

CITY OF VANCOUVER

SINGLE-USE ITEM REDUCTION STRATEGY

2018-2025

A Priority Action in Zero Waste 2040

*Updated with Amendments
from May 16, 2018 Standing Committee on Policy and Strategic Priorities,
approved by Vancouver City Council on June 5, 2018*

June 5, 2018 version



Council Amendments to the Single-Use Item Reduction Strategy

This section summarizes the effect of Vancouver City Council's amendments to the Single-Use Item Reduction Strategy, made by the Standing Committee on Policy and Strategic Priorities on May 16, 2018,¹ and approved by Council on June 5, 2018.

Amended actions

- The effective date for the ban on foam cups and foam containers was changed from November 1, 2019 to June 1, 2019. (Amends action F.1.)
- The effective date for the ban on plastic straws was changed from November 1, 2019 to June 1, 2019. (Amends action S.1.)
- Persons with disabilities are explicitly identified as stakeholders to be consulted on the plastic straw ban, in addition to civic agencies, community health groups and other organizations, so that accessibility and health care needs are accommodated in the by-law and implementation plan. (Amends action S.1.)

New actions

- The City will issue a Request for Expressions of Interest for “Made in Vancouver” single-use item solutions such as a city mug program and reusable straws. (Creates action A.2.4.)
- City staff will report back by January 2019 with annual reduction targets expected to be met as a result of the reduction plans for plastic and paper bags and disposable cups that will be required by by-law. (Creates actions B.1.2 and C.2.2.)
- The City will implement a full distribution ban on single-use plastic bags and single-use cups if annual reduction targets under the reduction plan by-law requirements are not consistently met by 2021. (Creates actions B.3.2 and C.15.)
- The City will develop by-law amendments to require compostable packaging to be approved compostable, which indicates it has been tested and approved at a local commercial compost facility. (Creates actions B.9.1, C.14.1, S.11, and T.12.1.)
- The City will develop by-law amendments to require minimum 40% post-consumer content for paper-based packaging. (Creates actions B.9.2, C.14.2, and T.12.2.)
- City staff will investigate and report back on an increased business license fee for large businesses in which distribution of single-use items is pervasive. (Creates actions C.1.2 and T.1.2.)
- As part of the communications and engagement campaign on the foam ban, the City will include the option of providing funding for outreach to support the transition for charitable food providers and small businesses. (Creates action F.6.4.)

¹ Minutes of the recommendations made by the Standing Committee on Policy and Strategic Priority on May 16, 2018 are available at <https://council.vancouver.ca/20180516/documents/pspc20180516min.pdf>

Updated Action Tables

This section provides updated versions of all the action tables. These updated tables incorporate all amended and new actions as a result of Council's recommendations.

All changes are shown in *blue italics*. New actions are identified with the text “**(NEW)**”.

Summary of Actions by Start Date (Amended)

Summary of Actions by Start Date (Amended)			All Items	Plastic & Paper Bags	Foam Cups & Containers	Disposable Cups	Take-out Containers	Straws & Utensils
Start Date	Action (action item number in parentheses)							
2018	Influence	Prohibit business license holders from providing prepared food in foam cups and containers, beginning June 1, 2019 (F.1)			●	●	●	
		Prohibit business license holders from providing single-use plastic straws, beginning June 1, 2019 (S.1)						●
		Support Metro Vancouver's work to develop a regional SUI reduction strategy (B.5, F.3, C.7, T.7, S.7)	●					
		Work with producers and the Province to pursue Extended Producer Responsibility (EPR) for SUIs from all sectors (B.6, C.9, T.9, S.8)		●		●	●	●
		Participate in Environment and Climate Change Canada's national single-use plastics reduction strategy consultation (B.7, F.5, C.11, T.10, S.9)	●					
		Investigate opportunities to reduce the costs of collecting SUIs in public waste bins and as litter, and recover these costs (C.1, T.1)				●	●	
		Investigate an increased business license fee for large businesses in which distribution of single-use items is pervasive (C.1.2, T.1.2)				●	●	
	Support	Promote and amplify education and behavior change campaigns led by other organizations (A.1.1, B.8.1, C.12.1)	●					
		Provide language-appropriate educational resources for the public and businesses on the City website (A.1.2)	●					
		Include content on reducing SUIs in Zero Waste school programs (A.1.3)	●					
Provide support to community groups to engage others on reducing SUIs (A.1.4)		●						
Expand streetscape recycling (A.2.1)					●	●		
Launch the Bring Your Own Container pilot in partnership with Vancouver Coastal Health (T.11.1)						●		
Measure	Support businesses and the public with transitions resulting from major by-law amendments (B.8.2, B.8.3, F.6.1, F.6.3, F.7.1, C.12.2, C.12.3, S.10.1, S.10.2, S.10.3, S.10.4)		●	●	●		●	
	Conduct communications campaign to support organizations with transition from polystyrene cups and containers (F.6.4)			●	●	●		
	Select performance metrics that reflect best available data and keep Council informed of progress (M.1.1)	●						
2019 to 2020	Influence	Explore opportunities to require that food not be served in foam cups and containers at special events held on City property (F.2)			●	●	●	
		Explore opportunities to require that plastic straws are not distributed at special events held on City property (S.2)						●
		Require business license holders to have reduction plans for SUIs and report distribution amounts to the City (B.1, C.2)		●		●		
		Prohibit business license holders from providing single-use utensils unless requested by customer (S.3)						●
		Work with Metro Vancouver to expand regional disposal bans (F.4, C.8, T.8)			●	●	●	
		Require compostable packaging to be approved compostable (B.9.1, C.14.1, S.11, T.12.1)		●		●	●	●
		Require minimum 40% post-consumer content for paper-based packaging. (B.9.2, C.14.2, T.12.2)		●		●	●	
	Support	Determine annual reduction targets for reduction plans required by by-law for plastic bags and single-use cups (B.1.2, C.2.2)		●		●		
		Develop a public education campaign via social media to promote behaviour change related to bringing reusable items (A.1.5)	●					
		Develop and support a volunteer network of community Zero Waste ambassadors (A.1.6)	●					
		Explore opportunities to support development of sharing and exchange programs for reusable items (A.2.2, C.13.2, T.11.3)	●					
		Explore the need and feasibility for requiring commercial dishwashers to support the use of reusable food service ware (A.2.3, C.13.1, T.11.2)				●	●	●
		Engage food delivery services to identify opportunities to reduce SUIs (T.11.4)	●					
		Develop a platform for continued dialogue with businesses and others about strategies for reducing and recovering SUIs (A.3.1)	●					
		Collaborate with businesses to develop a Zero Waste recognition program for businesses (A.3.2)	●					
	Lead by Example	Help develop standards for recyclable and compostable SUIs (A.4.1)		●		●	●	●
		Issue a Request for Expressions of Interest for "Made in Vancouver" single-use item solutions (A.2.4)	●					
		Develop Green Operations Zero Waste Plan	●					
Measure	Introduce a Template Zero Waste Procurement Standard	●						
	Cultivate a corporate Zero Waste ambassadors program	●						
	Overcome data limitations (M.2.1, M.2.2, M.2.3)	●						
2021 to 2025	Influence	Develop targets and timelines for achieving them (M.3)	●					
		Evaluate need to require SUIs be recyclable or compostable (C.3, T.2, S.4)				●	●	●
		Require in-store collection of recyclable and compostable SUIs (C.4, T.3, S.5)				●	●	●
		Require office buildings to provide collection for recyclable and compostable SUIs (B.2, C.5, T.4)		●		●	●	
		Evaluate need for distribution bans on bags, depending on reduction achieved (B.3)		●				
		Evaluate need to require and/or specify amount of fees on SUIs (B.4, C.6, T.6, S.6)		●		●	●	●
		Evaluate need to require business license holders to have reduction plans for take-out containers (T.5)					●	
	Depending on results, evaluate need to advocate for cup deposit-refund program (C.10)				●			
	Measure	Implement distribution ban on single-use plastic bags and single-use cups, if annual reduction targets are not met by 2021. (B.3.2, C.15)		●		●		
		Review data availability for SUIs over time and identify opportunities to revise performance metrics as data gaps improve (M.2.4)	●					

