by way of at least weekly updates on a shared database available to all Participating Municipalities.

6. SUSPENSION OR CANCELLATION OF AN INTER-COMMUNITY BUSINESS LICENCE

- a) A Council or Designated Officer or Employee of a participating municipality may exercise the authority of the Principal Municipality in accordance with Sections 15 and 60 of the *Community Charter* to suspend or cancel an Inter-Community Business Licence. The suspension or cancellation shall be in effect throughout all of the Participating Municipalities and it shall be unlawful for the holder to carry on the Business authorized by the Inter-Community Business Licence in any Participating Municipalities for the period of the suspension or cancellation.
- b) Before suspending or canceling an Inter-Community Business Licence under Section 6(a), the Participating Municipality must give the licence holder notice of the proposed action and must inform the licence holder of their right to be heard.
- i. If the licence holder wishes to exercise this right, the Participating Municipality shall communicate in writing to the licence holder and Principal Municipality that issued the Inter-Community Business Licence, together with such documentary evidence of the reasons for suspension or cancellation as may be available and the request to be heard. Such Principal Municipality shall then as soon thereafter as reasonably possible provide the Licence Holder an opportunity to address their respective Council who will then consider whether to suspend or cancel the Inter-Community Business Licence.
 - ii. If the licence holder does not exercise their right to be heard, the Participating Municipality may suspend or cancel the Inter-Community Business Licence in accordance with Section 6(a).

- c) Any conduct by a licence holder resulting in a hearing made under Section 6(b)(i) shall be considered by the Council of the Principal Municipality as though it happened within the jurisdiction of the Principal Municipality.
- d) A decision by a Principal Municipality or Participating Municipality to cancel or suspend an Inter-Community Business Licence under Section 6 (b) shall be honoured by all Participating Municipalities.
- e) Nothing in this Bylaw impedes the authority of a Participating Municipality to suspend or cancel any business licence issued by that Municipality, or to enact regulations in respect of any class of Business Licence in accordance with Section 15 of the *Community Charter* and amendments thereto.

7. MISCELLANEOUS

- a) A Participating Municipality may, by notice in writing to each of the other Participating Municipalities, withdraw from the Inter-Community Business Licence scheme established by this bylaw.

Notice Must:

- i. Set out the date on which the withdrawing Municipality will no longer recognize the validity within its boundaries of business licences issued pursuant to this Bylaw, which date must be at least six months from the date of the notice; and
 - ii. Include a certified copy of the Bylaw authorizing the withdrawal.
- b) An Inter-Community Business Licence issued prior to the effective date of the withdrawal shall, until it expires, remain valid within the boundaries of the withdrawing Municipality.

8. SEVERABILITY

- a) If any section, paragraph or phrase in this bylaw is for any reason held to be invalid by a decision of a Court of competent jurisdiction, that portion shall be severed and the remainder of this bylaw shall continue in full force and effect.

9. EFFECTIVE DATE

This Bylaw shall come into full force and effect on the first day of January 2019.

READ A FIRST TIME on the XXXX day of XXXX, 2018.

READ A SECOND TIME on the XXXX day of XXXX, 2018.

READ A THIRD TIME on the XXXX day of XXXX, 2018.

NOTICE GIVEN in accordance with Sections 59 of the *Community Charter* by advertising in XXXX on the XXXX day of XXXX, 2018 and in the XXXX on the XXXX day of XXXX, 2018.

ADOPTED on the XXXX day of XXXX, 2018.

Joanna Winter
Director of Corporate Services

Aaron Stone
Mayor

SAMPLE

SCHEDULE A

The following Business types are Excluded Businesses for the purposes of application for an Inter-Community Business Licence under the Inter Community Business Licence Scheme set out in the bylaw:

- Social escort services
- Vehicles for hire (for example, taxis, limousines, or buses)
- Body-rub services (which includes the manipulating, touching or stimulating by any means, of a Person or part thereof, but does not include medical, therapeutic or cosmetic massage treatment given by a person duly licensed or registered under any statute of the Province of British Columbia governing such activities or a therapeutic touch technique)

SAMPLE



TOWN OF LADYSMITH
Quarterly Building Permit Summary - YTD FEBRUARY 2018

2 BP = 3 DU
(1 SFD + 1 SFD with
suite = 3 DU)

1 BP could = more
than 1 DU (e.g. suite)

Year to Date	Commercial		Industrial		Institutional		Residential (NEW)		Residential Adds, Rens, Other		Dwelling Units	Total Permits	Blig & Pibg Permit Fees This Month	Permit Values This Month	Permit Values Year to Date 2017
	No. of Permits	Values	No. of Permits	Values	No. of Permits	Values	No. of Permits (new res)	Values	No. of Permits	Values					
FEB	1	\$ 10,000	1	\$ 650,000	-	-	2	\$ 549,299	4	\$ 204,580	3	8	\$ 16,165	\$ 1,413,879	\$ 2,211,186

Year to Date	No. of Permits	Values	No. of Permits	Values	No. of Permits	Values	No. of Permits (new res)	Values	No. of Permits	Values	Dwelling Units	Total Permits	Blig & Pibg Permit Fees This Month	Permit Values This Month	Permit Values Year to Date 2017
JAN	-	-	-	-	-	-	4	\$662,787	5	\$134,520	9	9	\$9,538	\$797,307	\$797,307
FEB	1	\$10,000	1	\$650,000	-	-	2	\$549,299	4	\$204,580	3	8	\$16,165	\$1,413,879	\$2,211,186
MAR															
APR															
MAY															
JUN															
JUL															
AUG															
SEP															
OCT															
NOV															
DEC															
TOTAL	0	\$10,000	1	\$650,000	0	\$0	6	\$1,212,086	9	\$339,100	7	17	\$25,703	\$2,211,186	

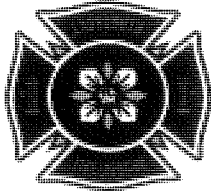
Demos Mth	Demos YTD
-	1

Comparison	#DU	Value	#BP	Value
YTD 2018	7	\$1,212,086	17	\$2,211,186
YTD 2017	6	\$620,580	10	\$794,382
YTD 2016	4	\$267,375	10	\$834,895

NEW D.U. TYPE	SFD	SFD + Suite	Suite added to existing	Coach House	Multi-Family
THIS MONTH	1	1	-	-	-
YTD	4	2	-	-	-

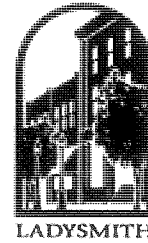
Colin Bollinger, Building Inspector

Felicity Adams, Director of Development Services



Ladysmith Fire /Rescue

P.O. Box 760 Ladysmith, B.C. V9G 1A5
 Phone: 250-245-6436 · Fax: 250-245-0917



FIRE CHIEF'S REPORT

MONTH: **October 2017**

TYPE OF CALL OUT	J	F	M	A	M	J	J	A	S	O	N	D	YTD TOTALS
Alarms Activated: Pulled Station	1		1		1	3	1	1					8
By mistake		2						1		2			
Electrical problem	2	2	2	2	1	2	1	1		1			
Due to cooking				2		3	5						
Assistance	2	1	1		1		4	1	1	1			
Burning Complaint		2		1		1	6	4	5	3			
Fire: Structure	1	1	2	2		2	3	1	1				
Chimney		1											
Interface / Bush									1				
Vehicle		1							1				
Other						1	1	2					
Hazardous Materials		1					1	1	1	1			
Hydro Lines: Down / Fire		1							1				
Medical Aid	4	4	8	4	1	4	2	3	1	2			
MVI	1	1	4	5	4		6	4	4	4			
Rescue						1				1			
Mutual Aid provided by Ladysmith to outside areas	3	1				0			0				
MONTH TOTALS (exc.. Practises)	14	18	18	16	8	17	30	19	16	15			171
Practises (Totals for each Month)	5	4	4	4	5	4	4	5	4	5			
Mutual Aid requested by Ladysmith from outside areas							3		2	1			

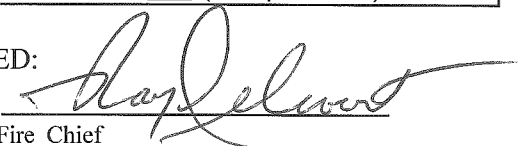
ALARMS ACTIVATED (Location/Owner)

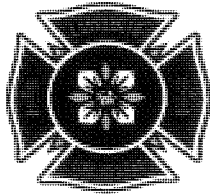
- 233 Dogwood - Working around sensor
- 440 4th Ave - Faulty sensor
- 1141 2nd Ave Unit 14 - due to person showering, which activated the smoke alarm

COMPARISONS:

Year to Date 2017	<u>171</u> (exc. practices)
Year to Date 2016	<u>163</u> (exc. practices)
Year to Date 2015	<u>168</u> (exc. practices)

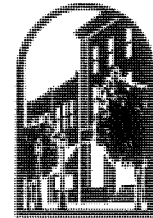
APPROVED:


 Fire Chief



Ladysmith Fire /Rescue

P.O. Box 760 Ladysmith, B.C. V9G 1A5
 Phone: 250-245-6436 · Fax: 250-245-0917



LADYSMITH

FIRE CHIEF'S REPORT

MONTH: **November 2017**

TYPE OF CALL OUT	J	F	M	A	M	J	J	A	S	O	N	D	YTD TOTALS
Alarms Activated: Pulled Station	1		1		1	3	1	1			1		9
By mistake		2						1		2	1		
Electrical problem	2	2	2	2	1	2	1	1		1	1		
Due to cooking				2		3	5						
Assistance	2	1	1		1		4	1	1	1			
Burning Complaint		2		1		1	6	4	5	3	1		
Fire: Structure	1	1	2	2		2	3	1	1				
Chimney		1									1		
Interface / Bush									1				
Vehicle		1							1				
Other						1	1	2					
Hazardous Materials		1					1	1	1	1	1		
Hydro Lines: Down / Fire		1							1		2		
Medical Aid	4	4	8	4	1	4	2	3	1	2	3		
MVI	1	1	4	5	4		6	4	4	4	10		
Rescue						1				1			
Mutual Aid provided by Ladysmith to outside areas	3	1				0			0		1		
MONTH TOTALS (exc.. Practises)	14	18	18	16	8	17	30	19	16	15	22		193
Practises (Totals for each Month)	5	4	4	4	5	4	4	5	4	5	4		
Mutual Aid requested by Ladysmith from outside areas							3		2	1			


ALARMS ACTIVATED (Location/Owner)

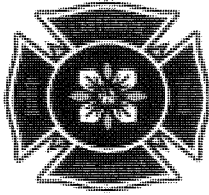
1. 1127 4th Ave - Lodge on 4th - Pull Station
2. 631 1st Ave - Working around sensor
3. 12495 Rocky Creek Road - Unknown cause.

COMPARISONS:

Year to Date 2017 193 (exc. practices)
 Year to Date 2016 177 (exc. practices)
 Year to Date 2015 179 (exc. practices)

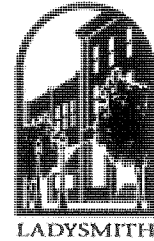
APPROVED:


 Fire Chief



Ladysmith Fire /Rescue

P.O. Box 760 Ladysmith, B.C. V9G 1A5
 Phone: 250-245-6436 • Fax: 250-245-0917



FIRE CHIEF'S REPORT

MONTH: **December 2017**

TYPE OF CALL OUT	J	F	M	A	M	J	J	A	S	O	N	D	YTD TOTALS
Alarms Activated: Pulled Station	1		1		1	3	1	1			1		9
By mistake		2						1		2	1	2	
Electrical problem	2	2	2	2	1	2	1	1		1	1	5	
Due to cooking				2		3	5						
Assistance	2	1	1		1		4	1	1	1		1	
Burning Complaint		2		1		1	6	4	5	3	1	1	
Fire: Structure	1	1	2	2		2	3	1	1				
Chimney		1									1		
Interface / Bush									1				
Vehicle		1							1				
Other						1	1	2					
Hazardous Materials		1					1	1	1	1	1	2	
Hydro Lines: Down / Fire		1							1		2		
Medical Aid	4	4	8	4	1	4	2	3	1	2	3	5	
MVI	1	1	4	5	4		6	4	4	4	10	5	
Rescue						1				1			
Mutual Aid provided by Ladysmith to outside areas	3	1				0			0		1	1	
MONTH TOTALS (exc.. Practises)	14	18	18	16	8	17	30	19	16	15	22	22	215
Practises (Totals for each Month)	5	4	4	4	5	4	4	5	4	5	4	4	
Mutual Aid requested by Ladysmith from outside areas							3		2	1		1	

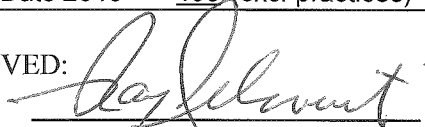
ALARMS ACTIVATED (Location/Owner)

1. 810 -6th Ave FJCC (working on system)
2. 621 1st Ave - Rialto (working on sensor)
3. 618 Brown Drive (no one home)
4. 444 Parkhill Terrace (Davis Rd School) - faulty alarms
5. 444 Parkhill Terrace (Davis Rd School)
6. 10980 Westdown Rd Unit 18 (cooking)
7. 130 5th Ave (no one home)

COMPARISONS:

Year to Date 2017 215 (exc. practices)
 Year to Date 2016 202 (exc. practices)
 Year to Date 2015 196 (exc. practices)

APPROVED:


 Fire Chief

CAS Summary of Service Calls

Total calls by type: 3
At large 2
Confined 1

01-Oct-17 to 31-Oct-17

Issue	Call #	Received	Type	Completed
			3 calls	
Ladysmith				
At large			2	
	1876	20-Oct-17	Dog	20-Oct-17
	1875	05-Oct-17	Dog	05-Oct-17
Confined			1	
	1877	25-Oct-17	Dog	26-Oct-17
Total:			3 calls	

CAS Summary of Service Calls

<i>Total calls by type:</i>	5
At large	2
Confined	1
Noisy	1
Other	1

01-Nov-17 to 30-Nov-17

Issue	Call #	Received	Type	Completed
			5 calls	
Ladysmith				
At large			2	
	1881	21-Nov-17	Dog	28-Nov-17
	1878	01-Nov-17	Dog	15-Nov-17
Confined			1	
	1882	30-Nov-17	Dog	30-Nov-17
Noisy			1	
	1880	17-Nov-17	Dog	28-Nov-17
Other			1	
	1879	15-Nov-17	Dog	24-Nov-17
Total:			5 calls	

CAS Summary of Service Calls

Total calls by type: 3
At large 1
Confined 1
Noisy 1

01-Dec-17 to 31-Dec-17

Issue	Call #	Received	Type	Completed
Ladysmith			3 calls	
At large			1	
	1883	05-Dec-17	Dog	06-Dec-17
Confined			1	
	1885	16-Dec-17	Dog	16-Dec-17
Noisy			1	
	1884	08-Dec-17	Dog	12-Dec-17
Total:			3 calls	

STAFF REPORT TO MUNICIPAL SERVICES COMMITTEE

From: Erin Anderson, Director of Financial Services
Meeting Date: March 12, 2018
File No: 1850-01

RE: 2018 Grants in Aid

RECOMMENDATION(S)

THAT the Committee review the 2018 Grants in Aid requests from various community groups and provide a recommended list to Council for consideration.

PURPOSE

The purpose of this report is to introduce the 2018 funding requests from various community groups and organizations.

PREVIOUS COUNCIL DIRECTION/RESOLUTIONS

n/a

INTRODUCTION/BACKGROUND

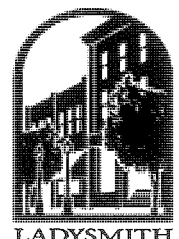
Each year, grants for social, cultural, recreational, special events services are provided by Town Council on behalf of residents of the Town of Ladysmith. The purpose of the Grant in Aid program is to assist citizens, financially, to organize themselves around community issues and projects.

The Grant in Aid Policy was amended in late 2016, with 2017 being the first year under the changes. Most of the administrative changes were made to the year-end reporting, though Council also directed staff to enter into a Service Agreement with the Ladysmith and District Historical Society for the operation of the Ladysmith Museum and Archives, as well as a Service Agreement with the Ladysmith Resources Centre Association.

One of the requirements to continue to receive Grant in Aid funding is to submit a short report detailing how the funds were used in the prior year. All of these reports for 2017 can be found on the Town's website at: <http://www.ladysmith.ca/city-hall/funding-grants>.

Budget discussions started earlier than in previous years. This allowed for a Grant in Aid budget to be tentatively set for 2018 at \$58,750 (\$57,600 - 2017 after adjusting for the new service agreements).