CROSS-CUTTING ACTIONS (ALL SINGLE-USE ITEMS)

CROSS-CUTTING SUPPORTIVE ACTIONS (AMENDED)

START

2018	A.1	Education and Outreach
	A.1.1	Promote and amplify education and behaviour change campaigns led by industry organizations, non-profits, and community groups. ²
	A.1.2	Provide language-appropriate educational tools and resources on the City's website for: a. The public, including materials to support peer-to-peer outreach and education. b. Businesses, non-profits, institutions, festivals, and events.
	A.1.3	Build on existing efforts to deliver zero waste educational programs to primary and secondary schools by including content on reducing single-use items.
	A.1.4	Provide support to community groups to engage businesses, institutions, non-profits and the public on reducing single-use items.
	A.2	Infrastructure and Programs
2019 to 2020	A.2.1	Expand streetscape recycling.
	A.1	Education and Outreach
	A.1.5	Develop a public education campaign via social media to raise awareness as part of a wider initiative to promote behaviour change related to bringing reusable bags, cups, utensils and other items.
	A.1.6	Develop and support a volunteer network of zero waste ambassadors in the community.
	A.2	Infrastructure and Programs
	A.2.2	Explore opportunities to support the development of sharing and exchange programs for reusable items such as bags, cups, and take-out containers.
	A.2.3	Explore the need and feasibility for requiring commercial dishwashers to support the use of reusable food service ware.
	A.2.4	<i>(NEW) Issue a Request for Expressions of Interest for "Made in Vancouver" single-use item solutions, such as a city mug program and reusable straws.</i>
	A.3	Collaboration and Dialogue
	A.3.2	Develop a platform for continued dialogue with businesses and other like-minded groups about strategies for reducing and recovering single-use items, including opportunities for knowledge-sharing between businesses.
	A.3.3	Collaborate with businesses to develop a recognition program for businesses pursuing zero waste activities, including profiling initiatives that target single-use items.
	A.4	Standardize Materials for Recovery
	A.4.1	Contribute to the development of standards and policy for compost facilities, compost quality, and recyclable and compostable items including bags, cups, take-out containers, straws, and utensils.

² Subject to assessment by the City to ensure campaigns align with objectives of the Single-Use Item Reduction Strategy.

PLASTIC & PAPER BAGS

INFLUENCING ACTIONS (AMENDED)

City Authority

START

2019 to 2020	B.1	Reduction Plans
	B.1.1	Introduce a by-law requiring business license holders to have reduction plans for plastic and paper bags and report on the amount of plastic and paper bags they distribute.
	B.1.2	<i>(NEW) Determine annual reduction targets expected to be met as a result of the reduction plans for plastic and paper bags that will be required by by-law, and report back to Council by January 2019</i>
	B.9	(NEW) Compostable Packaging and Recycled Content Requirements
	B.9.1	<i>(NEW) Develop by-law amendments to require compostable packaging to be approved compostable, which indicates it has been tested and approved at a local commercial compost facility.</i>
	B.9.2	<i>(NEW) Develop by-law amendments to require minimum 40% post-consumer content for paper-based packaging.</i>
2021 to 2025	B.2	Recycling and Compost Collection in Offices
		Require office buildings to provide collection of plastic bags (once guidelines for acceptable materials have been established and recycling and composting end markets have stabilized).
	B.3	Distribution Bans
	B.3.1	Evaluate need for the City to introduce a distribution ban on plastic and paper bags, depending on reduction achieved and amounts in garbage and litter.
	B.3.2	<i>(NEW) Implement a full distribution ban single-use plastic bags if annual reduction targets under the reduction plan by-law requirements are not consistently met by 2021.</i>
	B.4	Evaluate Need to Specify Amount of Fees
		Evaluate the need to specify the level of fees to be charged on plastic and paper bags.

Regional Authority

START

2018	B.5	Regional Single-Use Item Reduction Strategy
		Support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions for plastic and paper bags.

Provincial Authority

START

2018	B.6	Extended Producer Responsibility (EPR)
		Engage producers and the B.C. Ministry of Environment and Climate Change Strategy in a dialogue to require EPR for compostable plastic bags, and all bags generated on industrial, commercial and institutional (ICI) property.

National Authority

START

2018	B.7	National Single-Use Plastics Reduction Strategy
		Participate in the consultation process for Environment and Climate Change Canada to develop a national single-use plastics reduction strategy.

SUPPORTIVE ACTIONS (AMENDED)

START

2018	B.8	Education and Outreach
	B.8.1	Promote and amplify education and behaviour change campaigns led by industry organizations, non-profits, and community groups. ³ For example, Recycle BC and Retail Council of Canada published a guide to support all retailers to reduce single-use shopping bags, and Recycle BC and local retailers also launched a #BringYourOwnBag campaign.
2019 to 2020	B.8	Education and Outreach
	B.8.2	Execute a social media campaign to align with by-law amendments to educate the public and businesses about reduction plans for plastic and paper bags.
	B.8.3	Develop display material for businesses to help educate customers about reduction plans for plastic and paper bags.

³ Subject to assessment by the City to ensure campaigns align with objectives of the Single-Use Item Reduction Strategy.

FOAM CUPS & TAKE-OUT CONTAINERS

INFLUENCING ACTIONS (AMENDED)

City Authority

START

2018	F.1	Distribution Ban (License Holders)
	Introduce by-law amendments to prohibit business license holders from providing prepared food in expanded polystyrene foam cups and containers, <i>beginning June 1, 2019.</i>	
2019 to 2020	F.2	Distribution Ban (Permit Holders)
	Explore opportunities to require that prepared food is not provided in expanded polystyrene foam cups and containers at festivals and other special events held on City property.	

Regional Authority

START

2018	F.3	Regional Single-Use Item Reduction Strategy
	Support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions to address foam cups and containers.	
2019 to 2020	F.4	Regional Disposal Ban
	Work with Metro Vancouver to expand regional disposal bans to foam cups and take-out containers.	

National Authority

START

2018	F.5	National Single-Use Plastics Reduction Strategy
	Participate in the consultation process for Environment and Climate Change Canada to develop a national single-use plastics reduction strategy.	

SUPPORTIVE ACTIONS (AMENDED)

START

2018	F.6	Education and Outreach
	F.6.1	Develop language-appropriate educational resources about substitute materials for foam cups and containers for business license holders.
	F.6.2	Work with groups without a business license such as faith-based organizations, charitable groups and others to raise awareness about the need to use substitute materials for foam cups and containers.
	F.6.3	Execute a social media campaign to align with by-law amendments to educate the public and businesses about the prohibition on providing prepared food in foam cups and containers.
	<i>F.6.4</i>	<i>(NEW) Conduct a communications and engagement campaign to support affected businesses and other organizations in the transition away from polystyrene foam cups and foam containers, including the option of providing funding for outreach to support the transition for charitable food providers and small businesses.</i>
2019 to 2020	F.7	Collaboration and Dialogue
	F.7.1	Convene a stakeholder group to develop approaches for small businesses to apply their collective buying power to increase availability of recyclable and compostable take-out containers and cups.

DISPOSABLE CUPS

INFLUENCING ACTIONS (AMENDED)

City Authority

START

2018	C.1	Recover Litter Collection Costs
	C.1.1	Investigate opportunities to reduce the costs of collecting disposable cups in public waste bins and as litter (e.g. through deposit-refund programs) and recover these costs through an appropriate mechanism from businesses that generate this waste.
	C.1.2	<i>(NEW) Investigate and report back on an increased business license fee for large businesses in which distribution of single-use items is pervasive.</i>
2019 to 2020	C.2	Reduction Plans
	C.2.1	Introduce a bylaw requiring business license holders to have reduction plans for single-use cups and report on the amount of single-use cups they distribute.
	C.2.2	<i>(NEW) Determine annual reduction targets expected to be met as a result of the reduction plans for disposable cups that will be required by by-law, and report back to Council by January 2019</i>
	C.14	(NEW) Compostable Packaging and Recycled Content Requirements
	C.14.1	<i>(NEW) Develop by-law amendments to require compostable packaging to be approved compostable, which indicates it has been tested and approved at a local commercial compost facility.</i>
2021 to 2025	C.14.2	<i>(NEW) Develop by-law amendments to require minimum 40% post-consumer content for paper-based packaging</i>
	C.3	Recyclable or Compostable Single-Use Items
		Evaluate need for by-law amendments to require single-use cups to be recyclable or compostable, with clear guidelines for acceptable materials that can be processed in local recycling and composting facilities.
	C.4	In-Store Recycling and Compost Collection
		Require in-store collection of recyclable and compostable cups (once guidelines for acceptable materials have been established and recycling and composting end markets have stabilized).
	C.5	Recycling and Compost Collection in Offices
		Require office buildings to provide collection of recyclable and compostable cups (once guidelines for acceptable materials have been established and recycling and composting end markets have stabilized).
	C.6	Evaluate Need to Specify Amount of Fees
		Evaluate the need to specify the level of fees to be charged on disposable cups.
	C.15	(NEW) Distribution Ban
		<i>(NEW) Implement a full distribution ban on single-use cups if annual reduction targets under the reduction plan by-law requirements are not consistently met by 2021.</i>

Regional Authority

START

2018	C.7	Regional Single-Use Item Reduction Strategy
		Support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions for disposable cups.
2019 to 2020	C.8	Regional Disposal Ban
		Work with Metro Vancouver to expand regional disposal bans to all disposable cups.