As of the deadline, the following applications were received:



Organization	2017 AWARDED	2018 REQUEST	Difference
Ladysmith Festival Of Lights	15,000	20,000	+ 5,000
Ladysmith Fire Rescue - Santa Parade	1,200	1,500	+ 300
Ladysmith Golf Club Society	-	7,500	+ 7,500
Ladysmith Citizens on Patrol	1,500	1,500	-
Old English Car Club Central Island Branch	250	500	+ 250
Ladysmith District Historical Soc. - Industrial Heritage Preservation	5,000	7,000	+ 2,000
Art Council of Ladysmith and District- Arts on the Avenue	1,500	5,000	+ 3,500
Ladysmith and District Marine Rescue Society	2,500	3,000	+ 500
Art Council of Ladysmith and District Waterfront Gallery	2,000	23,500	+ 21,500
Ladysmith Downtown Business Association(Grand Christmas [Shop Local])	1,500	1,500	-
Ladysmith Show and Shine	500	2,000	+ 1,500
257 RCACS Parent Committee (Ladysmith Air Cadets)	-	2,500	+ 2,500
Ladysmith Downtown Business Association(Old Time Christmas)	1,500	5,000	+ 3,500
Ladysmith Ambassador Program	1,500	2,500	+ 1,000
Ladysmith Fire Rescue - Community Haunted House	-	1,300	+ 1,300
LAFF Mindfulness Matters program	-	2,000	+ 2,000
LAFF	2,500	8,000	+ 5,500
LAFF Food Security Program	-	2,000	+ 2,000
Ladysmith Community Gardens Society	1,000	1,000	-
Ladysmith Celebration Society	8,000	10,000	+ 2,000
Cowichan Family Caregivers Support Society	750	1,000	+ 250
St Phillips Anglican Church - Open table	1,000	500	-
Cowichan Social Planning Society	-	3,000	+ 3,000
Ladysmith Maritime Society	1,500	1,500	-
Stz'uminus First Nation	1,200		
Waiving Fees	2,500	2,500	
Mid-Isle Soccer Club - world cup tournament Trolley Rental	-	2,500	+ 5,000
LSS - Frank Jameson Bursary	1,500	1,500	

SCOPE OF WORK

Much of the work to compile the information has been completed. The submitted applications are available in a binder for review at City Hall. Once amounts are approved and the Financial Plan has been adopted, payments to the recipients will be processed.

ALTERNATIVES

Council may choose to approve the amounts requested, modify the amount requested or deny the amount requested.

FINANCIAL IMPLICATIONS

Included in the draft Financial Plan is \$58,750. The Grant in Aid requests for 2018 total \$120,300.

This does not include the servicing agreements signed in 2017 with the LRCA for \$41,310 (\$40,500 - 2017) and Ladysmith and District Historical Society for \$23,970 (\$23,500 - 2017).

Grant in Aid monies come directly from property taxation funds; any increase/decrease in funding is an increase/decrease in taxation.

LEGAL IMPLICATIONS

Authority to provide Grants-in-Aid is derived from the Local Government Act s.176 (c).

CITIZEN/PUBLIC RELATIONS IMPLICATIONS

Many community groups rely on this funding. Any changes to the funding could impact the services those organizations deliver.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS

With direction from Council, the Finance Department leads the GIA process.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

- | | |
|--|--|
| <input type="checkbox"/> Complete Community Land Use | <input type="checkbox"/> Low Impact Transportation |
| <input type="checkbox"/> Green Buildings | <input type="checkbox"/> Multi-Use Landscapes |
| <input type="checkbox"/> Innovative Infrastructure | <input type="checkbox"/> Local Food Systems |
| <input type="checkbox"/> Healthy Community | <input type="checkbox"/> Local, Diverse Economy |
| <input type="checkbox"/> Not Applicable | |

ALIGNMENT WITH STRATEGIC PRIORITIES:

- | | |
|--|---|
| <input type="checkbox"/> Employment & Tax Diversity | <input type="checkbox"/> Natural & Built Infrastructure |
| <input type="checkbox"/> Watershed Protection & Water Management | <input type="checkbox"/> Partnerships |
| <input type="checkbox"/> Communications & Engagement | <input type="checkbox"/> Not Applicable |

SUMMARY:

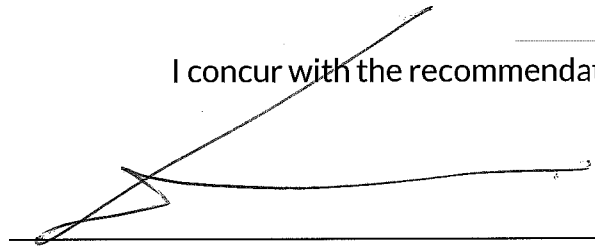
On tonight's agenda is the introduction of the Grant in Aid requests for 2017. Council could choose to defer the deliberations of the Grant in Aid funding requests to the next Municipal Services Meeting.



Erin Anderson, Director of Financial Services

March 5, 2018

I concur with the recommendation.



Guillermo Ferrero, City Manager

ATTACHMENT(S)
Grant in Aid Policy

that the problems of waste 'leakage' is most prevalent in coastal nations in the developing world, the environmental leadership from more advanced nations can send strong socio-economic signals to local and international consumers, as to the need for dramatic reductions in wasteful habits and more conscientious consumer decisions.

Proponents view plastic retail bags as a powerful symbol of a wasteful culture and unsustainable behaviour, while industry and critics suggest that bag regulations hinder customer convenience and risk creating more negative environmental impacts, than benefits.

Careful consideration of the total life-cycle impacts of plastic bags and their alternatives is necessary to ensure that bans or levies do not create unintended environmental consequences. Numerous scientific studies state that conventional, high-density polyethylene (HDPE) shopping bags are more environmentally friendly than other single use bags, and can be less harmful than reusable, shopping bags, unless they are used a "sufficient" number of times. Re-usable bags made from recycled materials are the most environmentally friendly alternative, but only if they are used numerous times and are responsibly managed at the end of life. Policy alternatives should attempt to minimize any adoption of less environmentally friendly bag alternatives.

Plastic film, including bags, are currently managed under provincially led programs that delegate responsibility for waste-recovery to industry stakeholders. While the performance of these programs shows clear opportunities for improvement, plastics-use is rising quickly and reduction strategies should continually be explored, alongside improved recycling and reuse initiatives. Partnering with these stakeholders is critical to improve diversion and recycling rates. Further, and more intensive liaison with these organisations is recommended to cooperatively shift to a more sustainable and effective waste management model that best promotes zero-waste goals, specific to packaging wastes that currently escapes City and regional recycling systems.

The volume and landfill issues related to single-use packaging suggest that staff efforts should be focussed on improving recovery rates of a wider range of single-use packaging (including plastic bags, food containers, single-use beverage containers, plastic packaging and plastic film). Initiatives that address overall packaging wastes, not just bags, could potentially deliver more significant total improvement to diversion rates, reduction schemes and consumer behaviour shifts.

Various policy makers suggest that the unsustainable business practice of providing free plastic carrier bags is a main driver behind excessive use, and the most important lever for change. An imposed levy or fee structure, while more complex than an outright ban, may be the most promising scheme to reduce environmental impacts and avoid unintentionally forcing consumers to adopt less-sustainable options.

Staff recommend promoting a voluntary fee structure as an effective first-step to incentivise local retailers and consumers to adopt more sustainable packaging decisions. This course of action may optimise staff outputs in effort to reduce packaging waste, while also maintaining productive working relationships with key industry, commercial, public and regional partners.

PURPOSE

This report aims to provide Council with an overview of the waste management considerations specific to single-use plastic retail bags, and provide a recommendation for reduction-measures and next steps to better manage single use packaging materials.

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 introducing a ban on single-use plastic bags, as part of the 2016 Strategic Plan amendment, made

during the COTW meetings on February 4, 2016.

ISSUES AND ANALYSIS

The regulation of plastic grocery bags is an attempt to reduce unsustainable consumer behaviour using strong policy levers. Bans or levies on plastic retail bags have been met with some criticism due to their impacts on customer convenience, their discontinuity with region/provincial waste management strategies, and their potential unintended negative environmental consequences, caused by shifts to less environmentally friendly alternative bag types. These regulations must address or consider a number of issues related to the intended consequences of any bag-regulation, which could potentially:

- Create improved social awareness and reduce wasteful-norms;
- Achieve quick and drastic reduction of both waste and litter;
- Address any sub-standard recycling and diversion rates of plastic bags; and
- Not constitute a major factor affecting ocean/marine health in the region. More information is required as to the full life-cycle of regional plastic waste pathways, to better understand if our plastic bags are ending-up in the oceans, wither abroad or locally; and

Actions to restrict plastic bag use could also cause a number of unintended or undesirable consequences, which need to be carefully considered, as they could potentially:

- Negatively impact consumer choice;
- Fail to address the wider sustainability issues related to retail packaging overall;
- Lack relevant regional information and statistics about plastic grocery bags, recycling rates, contamination issues, diversion rates, overseas destinations – all of which could compromise the quality of related policy-decisions;
- Inadvertently increase the use of more environmentally harmful, bag alternatives;
- Cause incoherence or inconsistency with provincial recycling programs, thereby imposing confusion and waste-management inefficiencies;
- Cause shoppers to migrate across municipal boundaries to purchase goods at less restrictive retail locations;
- Cause undesirable market forces that negatively impact industry health;
- Impact personal health due to the transmission of germs via reusable bags; and
- Risk impacting long-term, waste management stakeholder relationships, which will rely on positive interaction across the complete value-chain.

Any policy option that the City considers, should address or treat the above risks and considerations to ensure that the intended impacts are reached, and the unintended consequences are mitigated or avoided.

Single Use Plastic Grocery Bags

Plastic grocery bags are lightweight, have a high strength-to-weight ratio, and are inexpensive, convenient, durable and watertight. However, if plastic bags are discarded as litter or escape collection or recycling systems, their durability means that bags may persist in the environment for more than a century, posing undesirable aesthetic, environmental and economic impacts.

The production of conventional plastic bags relies on petroleum feed-stocks (normally natural gas) and, like all bag alternatives, pose environmental impacts over their lifecycle, including greenhouse gas (GHG) emissions, eco-toxicity, resource depletion, and potential detriment to aquatic and terrestrial ecosystems, especially when discarded as litter. Plastics waste volumes remain a concern in many countries, where the volume of plastics has doubled in the last 50 years, and is expected to

double again in the next 20 years¹. Policy measures taken to address increasing plastic waste and improve management schemes will help to alleviate any negative impacts associated with increased resource intensity, waste, and pollution.

For many people, plastic carrier bags represent a powerful symbol of unchecked, wasteful consumer habits. Introducing regulations to limit the use of single use plastics is an effort to avoid the downstream undesirable social and environmental impacts that are imposed by wasteful consumer decisions.

Plastic bags represent an estimated 1-2% of the total landfill waste stream, with per-capita usage rates estimated at 200 bags used per capita, which equates to 17 million bags used annually by City residents, with approximately 160,000 to 330,000 bags reaching landfill each year, and unknown proportions littered and escaping collection. See Annex A for more details and applicable references.

Alternative Grocery Bags – Relative Impacts and Environmental Performance

Different alternatives to plastic grocery bags exist, and have been assessed as to their harm on the environment in a number of life cycle assessments. The common types of grocery/carrier bags include the following:

- Conventional grocery bags made from High Density Polyethylene (HDPE),
- Paper bags;
- Sturdier, glossy, plastic retail bags made from Low-Density Polyethylene (LDPE);
- Reusable, Non-Woven Polypropylene (NWPP) bags,
- Reusable, cotton carrier bags (not shown below), and
- Biodegradable/degradable bags (not shown below, see Annex A for more information).

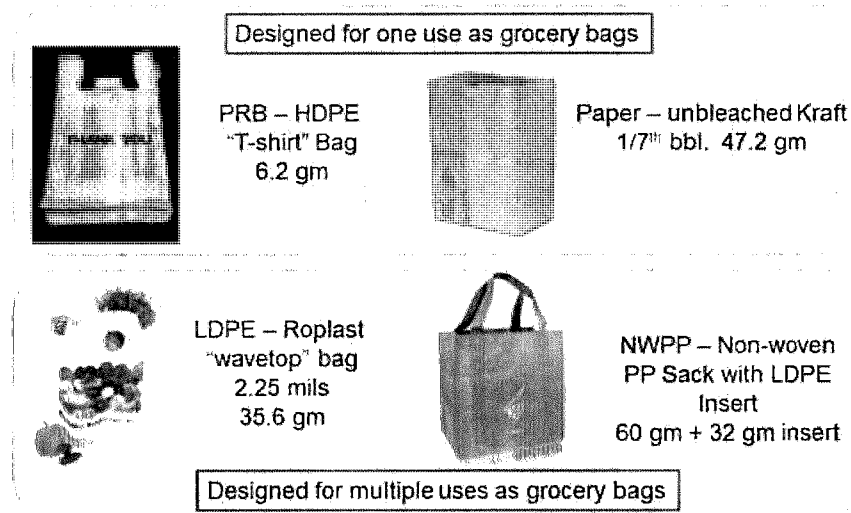


Figure 1. Grocery Bag Types (assessed in Clemson University LCA Study).

Environmental Considerations and Clarifications (See Annex A for more details)

The life cycle impacts of all bag options depends mainly on production processes, their material properties, how often they are used, and how they are managed at the end of life (ie. litter, recycling, energy conversion etc).

A PriceWaterhouseCoopers study of plastic and paper bags concludes that the production of paper bags causes 14 times the impact on water quality and consumes 4 times the water, has 3 times the

¹ Ellen Macarthur Foundation, World Economic Forum, and the McKinsey & Company. (2016). The New Plastics Economy: Rethinking the Future of Plastics.

waste generation, and 3 times more greenhouse gas emissions than HDPE plastic bags². This study also highlights the environmental benefit of the heavier duty plastic bags (LDPE), which are preferred to many alternatives, but only if reused 4 or more times.

A 2011 UK government LCA study compared several bag types, and determined that a cotton bag had to be re-used 131 times³ to match the equivalent greenhouse gas emissions from the production of a single use HDPE bag. This study stated that LDPE and NWPP bags posed 3, 4 and 11 times more global warming potential, (respectively), than a HDPE bag⁴. The NWPP bags are designed to be used more than 100 times, and if reused, would pose the least overall environmental impact.

Each analysis highlights that the key to reducing the environmental impacts of ANY bag type is to reuse it as many times as possible. The following important summary points⁵ pertain to life cycle impacts of the various bag types:

- There is no ideal carrier bag option. All bag types have advantages and disadvantages, but some bag types pose more significant impacts than others.
- Recycled content in any bag-type greatly improves its environmental performance;
- Overall plastic bag environmental impacts are dominated by the resource-use phase (ie. fossil fuel extraction), production phases and end-of-life scenario.
- Plastic bags pose more of a litter problem, due to their mobility (ie. subjected to wind and water forces, more so than other bags).
- Free, lightweight HDPE bags are more likely to be littered than any reusable bag.
- Even paper bags, made from 100% recycled materials, may pose more environmental impacts than plastic bags, in all categories except litter⁶, due to pulp production energy use, its generation of solid waste, and acid-slurry, water pollution impacts.

Plastic Bag Ban Impacts

A handful of Canadian municipalities have regulated plastic bag-use in recent years, mainly in Quebec and Manitoba, as well as the Wood Buffalo Regional Municipality, in Alberta. The Wood Buffalo Regional Municipality banned single-use plastic bags in 2010, but does not advertise the impact or the statistical information related to this initiative. Vancouver and Montreal Councils are currently considering bans on plastic bags.

San Francisco imposed the first ban on plastic bags in a major North American city, but very little information is available as to the impact or lessons learned from this city's experience. San Francisco currently enforces a mandatory charge of 10 cents per checkout bag. Many cities in California have adopted bans or fees. The city of Napa, California, does advertise that bag bans and fees on paper bags have resulted in 95% reduction in plastic bags, 30% reduction in paper bags and 60% reduction in marine litter, one year after adoption⁷. Seattle, who originally failed to impose a 20 cent fee on single use plastic bags in 2008, implemented an outright ban in 2012, with an accompanying fee on paper bags. Many bag-ban cities do not report the overall impact of their bans,

² PwC/Ecobilan (2004) Impact assessment of Carrefour plastic carrier bags, Carrefour, France, as cited in www.scotland.gov.uk/Publications/2005/08/1993259/33039.

³ Ibid.

⁴ Ibid.

⁵ European Commission. (2011). Assessment of impact of options to reduce the use of single use plastic carrier bags. 12 Sep 2011. Bio Intelligence Service.

⁶ This particular LCA assumes a 50% recycling rate of the paper bags.

⁷ City of Napa. Plastic bag ordinance, FAQ. Available online at:

http://www.cityofnapa.org/?option=com_content&view=article&id=1783;plastic-bag-ordinance-faq&catid=15:city-departments-and-divisions&Itemid=121

which may be due to reduced administrative book-keeping, as bans favour a less intensive administrative burden, but do require enforcement/regulation.