Provincial Authority

START

2018	C.9	Extended Producer Responsibility (EPR)
	Engage producers and the B.C. Ministry of Environment and Climate Change Strategy in a dialogue to require EPR for compostable cups, and all cups generated on industrial, commercial and institutional (ICI) property.	
2021 to 2025	C.10	Deposit-Refund
	Depending on results, evaluate need to advocate for cup deposit-refund program.	

National Authority

START

2018	C.11	National Single-Use Plastics Reduction Strategy
	Participate in the consultation process for Environment and Climate Change Canada to develop a national single-use plastics reduction strategy.	

SUPPORTIVE ACTIONS (AMENDED)

START

2018	C.12	Education and Outreach
	C.12.1	Promote and amplify education and behaviour change campaigns led by industry organizations, non-profits, and community groups. ⁴ For example, Recycle BC launched a coffee cup recycling campaign.
2019 to 2020	C.12	Education and Outreach
	C.12.2	Execute a social media campaign to align with by-law amendments to educate the public and businesses about reduction plans for disposable cups.
	C.12.3	Develop display material for businesses to help educate customers about reduction plans for disposable cups.
	C.13	Infrastructure and Programs
	C.15.1	Explore the need and feasibility for requiring commercial dishwashers to support the use of reusable cups on site.
	C.15.2	Explore opportunities to support the development of sharing and exchange programs for reusable items such as a city-wide travel mug exchange program.

⁴ Subject to assessment by the City to ensure campaigns align with objectives of the Single-Use Item Reduction Strategy.

TAKE-OUT CONTAINERS

INFLUENCING ACTIONS (AMENDED)

City Authority

START

2018	T.1	Recover Litter Collection Costs
	T.1.1	Investigate opportunities to reduce the costs of collecting disposable cups in public waste bins and as litter (e.g. through deposit-refund programs) and recover these costs through an appropriate mechanism from businesses that generate this waste.
	T.1.2	<i>(NEW) Investigate and report back on an increased business license fee for large businesses in which distribution of single-use items is pervasive.</i>
2019 to 2020	T.12	(NEW) Compostable Packaging and Recycled Content Requirements
	T.12.1	<i>(NEW) Develop by-law amendments to require compostable packaging to be approved compostable, which indicates it has been tested and approved at a local commercial compost facility.</i>
	T.12.2	<i>(NEW) Develop by-law amendments to require minimum 40% post-consumer content for paper-based packaging.</i>
2021 to 2025	T.2	Recyclable or Compostable Single-Use Items
		Evaluate need for by-law amendments to require take-out containers to be recyclable or compostable, with clear guidelines for acceptable materials that can be processed in local recycling and composting facilities.
	T.3	In-Store Recycling and Compost Collection
		Require in-store collection of recyclable and compostable take-out containers (once guidelines for acceptable materials have been established and recycling and composting end markets have stabilized).
	T.4	Recycling and Compost Collection in Offices
		Require office buildings to provide collection of recyclable and compostable take-out containers (once guidelines for acceptable materials have been established and recycling and composting end markets have stabilized).
	T.5	Reduction Plans
		Evaluate need for a by-law requiring business license holders to have reduction plans for take-out containers once sufficient reusable alternatives and infrastructure have been established.
	T.6	Evaluate Need to Require and Specify Amount of Fees
		Evaluate the need to require organizations to charge set fees on take-out containers.

Regional Authority

START

2018	T.7	Regional Single-Use Item Reduction Strategy
		Support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions for take-out containers.
2019 to 2020	T.8	Regional Disposal Ban
		Work with Metro Vancouver to expand regional disposal bans to <u>take-out food packaging</u> that isn't already covered, including polycoat paper, compostable take-out containers and food-soiled paper (once stable recycling and compost end-markets are in place).

Provincial Authority

START

2018	T.9	Extended Producer Responsibility (EPR)
		Engage producers and the B.C. Ministry of Environment and Climate Change Strategy in a dialogue about requiring EPR for compostable take-out containers and all take-out containers generated on ICI property.

National Authority

START

2018	T.10	National Single-Use Plastics Reduction Strategy
		Participate in the consultation process for Environment and Climate Change Canada to develop a national single-use plastics reduction strategy.

SUPPORTIVE ACTIONS (AMENDED)

START

2018	T.11	Infrastructure and Programs
	T.11.1	Launch the Bring Your Own Container pilot in partnership with Vancouver Coastal Health.
2019 to 2020	T.11	Infrastructure and Programs
	T.11.2	Explore the need and feasibility for requiring commercial dishwashers to support the use of reusable dishes on site.
	T.11.3	Explore opportunities to support the development of sharing and exchange programs for reusable items such as a city-wide reusable take-out containers exchange program.
	T.11.4	Engage food delivery services and food vendors that offer delivery to identify opportunities to reduce single-use take-out containers and packaging.