Bag Levy/Fee Impacts

In 2013, the town of Boulder, Colorado introduced a 10 cent fee on both paper and plastic bags, achieving a 68% reduction in the first 6 months. The store keeps 4 cents per bag, and the remaining is meant to cover City administrative fees.

In 2002, the government of the Republic of Ireland implemented a 15 cent euro plastic tax on grocery bags to address plastic litter concerns, which resulted in a 90% reduction in bag usage in the first year. Prior to the tax, a survey of Irish adults suggested that there was no support to pay for bags (40%) and only an 8% willingness to pay up to a 7 cent euro charge⁸. Interestingly, the government imposed an initial price well above the comfort level of consumers, at two times the highest rate surveyed, and successfully raised the levy once more, to 22 cents in 2007. The bag levy is considered very popular with the Irish population; so popular in fact, that it “would be considered politically damaging to remove it”⁹. The current bag usage rates are at 14 bags per capita, from the 328 per person rates before the levy was implemented (a 96% decrease)¹⁰. Revenues from the program are used to fund environmental initiatives, with a 3% cost to administer the program. The author’s note that such a levy comes with an administrative burden that alternative bans avoid¹¹. Their paper also suggests that extensive consultation with industry and commercial representatives prior to enactment was a key to success, and that the involvement of both government treasury and champions were critical to overall effectiveness and adoption of the levy, vice the initially favoured, voluntary tax-scheme¹². Critics of the Irish levy suggest that kitchen bin-bag and paper bag rates increased due to the reductions in plastic bags use¹³.

European Union Bag Fee Scheme

The European Commission study¹⁴ highlights some of the key policy considerations, including ease of implementation, overall impact on bag usage rate reduction, and other associated implications. They note the relative ease of implementing voluntary reduction strategies as well as bans, but caution against the “blunt instrument that gives little flexibility to producers, retailers or consumers”. Their report recommends a combination of regional targets and a pricing scheme, to achieve the best balance in reduction potential, without the unintended consequences, and provide the combination of endorsed targets and financial incentives to improve consumer behaviour.

The EU report states that a pricing scheme is potentially most attractive to policy makers since it provides a pricing mechanism that **aims to prevent the unsustainable and free distribution of material that is commonly transformed into waste, and poses downstream financial, social and environmental penalties on all City tax-payers**. The report also clearly states the simple fact that “many retailers still distribute plastic carrier bags for free, is the main driver behind excess use and thus an important lever for change”¹⁵. In the case of the EU and other jurisdictions, fee-based incentives have been centrally controlled by larger national or state government bodies, and have recovered funds to pay for the administration of the levy.

⁸ Convery, F., McDonnell, S., and Ferreria, S. (2006). The most popular tax in Europe? Lessons from the Irish plastic bags levy. *Environmental and Resource Economics*.

⁹ Ibid.

¹⁰ Irish government website. Available at: <http://www.environ.ie/environment/waste/plastic-bags/plastic-bag-levy>

¹¹ Convery et al (2006).

¹² Ibid.

¹³ <http://www.allaboutbags.ca/irelandandlitter.html>

¹⁴ European Commission. (2011). Assessment of impact of options to reduce the use of single use plastic carrier bags. European Commission – DG Environment. 12 Sep 2011. Bio Intelligence Service.

¹⁵ Ibid.

Stakeholder Considerations (more detail at Annex B)

Plastic industry and provincial recycling representatives argue that any proposed ban removes customer choice, and work counteractively with provincially funded, extended producer responsibility programs. These stakeholder communities remain largely in favour of strong recycling programs but perhaps deliver slower-than-desired reduction rates, and remain interested in the valuable resources provided by recycled plastics.

Industry views are consistent with future plastic 'circular economy' models, which rely on well-established resource recovery schemes to re-introduce plastic waste back into the production loop. The most recent and governing studies on the future of plastic and packaging support the importance of working with all industry, recycling and consumer groups to establish efficient and effective systems for recovery in all cities.

Environmental advocacy groups petition for more stringent regulations on consumption habits and the regulation of wasteful practices. Ocean conservancy groups warn of the dangerous levels of plastics in the ocean, and tie wasteful consumer habits and poor waste management as key drivers of ocean litter and debris.

The CRD and the Province's position on single-use plastic bag management is to extend responsibility for recovery and recycling to industry players as outlined in the BC Recycling Regulation, and applied by Multi-Materials BC (MMBC) as the agency for managing plastic film recycling schemes around BC.

Overall Packaging Waste Management Considerations

A recent City of Vancouver waste audit has revealed that approximately 18% of single-family and 12% of multi-family residential waste is comprised of single use plastic, packaging, and plastic film products. Recent waste composition observations within the City align with the Vancouver assessments, although detailed home waste audits in the City or CRD have not been completed in several years (2009/10). Much of these types of waste are managed under the province's MMBC program, but significant percentages continue to reach the landfill. Reduction efforts that focus only on plastic bags and fail to address all prevalent single-use waste products, could be considered misallocation of finite staff resources that aim to achieve the largest possible improvements. A broader and more comprehensive approach to reducing the waste from single-use packaging (including coffee and beverage containers, packaging materials etc) should be addressed as a priority to promote meaningful waste-reduction outcomes in the City.

OPTIONS AND IMPACTS

The European Union's 2011 review of plastic grocery bag policy options included five main options for consideration to address waste-reduction of retail grocery bags:

- a. Status Quo ("do nothing" option);
- b. Voluntary commitment in support of reusable bags;
- c. Setting prevention target for bag reduction;
- d. Bag levy or fee; and
- e. Ban on single use plastic bags.

Additional options could be introduced, as follows:

- f. Education and Awareness; and
- g. Combination (ban/tax combination, or reduction targets with education and a phased approach on pricing, for example).

As Council has already expressed its intent to regulate the use of plastic retail bags, the following select options are presented for consideration, where it is generally understood that establishing reduction targets and incorporating education and awareness should be part of any future waste

reduction initiative.

Option 1: Do Nothing (not recommended)

This option relies on market forces and regional/provincial recycling schemes to drive improvements in plastic bag and packaging reductions. Given Council's expressed intent to introduce restrictions on retail bag use in the City, this option is not recommended.

Option 2: Voluntary Bag Fee (recommended as initial action)

A voluntary program (item b, above) could be implemented with City support to local businesses. This strategy could avoid much of the resource requirements and legal risks associated with any imposed regulatory action. Recent action at local retailers (Hillside Mall, MEC, Thrifty's) are strong examples of voluntary action, and with City support, could help generate the required momentum to deliver meaningful reduction to bag usage, especially if coupled with education and awareness programs. Voluntary fees or bans are also seeing success in Granville Island, and Whistler, BC when initiated by local retail and grocery outlets.

A voluntary scheme could allow retail outlets to raise capital to invest in more sustainable business practices (better collection facilities, improve education and awareness signage, purchase sustainable food containers etc), and reward sustainable consumer behaviours (ie. a "fee-bate" system where fees pay rebates for customers with reusable bags). The City can work with retailers that own businesses in multiple municipalities to increase the benefits of improved waste management outside of the City.

As was the case in Ireland, a meaningful price per bag was imposed to promote a shift in behaviours, now at 22 cents euro per bag. The common price in many cities worldwide is 5 cents, which may be too low to achieve the desired shift to reusable bags. A more meaningful fee and rebate system (a minimum 10 cents, as is in place in San Francisco) or even higher, may be most effective and appropriate. The initial voluntary scheme will potentially realise less overall impacts than a mandatory fee, but does not require significant resources to manage, and may prevent confusion across municipal boundaries and potentially avoids the legal risks to the City associated with any imposed regulation.

Option 3a: Regulated Plastic Bag Ban

An outright ban on plastic bags represents a relatively easy regulation to implement and enforces, which poses immediate reduction of the City's plastic bag recycling and waste products. The ban would apply to municipal retailers only, and could negatively impact retailer customer loyalties, in favour of neighbouring community stores. Such a ban could also create negative responses from industry and recycling, CRD and provincial program representatives and rate-payers, and proponents of convenience-first bag alternatives. A ban of only plastic bags could also proportionally raise paper bag and alternative plastic bag usage rates, thereby creating an unfavourable net-environmental effect.

Option 3b: Regulated Ban / Ban Combination for Plastic and Paper Bags

This option is not recommended due to the removal of consumer options at the checkout line.