STRAWS & UTENSILS

INFLUENCING ACTIONS (AMENDED)

City Authority START

2018	S.1	Distribution Ban on Single-Use Plastic Straws (License Holders)
	Introduce by-law amendments to prohibit business license holders from providing single-use plastic straws, <i>beginning June 1, 2019</i> . Work with affected stakeholders, <i>businesses, appropriate civic agencies, persons with disabilities, community health groups, and other organizations</i> to develop an implementation plan, <i>including accommodations for health care and accessibility needs, and the details of the by-law requirements</i> , by Dec. 31, 2018.	
2019 to 2020	S.2	Distribution Ban on Single-Use Plastic Straws (Permit Holders)
	Explore opportunities to require that single-use plastic straws are not distributed at festivals and other special events held on City property.	
	S.3	Customer Requests for Single-Use Utensils
	Introduce by-law amendments to prohibit business license holders from providing single-use utensils unless requested by the customer.	
2021 to 2025	S.11	(NEW) Compostable Packaging and Recycled Content Requirements
	(NEW) Develop by-law amendments to require compostable packaging to be approved compostable, which indicates it has been tested and approved at a local commercial compost facility.	
	S.4	Recyclable or Compostable Single-Use Items
	Evaluate need for by-law amendments to require single-use straws and utensils to be recyclable or compostable, with clear guidelines for acceptable materials that can be processed in local recycling and composting facilities.	
2021 to 2025	S.5	In-Store Recycling and Compost Collection
	Require in-store collection of recyclable and compostable straws and utensils where distributed (once guidelines for acceptable materials have been established, and recycling and composting end markets are established).	
	S.6	Evaluate Need to Require and Specify Amount of Fees
2021 to 2025	Evaluate the need to require organizations to charge set fees on single-use straws and utensils.	

Regional Authority START

2018	S.7	Regional Single-Use Item Reduction Strategy
	Support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions for straws and utensils.	

Provincial Authority START

2018	S.8	Extended Producer Responsibility (EPR)
	Engage producers and the B.C. Ministry of Environment and Climate Change Strategy in a dialogue about requiring EPR for straws and utensils, both recyclable and compostable, from all types of properties (residential, ICI, streets, parks and public spaces).	

National Authority

START

2018	S.9	National Single-Use Plastics Reduction Strategy
	Participate in the consultation process for Environment and Climate Change Canada to develop a national single-use plastics reduction strategy.	

SUPPORTIVE ACTIONS (AMENDED)

START

2019 to 2020	S.10	Education and Outreach
	S.10.1	Execute a social media campaign to align with by-law amendments to educate the public and businesses about the prohibition on providing single-use plastic straws.
	S.10.2	Develop display material for businesses to help educate customers about the prohibition on providing single-use plastic straws.
	S.10.3	Execute a social media campaign to align with by-law amendments to educate the public and businesses about the prohibition on providing single-use utensils unless requested by the customer.
	S.10.4	Develop display material for businesses to help educate customers about the prohibition on providing single-use utensils unless requested by the customer.

EXECUTIVE SUMMARY

Every week, 2.6 million disposable cups and 2 million plastic bags are thrown in the garbage in Vancouver. Cups and take-out containers make up about 50% of all items collected in public waste bins and are a significant portion of litter on Vancouver streets. Despite their convenience, it costs Vancouver taxpayers \$2.5 million per year to collect these items from public waste bins and to clean up when they become litter. Perhaps not surprisingly, 86% of Vancouver residents see the importance of reducing single-use items.

Over the past two years, the City has worked with residents and businesses through extensive consultation to develop a made-in-Vancouver strategy for reducing the use of single-use items. The strategy proposed includes bold actions to reduce use of plastic and paper bags, expanded polystyrene foam take-out containers and cups, disposable hot and cold drink cups, take-out food containers, and single-use straws and utensils.







Priority actions include:

- By-law amendments that prohibit the distribution of prepared food in expanded polystyrene foam cups and take-out containers by business license holders, beginning Nov. 1, 2019.
- By-law amendments that prohibit the distribution of single-use plastic straws by business license holders, beginning Nov. 1, 2019.
- By-law amendments that require business license holders to have reduction plans that significantly reduce the amount of disposable cups and plastic/paper shopping bags they distribute, with options to:
 - Distribute no disposable cups or plastic/paper shopping bags;
 - Distribute no free disposable cups or free plastic/paper shopping bags; or,
 - Other mechanisms that achieve a reduction target set by the City, to be proposed and finalized through consultation.
- By-law requirements that prohibit business license holders from distributing single-use utensils unless requested by the customer.
- A recommendation to investigate options for the City to reduce the costs of collecting disposable cups and take-out containers in public waste bins and as litter and recover those costs through an appropriate mechanism from businesses that generate this waste.
- Introduce a requirement for single-use cups, take-out containers, straws and utensils to be recyclable or compostable.
- A future action to require businesses to collect single-use items for recycling or composting, contingent on development of recycling markets.

Major by-law changes will be accompanied by supportive actions to help affected stakeholders with the transition and support the whole Vancouver community in reducing and improving recovery of single-use items. Supportive actions include: education for businesses and the public, developing platforms for collaboration and dialogue, and support for initiatives such as a travel mug and reusable container exchange programs.

As much as possible, the strategy is designed to shift societal norms to support lasting behaviour change, create a level playing field for businesses, address the needs of small businesses, collaborate on implementation, and provide support with the transition.