Option 4: Regulated Plastic Bag Levy or Fee

A suitable fee on plastic bags could provide incentives for improvements in customer behaviour, to adopt reusable bag alternatives that favour improved environmental performance. Fees retain customer choice, and generate revenues that could be applied to stewardship or related environmental programs, or even cover administrative costs of the program. This option will allow a certain number of bags in circulation, and not immediately interrupt MMBC and other recycling programs. This option may not receive the same criticism from industry as a ban, since it still provides for plastic bag use, via customer choice. This option may better promote future

collaboration and cooperation with retailers and other important industry stakeholders on future waste management initiatives. Administration of the program is more comprehensive than any zero tolerance legislation, and would require City or contracted resources to manage.

Option 5: Regulated Ban / Fee Combination for Plastic and Paper Bags

This option is common in many jurisdictions and incorporates both a plastic bag ban, and an additional a fee to deter a proportional rise in paper bag use. This option is not recommended due to the lack of customer choice and the misalignment in logic caused by banning a bag with less environmental impact. This combination could be supported if the plastic bags were creating a much worse local litter problem, when compared to other bag alternatives, but the evidence to support such a claim has not been identified in the City.

Option 6: Regulated Fee / Fee Combination for Paper and Plastic Bags (recommended for future consideration)

The combination of fees for both plastic and paper bags maintains consumer choice, and establishes incentives for reusable bags, without contributing to a rise in alternative bag usage rates. The benefits of a fee scheme on single-use retail bags are as follows:

- Can create significant reductions in bag use (ex. Ireland's 90% reduction in one year);
- Aligns with waste-management hierarchy for focus on waste-reduction methods;
- Can provide incentive and promote improvement of social awareness of individual waste generation;
- Can be seen as leadership in waste-management;
- Can still be coupled with improved recycling programs that align with provincial objectives and investment;
- Can be allocated to prevent corresponding increases of all bag alternatives that pose negative environmental impacts (ie. paper bags);
- Maintains customer choice;
- May promote continued industry-governmental liaison towards further improvements and other important waste-management improvement programs;
- Maintains some, albeit reduced, HDPE and paper bags in circulation for reuse and recycling, minimizing associated increases in alternative bag purchases (ie. bin liners);
- Provides social and marketing capital for individual stores to improve image and brand strength through environmental stewardship programs;
- Could be coupled with a 'fee-bate' system to award those who bring re-usable bags to the checkout line;

This type of scheme has to be carefully administered due to complications in the following areas:

- Price setting at a level that creates the intended behaviours without promoting conflict;
- Obtaining the legal jurisdiction to require retailers to charge for these products;
- Administrative burden to manage a complex program that requires accurate and timely information and resources to drive policy, data/information, education, administration, communications and regulatory programs to support the initiative;
- Discontinuities with neighbouring municipality retailers could cause confusion and polarisation of the issues/debate/concerns;
- Additional fees may be seen as negative taxation, and unless properly communicated and supported, could create discontent within communities; and
- Various fee/tax schemes on plastic bags have been criticised in the past for disadvantaging those with affordability concerns, which should be a consideration of the policy, with sufficient mechanisms to allow an affordable bag option.

Planning, Financial and Resource Implications

Detailed planning and resource estimates have not yet been completed against the above option sets. With Council's direction, staff will assess and report on the estimated resources, available strategies, and their associated impacts.

COHERENCE WITH CITY STRATEGIES

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

Reduction of consumer waste and incentivising improved sustainable behaviours is consistent with the City's Strategic Plan, as is stewarding the City's waterways and ensuring they are free from plastic debris. These recommendations are consistent with Council's expressed intent to "phase-in" a ban on plastic bags in the 2016 strategic plan review.

2016-2020 Financial Plan

Financial estimates for the recommended course of action have not been completed, nor are any funds currently earmarked for plastic bag management initiatives in the future.

NEXT STEPS

In order to address the number of issues presented in this report, a comprehensive strategy should be developed to minimise risks and optimise benefits related to plastic and packaging waste management. It should be noted that the enclosed recommendations represent a significant amount of staff resources to implement. Staff recommend that Council consider widening the focus of future efforts, to address larger and more impactful waste-reduction policies related to plastic and single-use packaging, single use beverage containers, retail bags and plastic film products.


A general strategy is outlined below to address the reduction of single-use, packaging and retail bag waste:

- Convene initial discussions / meetings with key retail/business/waste stakeholders to understand their perspectives and issues related to a voluntary bag levy and future packaging reduction initiatives (June 2016);
- Develop a preliminary work-plan and resource assessment for future analysis, engagement, and communications of any related initiatives to reduce single-use packaging (July 2016);
- Report back to Council with initial considerations and findings and resource assessment (July 2016);
- Based on those findings, staff could define a more detailed strategy to include the following (September – Dec 2016):
 - Convene or join a working group / 'task force' to collaborate on issues related to single-use packaging and retail bag management, with representatives from all key stakeholder communities, including the City, retailers, CRD, MMBC, waste operators, environmental groups, and residents, working under a formal terms of reference to reach recommendations on policies, regulation, implementation, consultation and communication requirements, timings, plans and other pertinent issues
 - Work with key stakeholders to obtain and discuss accurate and timely data pertaining to all aspects of the City's single-use waste management and areas for improvement (CRD, MMBC, retailers, etc);
 - Work with retailers to better understand their concerns and desires as to any future regulatory actions by the City;
 - Begin developing a comprehensive engagement plan to communicate accurate and

meaningful information to concerned stakeholders (shoppers, public, store owners etc) and introduce an education and awareness program across the City;

- Ongoing Work (2017 onwards):
 - Work collaboratively with other surrounding municipalities regarding this initiative to determine how to collectively realise the most regional benefits;
 - Work collaboratively with key stakeholders to identify exemplary standards for labelling and materials for both single use and reusable packaging in the City;
 - Work collaboratively with the province, CRD, municipal waste management representatives and other key industry stakeholders to improve plastic packaging and bag recycling and diversion rates and determine how to best reduce unsustainable practices;
 - Work with stakeholders to integrate this program into the City's long-term, waste-management strategy; and
- Report back to Council with salient information, plans and strategies that may inform any future regulations on retail bag use.

Respectfully submitted,



Fraser Work, Director
Engineering and Public Works

Report accepted and recommended by the City Manager:



Date:

_____ *May 20, 2016*

Annex A: Environmental Life Cycle Considerations of Bag Alternatives
Annex B: Stakeholder Perspectives



**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. Staff 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, single-use 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 to 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 Surfider, 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** through 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.

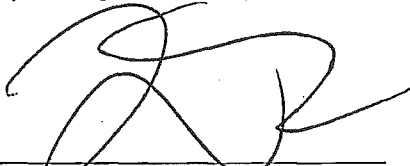
Staff have already included a proposal for the addition of a sustainable waste-management engineering position (there is currently none) via the upcoming 2018 budget supplemental requests, as part of the financial planning process – to progress this and other important circular economy and City-specific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



Fraser Work, Director
Engineering and Public Works

Report accepted and recommended by the City Manager:



Date:

Oct. 23, 2017

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



**Committee of the Whole Report
For the Meeting of December 14, 2017**

To: Committee of the Whole **Date:** December 7, 2017
From: Fraser Work, Director, Engineering and Public Works
Subject: Single-Use Checkout Bag Regulation – Draft Bylaw Feedback

RECOMMENDATIONS

Council direct staff to:

1. Implement the Checkout Bag Regulation Bylaw, effective July 1, 2018.
2. Deliver the proposed engagement and education program between January and December 2018, and
3. Include in the 2018 the financial plan an allocation of \$30,000 from 2017 surplus to complete the necessary engagement and education programs.

EXECUTIVE SUMMARY

The City's new, draft Checkout Bag Regulation Bylaw has been reviewed and feedback has been received from retailers. Since the last report on October 26, staff have met with retailers, held a formal meeting on bylaw technical content, and have met with neighbouring municipal staff to discuss the City's approach to regulating checkout bags.

Retailers raised concerns as to the City's ability to fine an individual when in contravention of the bylaw, raised issues about their ability to select bags that in fact met the desired technical specifications, the timings associated with implementation and several other comments related to possible exemptions, and bylaw intent.

Staff have proposed amendments to the bylaw language to improve clarity and accommodate the necessary changes alongside the required language to support the community's transition away from both plastic bags and excessive use of paper and reusable bags. The changes in the amended bylaw (Annex A) reflect a series of changes, as follows: a new minimum price of 15 cents for paper bags, escalating to 25 cents after one year, an initial minimum price reduction for reusable bags to one dollar for the first year, and raising to two dollars in 2019, exemptions for small paper bags and large plastic bags intended for linens and large bedding items, a relaxation of the term "machine washable" to "washable" (to allow hand washing of reusable bags not designed for washing machine use), and a relaxation on penalties, transition timings, and bag specifications and a few other modifications. The penalties now reflect a maximum charge to an individual. The City has repeatedly highlighted to stakeholders that the intent of bylaw fines is not to be punitive, but to uphold the terms and intent of the bylaw. The City's emphasis is not on enforcement but rather on an education and awareness strategy, which will help promote a smooth transition and reduce any future enforcement needs. The proposed transition timings allow retailers to use their existing bag stock up to January 2019, without penalty. The changes to bag design specifications reduce the technical targets of bag durability to over 100 uses, until such a time that a sustainable bag specification and criteria is more comprehensively developed.