Summary of Actions by Start Date

Start Date		Action (action item number in parentheses)	All Items 	Plastic & Paper Bags 	Foam Cups & Containers 	Disposable Cups 	Take-out Containers 	Straws & Utensils 
2018	Influence	Prohibit business license holders from providing prepared food in foam cups and containers, beginning Nov. 1, 2019 (F.1)			•	•	•	
		Prohibit business license holders from providing single-use plastic straws, beginning Nov. 1, 2019 (S.1)						•
		Support Metro Vancouver's work to develop a regional SUI reduction strategy (B.5, F.3, C.7, T.7, S.7)	•					
		Work with producers and the Province to pursue Extended Producer Responsibility (EPR) for SUIs from all sectors (B.6, C.9, T.9, S.8)		•		•	•	•
		Participate in Environment and Climate Change Canada's national single-use plastics reduction strategy consultation (B.7, F.5, C.11, T.10, S.9)	•					
	Support	Investigate opportunities to reduce the costs of collecting SUIs in public waste bins and as litter, and recover these costs (C.1, T.1)				•	•	
		Promote and amplify education and behavior change campaigns led by other organizations (A.1.1, B.8.1, C.12.1)	•					
		Provide language-appropriate educational resources for the public and businesses on the City website (A.1.2)	•					
		Include content on reducing SUIs in Zero Waste school programs (A.1.3)	•					
		Provide support to community groups to engage others on reducing SUIs (A.1.4)	•					
		Expand streetscape recycling (A.2.1)				•	•	
		Launch the Bring Your Own Container pilot in partnership with Vancouver Coastal Health (T.11.1)					•	
		Support businesses and the public with transitions resulting from major by-law amendments (B.8.2, B.8.3, F.6.1, F.6.3, F.7.1, C.12.2, C.12.3, S.10.1, S.10.2, S.10.3, S.10.4)		•	•	•		•
	Measure	Select performance metrics that reflect best available data and keep Council informed of progress (M.1.1)	•					
2019 to 2020	Influence	Explore opportunities to require that food not be served in foam cups and containers at special events held on City property (F.2)			•	•	•	
		Explore opportunities to require that plastic straws are not distributed at special events held on City property (S.2)						•
		Require business license holders to have reduction plans for SUIs and report distribution amounts to the City (B.1, C.2)		•		•		
		Prohibit business license holders from providing single-use utensils unless requested by customer (S.3)						•
	Support	Work with Metro Vancouver to expand regional disposal bans (F.4, C.8, T.8)			•	•	•	
		Develop a public education campaign via social media to promote behaviour change related to bringing reusable items (A.1.5)	•					
		Develop and support a volunteer network of community Zero Waste ambassadors (A.1.6)	•					
		Explore opportunities to support development of sharing and exchange programs for reusable items (A.2.2, C.13.2, T.11.3)	•					
		Explore the need and feasibility for requiring commercial dishwashers to support the use of reusable food service ware (A.2.3, C.13.1, T.11.2)				•	•	•
		Engage food delivery services to identify opportunities to reduce SUIs (T.11.4)	•					
		Develop a platform for continued dialogue with businesses and others about strategies for reducing and recovering SUIs (A.3.1)	•					
	Lead by Example	Collaborate with businesses to develop a Zero Waste recognition program for businesses (A.3.2)	•					
		Help develop standards for recyclable and compostable SUIs (A.4.1)		•		•	•	•
		Develop Green Operations Zero Waste Plan	•					
	Measure	Introduce a Template Zero Waste Procurement Standard	•					
		Cultivate a corporate Zero Waste ambassadors program	•					
		Overcome data limitations (M.2.1, M.2.2, M.2.3)	•					
2021 to 2025	Influence	Evaluate need to require SUIs be recyclable or compostable (C.3, T.2, S.4)				•	•	•
		Require in-store collection of recyclable and compostable SUIs (C.4, T.3, S.5)				•	•	•
		Require office buildings to provide collection for recyclable and compostable SUIs (B.2, C.5, T.4)		•		•	•	
		Evaluate need for distribution bans on bags, depending on reduction achieved (B.3)		•				
		Evaluate need to require and/or specify amount of fees on SUIs (B.4, C.6, T.6, S.6)		•		•	•	•
		Evaluate need to require business license holders to have reduction plans for take-out containers (T.5)					•	
	Measure	Depending on results, evaluate need to advocate for cup deposit-refund program (C.10)				•		
	Measure	Review data availability for SUIs over time and identify opportunities to revise performance metrics as data gaps improve (M.2.4)	•					

Notes: - Bolded text (in third column) indicates an action related to amending City by-laws and other City regulation
 - SUI: Single-Use Item

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1.0 SETTING THE STAGE

Introduction

In support of the goal to become a zero waste community, the City of Vancouver has created the Single-Use Item Reduction Strategy to support a reduction of waste from:

- Plastic and paper shopping bags
- Polystyrene foam cups and take-out containers
- Disposable hot and cold drink cups
- Take-out food containers⁵
- Disposable straws and utensils

The Single-Use Item Reduction Strategy was created with the input of over 8,000 people between October 2016 and April 2018. It sets out how the City of Vancouver, stakeholders, and the public can work together to implement a made-in-Vancouver solution—one that dramatically reduces single-use items, supports convenient, affordable and accessible alternatives, and could be adopted by other communities as we all work towards achieving zero waste.

An Action Plan to 2025

The Single-Use Item Reduction Strategy includes actions focussed from now until the year 2025. With growing awareness of environmental issues associated with single-use items and a groundswell of focussed activity in the business community, we expect the coming years will be a time of rapid change in business practices, consumer behaviour, and technology.

The City will monitor these changes and adjust actions in the future. The strategy should be reviewed and refreshed by 2025 based on implementation over the next seven years, and potentially expanded to other types of single-use items, to ensure it accommodates changes that occur over time.

A Priority Action in the Zero Waste 2040 Plan

Zero Waste 2040 is a long term strategic vision for Vancouver as a community to achieve the goal of zero waste by 2040. The Single-Use Item Reduction Strategy is recommended as a priority action in the **Zero Waste 2040 plan**, which will be presented to Council for adoption on May 16, 2018.

Why a Single-Use Item Reduction Strategy






Single-use items are not a new phenomenon and the challenges we face now have been decades in the making. In Vancouver, 86% of residents see the importance of reducing single-use items. Single-use item waste is generated in staggering amounts, is highly visible in the public realm, and is a significant component of street and shoreline litter.

⁵ In this strategy, “take-out food containers” includes all disposable dishware used by quick service food establishments (restaurants, cafeterias, food trucks) as well as disposable dishware by full service restaurants for take-out food. It includes all disposable containers, plates, bowls, wrappers, etc. that may be used on-site, carried away, or for delivery.

Despite their convenience, these single-use items:

- Cost Vancouver taxpayers about **\$2.5 million per year** to collect from public waste bins and to clean up as litter in our parks, streets and green spaces;
- Are often not recycled or composted;
- Take up valuable space in our landfill;
- Have a lasting impact on our environment long after being used for a short period of time; and,
- Require a significant amount of resources to produce.

The following table describes the environmental impacts of these products and how the use of single-use items has dramatically increased since their invention in just a few decades.

PLASTIC & PAPER BAGS		
	Origin:	<ul style="list-style-type: none"> • Plastic bags were introduced to grocery stores in the late 1970's.
	Now:	<ul style="list-style-type: none"> • 2 million plastic bags are thrown in the garbage in Vancouver per week (63% are reused as garbage bags). • Plastic bags make up 3% of shoreline litter and 2% of large litter items in Vancouver streets, parks and public spaces. • Paper bags make up 1% of large street litter items. The production of paper bags can have a higher environmental impact when compared to plastic bags in Global Warming Potential, non-renewable energy and water use.
FOAM CUPS & TAKE-OUT CONTAINERS		
	Origin:	<ul style="list-style-type: none"> • Foam cups were first introduced in the 1960's.
	Now:	<ul style="list-style-type: none"> • When littered, foam packaging breaks up into small pieces and becomes widely dispersed by wind and water. Small foam pieces made up 9% of items collected in Vancouver through shoreline cleanups in 2016.
CUPS		
	Origin:	<ul style="list-style-type: none"> • Use of single-use paper cups started in 1907 with the invention of the "Health Kup", later known as a Dixie Cup.
	Now:	<ul style="list-style-type: none"> • 2.6 million polycoat (plastic-lined) paper cups (e.g. coffee) are thrown in the trash in Vancouver every week, plus unknown amounts of plastic cups. • 22% of large litter items in Vancouver's streets, parks and public spaces are from cups, lids and sleeves.
TAKE-OUT CONTAINERS		
	Origin:	<ul style="list-style-type: none"> • The first disposable dishware — the paper plate — was invented in 1904.
	Now:	<ul style="list-style-type: none"> • 19% of large street litter in Vancouver is take-out packaging. • 50% of all material collected in public waste bins is take-out containers and disposable cups.
STRAWS & UTENSILS		
	Origin:	<ul style="list-style-type: none"> • Paper straws were invented in the 1880's. • Disposable plastic utensils and straws were popularized in the 1960's.
	Now:	<ul style="list-style-type: none"> • Canadians throw out approximately 57 million plastic straws per day.⁶ • Plastic straws and stir sticks make up about 2% of shoreline litter in Vancouver.

⁶ Assuming the same usage rate in Canada as estimated for the US <https://www.ecocycle.org/bestrawfree/>

Single-Use Item Waste Disposal in Vancouver

Single-use items are commonplace in our fast-paced, on-the-go society. A significant amount of these materials are disposed as garbage or end up as litter, despite many of them being recyclable.

CUP WASTE

An estimated 2.6 million hot and cold paper beverage cups are disposed as garbage each week in Vancouver. The pie chart to the right represents the amount of paper cup waste from single family homes, multi-family homes, and the industrial, commercial and institutional sector.

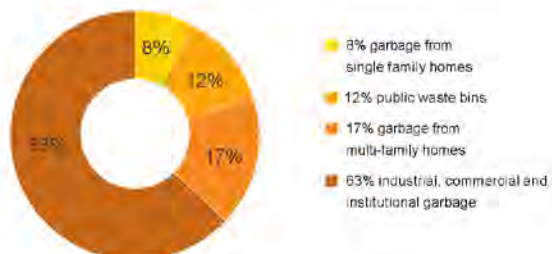


Figure 1: cup waste divided by source of disposal.

PLASTIC BAG WASTE

It's estimated that over 2 million plastic shopping bags are disposed in the garbage each week in Vancouver.* The pie chart to the right represents the amount of plastic bag waste from single family homes, multi-family homes, and the industrial, commercial and institutional sector.

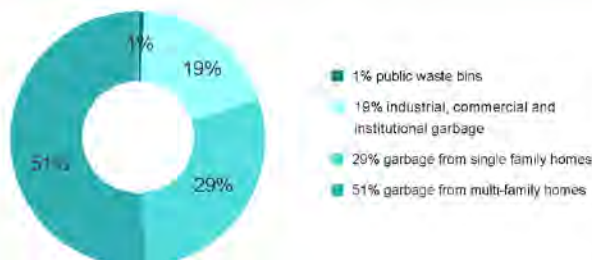


Figure 2: plastic bag waste divided by source of disposal.

LITTER FROM SINGLE-USE ITEMS

Waste from single-use items can have a significant impact on our city and the surrounding marine environment as litter. In Vancouver, 44% of large litter is comprised of these single-use items. The pie chart to the right shows what percentage of different single-use items appear as litter on Vancouver streets.

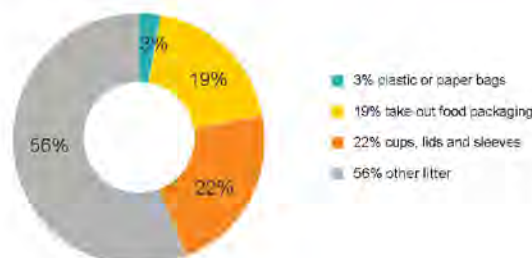


Figure 3: breakdown of litter from single-use items.

* About 63% of plastic shopping bags in garbage were reused as garbage bags.