Staff recommend that Council adopt the new regulations, and that these recommendations for implementation on July 1, 2018, accompanied with the necessary engagement, education and other actions already approved from the October 26, 2019 Checkout bag Council decisions.

PURPOSE

The purpose of this report is to provide Council with feedback from retailers on the proposed draft regulatory framework and implementation plan for single-use checkout bags, and the outline for the engagement and education approach proposed for 2018.

BACKGROUND

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.

On October 26, 2017, Council endorsed a set of recommendations, which directed 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.

And 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.

Since October 2017, staff has discussed the issue with several retailers, and received a number of emails providing feedback on the issue. Staff hosted a roundtable with retailers and the Greater Victoria Chamber of Commerce to discuss the complete bylaw contents. Other one-on-one meetings were held with various retailers and local and regional business representatives. Staff have also held discussions with neighbouring municipalities.

ISSUES AND ANALYSIS

Business Engagement Key Issues

Retailers have had an opportunity to provide feedback on the proposed ban since early 2017, but most specifically on the draft bylaw that was published on October 18, 2017. Many stakeholders, have provided additional feedback since the last report to Council, which include the following key themes, and are discussed in detail in Annex B:

- **Mandatory Bag (Paper and Reusable) Fees:** Several retailers were concerned about the obligation to charge and account for bags, and noted their preference to give bags away for free. The City explained the rationale that free bags were most likely to become waste, and if the community is to avoid excessive paper and reusable bag consumption, fees have to be set accordingly.
- **Enforcement and Penalties:** Overall, retailers were concerned as to the potential fines that could be administered to their staff for any bag related infraction. At various sessions, City staff expressed their view that penalties are the potential outcome of an infraction of this proposed bylaw. Staff stressed that if any enforcement is to occur it would only commence after a grace-period (January 1, 2019). Fines are a means to provide disincentive for any disregard of the bylaw terms.
- **Bylaw Timings:** Several retailers requested a delay to the enforcement period, and also requested that their bag stocks could be used before being subjected to any enforcement penalties.
- **Bag Specification:** Many retailers also highlighted that they need more information / tools if they are to successfully source sustainable reusable bags made to the required durability standards.

These items are explained in detail in Annex B.

Proposed Bylaw Amendment Summary

Based on the above analysis and commentary (Annex B), staff recommend the following amendments to the draft bylaw.

1. Bylaw Specific Commentary:
 - a. **Mandatory Bag Costs:**
 - i. Set minimum checkout paper bag fee of 15 cents, increasing to 25 cents

- after July 1, 2019.
- ii. Set minimum reusable checkout bag fee of one dollar, increasing to two dollars after July 1, 2019.
- b. **Bag Design Specification:**
 - i. Modify reusable bag performance specification to state “designed and manufactured to be capable of at least 100 uses”, until a more robust standard and industry test regime can be developed.
 - ii. Change the term “machine washable” to “washable”
- c. **Implementation Timeline:**
 - i. Retain the bylaw implementation date of July 1, 2018.
 - ii. Retain the active enforcement timelines to commence after January 1, 2019.
- d. **Enforcement Considerations** (penalties and timelines):
 - i. Introduce a minimum and maximum offence for an individual and corporation.
- e. **Bag Exemptions:**
 - i. Add exemptions for live fish, small paper bags and very large plastic bags.
- f. **Use of Remaining Bag Stock:** Make provision for bags purchased prior to the first bylaw reading, to be used by retailers, but not permitted after January 1, 2019.

Community Awareness and Education Program

An education and marketing campaign is required to gain valuable feedback from business on the proposed draft bylaw, and then to educate the public, business, residents and tourists on the regulation and help transition from plastic to reusable bag. A review of other jurisdictions with experience in bag-bans also found that retailer and public awareness campaigns were central to the successful roll out of Bylaw regulations.

Awareness Campaign

Individual retailers and business groups have been consulted as part of the development of the new Bylaw and have all agreed that an awareness campaign should be considered as part of the City's implementation plans. Staff reviewed how other jurisdictions implemented a bag regulation, and found that retailer and public awareness campaigns were central to the successful roll out of Bylaw regulation, and essential to avoid enforcement requirements. Staff recommend that a multi-faceted awareness campaign launch following the adoption of the Bylaw and continue for one year. The awareness campaign will be evaluated after one year and ongoing activities will be incorporated as part of the City's Waste Management and Climate Leadership engagement and social marketing plans. The primary goals of the campaign are to:

1. **Educate:** Make it easy for retail businesses to understand the new Bylaw regulations and make the shift away from single-use check-out bags.
2. **Normalize:** Normalize the use of reusable shopping bags by residents and visitors to Victoria,
3. **Promote:** Stimulate a shift away from single-use materials, and help raise awareness that “plastics are precious” and not to be wasted on items that quickly become waste after only a single or few uses.

Strategic Approach

The multi-faceted campaign will focus on three main groups: retail businesses, residents and tourists, as follows:

Retailer Businesses

The City will collaborate and partner with local organizations to develop, implement and evaluate the plan. This will include business and retail groups (Chamber, DVBA, shopping malls, retail associations), advocacy groups (Surfrider, Greenpeace, Glenlyon Norfolk School), and tourism organizations (Tourism Victoria, GVHA), among others.

The strategic approach with retail businesses will focus on providing clear information about the new Bylaw regulations, as well as tools and tips to help implement change within their business operations. As a first step, a focus group will be held to develop a 'Retailer Tool Kit' which could include such things as in-store/point-of-sale customer signage, a list of sustainable bag suppliers and key messaging for staff training. A series of retailer information sessions will be held to help businesses prepare for the July 1, 2018, implementation date for the new bylaw.

Residents

A community-based social marketing approach will be used to foster a shift towards increased use of reusable bags by shoppers. Strategies and tactics for this facet of the overall campaign will be developed based on information from studies completed in other jurisdictions and surveys of local shoppers to be completed in collaboration with advocacy groups, educational institutions and large retailers. This research will look at consumer behaviors around reusable bags, along with perceived barriers and benefits to using them. One year after implementation of the Bylaw and the launch of the awareness campaign, a follow-up survey will be conducted to assess behavior change.

Visitors

The City will partner with local tourism associations and operators to develop a program to inform visitors once they arrive in the city that Victoria is a plastic-bag-free destination. The main aim will be to assist retailers to inform visiting shoppers about the City's regulations and gain their acceptance and understanding. This program will be in place for the summer and fall tourism season.

Strategies and Tactics

The primary strategies will include direct meetings and information sessions with retailers, the development of a Retailer's Toolkit (information and messaging), website and social media content, media relations and online advertising.

In addition, the City will launch a contest for the most creative and compelling idea to inspire people to make the shift to reusable shopping bags. A panel will select the winning entry. The creators will win \$2,000 and the idea may become part of the City's awareness campaign.

The awareness campaign will be evaluated in January 2019, and will incorporate synergies with the City's activities in sustainable waste reduction programs and Climate Leadership.

Enforcement Considerations:

The enforcement requirements will be directly reduced by the effectiveness of the education campaign and the 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.

OPTIONS AND IMPACTS

Option 1: Approve the amended single-use checkout bag regulation, to implement a ban on plastic bags, which is intended to address unintended consequences raised by stakeholders, and also avoid excessive paper and reusable bag use (**recommended**):

Council direct staff to:

1. Implement the Checkout Bag Regulation Bylaw, effective July 1, 2018.
2. Deliver the proposed engagement and education program between January and December 2018, and
3. Include in the 2018 the financial plan an allocation of \$30,000 from 2017 surplus to complete the necessary engagement and education programs.

Option 2: Abandon this particular bylaw and develop an alternative strategy using bag fees/levies 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 meaningful bag reductions¹. 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.

¹ 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.

CONSISTENCY WITH CITY STRATEGIES

Accessibility Standards

Considerations related to plastic and checkout bags have been raised by the Accessibility Working Group (AWG) (Annex C). The AWG suggested that bag alternatives should perform well in wet weather and have handles, that grocery store germs should be appropriately managed by suitable customer and retailer action, and that bin liner sales with perfumes may not be acceptable for those sensitive to allergens. All residents are encouraged to adopt reusable bags as standard, and to keep them clean and free from germs. The cleanliness at grocery stores remains outside of the scope of the City and this regulation Reusable bags that perform well in wet weather are available in the marketplace. The elimination of free plastic checkout bags keeps 17 million bags from City residents and many more from visitors – out of the waste management system, but may result in some residents purchasing bin liner bags for their use at home. Bin liner bags may not always be required for safe, dry garbage that is destined for the landfill. Customers should make it known to store managers of their preference to purchase perfume-free bags.

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


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.

The funds necessary to complete this work can be allocated from available 2017 surplus.

NEXT STEPS

With Council's endorsement, staff will execute the recommended engagement activity related to the draft bylaw, and report back on progress or any changes as and when required, including commitments to report back formally after one year of implementation.

Respectfully submitted,



Fraser Work, Director
Engineering and Public Works,



Bill Eisenhauer
Head of Engagement,

Report accepted and recommended by the City Manager:



Date: December 8, 2017

Attachments:

Annex A: Detailed Engagement Commentary

Annex B: Detailed Commentary and Review of the Draft Checkout Bag Regulation Bylaw

Annex C: Excerpt from Accessibility Working Group Minutes (November 2, 2017)

Annex D: October 26 COTW Report

CHECKOUT BAG REGULATION BYLAW
A BYLAW OF THE CITY OF VICTORIA

The purpose of this Bylaw is to regulate the business use of single use checkout bags to reduce the creation of waste and associated municipal costs, to better steward municipal property, including sewers, streets and parks, and to promote responsible and sustainable business practices that are consistent with the values of the community.

Contents

- 1 Title
- 2 Definitions
- 3 Checkout Bag Regulations
- 4 Exemptions
- 5 Offences
- 6 Penalties
- 7 Severability
- 8 Consequential Amendment to the Ticket Bylaw
- 9 Transition Provisions
- 10 Effective Date

Under its statutory powers, including sections 8(6) of the *Community Charter*, the Council of the Corporation of the City of Victoria, in an open meeting assembled, enacts the following provisions:

Title

- 1 This Bylaw may be cited as the "Checkout Bag Regulation Bylaw".

Definitions

- 2 In this Bylaw

"Checkout Bag" means:

- (a) any bag intended to be used by a customer for the purpose of transporting items purchased or received by the customer from the business providing the bag; or
- (b) bags used to package take-out or delivery of food
- (c) and includes Paper Bags, Plastic Bags, or Reusable Bags;

"Business" means any person, organization, or group engaged in a trade, business, profession, occupation, calling, employment or purpose that is regulated under the Business Licence Bylaw or the Cannabis Related Business Regulation Bylaw and, for the purposes of section 3, includes a person employed by, or operating on behalf of, a Business;

"Paper Bag" means a bag made out of paper and containing at least 40% of post consumer recycled paper content, and displays the words "Recyclable" and "made from

40% post-consumer recycled content" or other applicable amount on the outside of the bag, but does not include a Small Paper Bag;

"Plastic Bag" means any bag made with plastic, including biodegradable plastic or compostable plastic, but does not include a Reusable Bag;

"Reusable Bag" means a bag with handles that is for the purpose of transporting items purchased by the customer from a Business and is

- (a) designed and manufactured to be capable of at least 100 uses; and
- (b) primarily made of cloth or other washable fabric;

"Small Paper Bag" means any bag made out of paper that is less than 15 centimetres by 20 centimetres when flat.

Checkout Bag Regulation

- 3
- (1) Except as provided in this Bylaw, no Business shall provide a Checkout Bag to a customer.
 - (2) A Business may provide a Checkout Bag to a customer only if:
 - (a) the customer is first asked whether he or she needs a bag;
 - (b) the bag provided is a Paper Bag or a Reusable Bag; and
 - (c) the customer is charged a fee not less than
 - (i) 15 cents per Paper Bag; and
 - (ii) \$1 per Reusable Bag.
 - (3) For certainty, no Business may:
 - (a) sell or provide to a customer a Plastic Bag; or
 - (b) provide a Checkout Bag to a customer free of charge.
 - (4) No Business shall deny or discourage the use by a customer of his or her own Reusable Bag for the purpose of transporting items purchased or received by the customer from the Business.

Exemptions

- 4
- (1) Section 3 does not apply to Small Paper Bags or bags used to:
 - (a) package loose bulk items such as fruit, vegetables, nuts, grains, or candy;
 - (b) package loose small hardware items such as nails and bolts;
 - (c) contain or wrap frozen foods, meat, poultry, or fish, whether pre-packaged or not;

- (d) wrap flowers or potted plants;
 - (e) protect prepared foods or bakery goods that are not pre-packaged;
 - (f) contain prescription drugs received from a pharmacy;
 - (g) transport live fish;
 - (h) protect linens, bedding, or other similar large items that cannot easily fit in a Reusable Bag;
 - (i) protect newspapers or other printed material intended to be left at the customer's residence or place of business; or
 - (j) protect clothes after professional laundering or dry cleaning.
- (2) Section 3 does not limit or restrict the sale of bags, including Plastic Bags, intended for use at the customer's home or business, provided that they are sold in packages of multiple bags.
- (3) Notwithstanding section 3(2)(c) and 3(3)(b), a Business may provide a Checkout Bag free of charge if:
- (a) the Business meets the other requirements of section 3(2);
 - (b) the bag has already been used by a customer; and;
 - (c) the bag has been returned to the Business for the purpose of being re used by other customers.
- (4) Section 3 does not apply to a Checkout Bag that was purchased by a Business prior to the first reading of this Bylaw.

Offence

- 5 (1) A person commits an offence and is subject to the penalties imposed by this Bylaw, the Ticket Bylaw and the *Offence Act* if that person:
- (a) contravenes a provision of this Bylaw;
 - (b) consents to, allows, or permits an act or thing to be done contrary to this Bylaw; or
 - (c) neglects or refrains from doing anything required by a provision of this Bylaw.
- (2) Each instance that a contravention of a provision of this Bylaw occurs and each day that a contravention continues shall constitute a separate offence.

Penalties

- 6 A person found guilty of an offence under this Bylaw is subject to a fine:

- (a) if a corporation, of not less than \$100.00 and not more than \$10,000.00; or
- (b) if an individual, of not less than \$50.00 and not more than \$500.00

for every instance that an offence occurs or each day that it continues.

Severability

7 If any provision or part of this Bylaw is declared by any court or tribunal of competent jurisdiction to be illegal or inoperative, in whole or in part, or inoperative in particular circumstances, it shall be severed from the Bylaw and the balance of the Bylaw, or its application in any circumstances, shall not be affected and shall continue to be in full force and effect.

Consequential Amendment to the Ticket Bylaw

8 The Ticket Bylaw No. 10-071 is amended by inserting, immediately after Schedule Y, the Schedule 1 attached to this Bylaw as the new Schedule Z.

Transition Provisions

- 9 (1) Section 3(2)(c)(i) is amended by deleting "15 cents" and substituting "25 cents".
- (2) Section 3(2)(c)(ii) is amended by deleting "\$1" and substituting "\$2".
- (3) Section 4(4) is repealed.

Effective Date

10 This Bylaw comes into force on July 1, 2018 except sections 5 and 9 which come into force on January 1, 2019.

READ A FIRST TIME the	14th	day of	December	2017.
READ A SECOND TIME the	14th	day of	December	2017.
READ A THIRD TIME the	14th	day of	December	2017.
ADOPTED on the		day of		2017.

CITY CLERK

MAYOR

Schedule 1

Schedule Z
Single Use Checkout Bag Regulation Bylaw
Offences and Fines

Column 1 – Offence	Column 2 – Section	Column 3 – Set Fine	Column 4 – Fine if paid within 30 days
Providing a Checkout Bag to a Customer except as provided in the bylaw	3(1)	\$100.00	\$75.00
Providing a Checkout Bag without asking whether a customer wants one	3(2)(a)	\$100.00	\$75.00
Providing a Checkout Bag that is not a Paper Bag or Reusable Bag	3(2)(b)	\$100.00	\$75.00
Charging less than a prescribed amount for a Checkout Bag	3(2)(c)	\$100.00	\$75.00
Selling or providing a Plastic Bag	3(3)(a)	\$100.00	\$75.00
Providing Checkout Bag free of charge	3(3)(b)	\$100.00	\$75.00
Denying or discourage use of customer's own Reusable Bag	3(4)	\$100.00	\$75.00