Plastic Pollution

Plastic pollution in the oceans is a major global issue and there is increasing focus on how to reduce plastic pollution in the marine environment. The Province of B.C., Metro Vancouver, and the City have taken a number of steps to reduce plastic pollution through programs such as the Recycle BC residential recycling program, Encorp's and the Brewer's deposit-refund systems, the City's recycling depots and disposal bans on some items. The Vancouver Aquarium is the headquarter of the global OceanWise® initiative, through which groundbreaking research is conducted on how plastics affect marine life — including the effects of fragments of single-use plastic items like coffee cup lids, coffee cup liners, and plastic bags.

As a coastal city, the quality of the ocean, beaches and natural surroundings are of great importance to Vancouver, and we have a responsibility to prevent plastics from polluting the ocean through litter.

The Collection System Today

Residential

Recycling collection for Vancouver residents is provided by Recycle BC, a non-profit organization responsible for residential packaging and printed paper recycling in B.C. The program is funded by over 1,200 businesses including retailers, manufacturers, and restaurants. Recycle BC is an extended producer responsibility⁷ (EPR) program regulated by the B.C. Recycling Regulation (B.C. Reg. 206/2017), and provides recycling services for various types of packaging and paper including:

- Polycoat paper cups, plastic cups, take-out containers (plastic, metal, polycoated paper), and paper shopping bags in the residential recycling program.
- Plastic shopping bags, and foam cups and containers at 13 drop-off locations throughout Vancouver.

Business, institutional, and non-profit

Some businesses voluntarily provide customer-facing recycling programs in-store for cups, containers, and plastic shopping bags. Many organizations also provide recycling programs for employees at their place of work. The extent of these programs, and their success (particularly the customer-facing programs), is not well known.

On-street recycling and litter collection

In August 2016, the City and Recycle BC launched an on-street recycling pilot project that includes 32 locations in the West End, Second Beach in Stanley Park, and on Cambie Street at Broadway. In summer 2017, the City expanded on-street recycling with another 15 stations installed on Granville Street and at the Vancouver Art Gallery plaza. Another 18 recycling stations are being installed on Davie and Robson Streets in March/April 2018. Results are encouraging; however, contamination of the recycling stream with non-recyclable materials remains a concern.

The City has a robust street-cleaning and litter collection program, which includes street sweeping and flushing, abandoned waste collection, and daily emptying of approximately 3,000 litter cans. These efforts are supplemented by community clean-ups by about 23,000 neighbourhood cleanup volunteers, and grants to non-profit organizations to provide micro-cleaning (manual litter collection) in high demand areas.

Policy Context

In Canada there is a mix of regulatory authority over the use of single-use items and the waste stemming from them. Each level of government has a role to play in the future management of single-use item waste.

⁷ Extended Producer Responsibility (EPR) is a regulatory approach whereby producers (manufacturers, sellers, brand-owners and first importers) are responsible for managing their products and packaging across the full life-cycle, from selection of materials and design, to funding and managing recycling programs at the end of the product's life.

City of Vancouver

Local governments are generally responsible for delivering collection services to residents. This includes garbage collection, green bin collection, and until recently also included recycling collection which is now the responsibility of Recycle BC province-wide. The City, through the Vancouver Charter, has broad legislative authority to regulate in relation to businesses, solid waste, nuisances and health matters.

Regional Planning

The Metro Vancouver Regional District is responsible for regional solid waste planning, managing a network of solid waste transfer and disposal facilities, and permitting and licensing recycling and compost facilities. Metro Vancouver also implements disposal bans within the overall regional system. There are areas when dealing with single-use items that can benefit from regional initiatives to provide consistency in approach across the region, rather than having different approaches in different communities.

Province of British Columbia

The Province of British Columbia governs waste management throughout the province under the Environmental Management Act. The Ministry of Environment and Climate Change Strategy is committed to waste reduction and zero waste, and oversees the provincial product stewardship programs, in particular Recycle BC's initiatives to maximize the recovery of recyclable materials across the province. There are key areas of addressing the single-use items issue that are more appropriately undertaken at the provincial level, particularly where deposit-refund or stewardship programs are concerned.

The Ministry of Health via Vancouver Coastal Health administers the Food Premises Regulation under the Public Health Act, which includes sanitary requirements for take-out food containers. Vancouver Coastal Health develops guidelines and its environmental health officers ensure all vendors operate in compliance with their food safety and sanitation plans required by the regulation.

The Government of Canada

The federal government is responsible for the cross-border movement of waste materials and supports the development of standards and guidelines through the Canadian Council of Ministers of the Environment. Recently, the Minister of Environment and Climate Change has signalled that the federal government is considering developing a national charter to eliminate plastic waste and is encouraging other G7 countries to adopt ambitious goals for plastics recycling and waste reduction.

Partners

Any strategy to dramatically reduce these single-use items will affect almost all consumers and over 10,000 businesses and organizations in Vancouver. This includes almost every business, organization, and social service agency in Vancouver that serves beverages or food in disposable cups and take-out containers, and every business that gives out shopping bags. The recycling industry and manufacturers and distributors of these products will also be affected.

Throughout the consultation process participants commented that all sectors of society have a role to play in addressing single-use items. Collective effort is needed to implement a sustainable strategy that reduces waste from single-use items, works locally, and could be adopted by other communities as we all work towards achieving zero waste. The most valuable results of consultation were the conversations about how the City of Vancouver and

stakeholders can work together to tackle this problem. There was clear recognition that the City can't do it alone.





The City must continue to partner with the business community, academia, non-profit organizations, schools, labour unions, neighbourhood and community groups, faith groups, surrounding municipalities, other levels of government, public agencies, and the public at large to ensure the success of the Single-Use Item Reduction Strategy.

Momentum is Building


There is growing momentum to take action on single-use items both locally and internationally among zero waste pioneers in businesses, universities, advocacy groups, and multiple levels of government. Many local organizations and businesses have taken bold steps towards eliminating single-use items, including several pilot projects currently underway in the City of Vancouver.



Internationally, numerous other governments and multi-national businesses are implementing policies to drastically reduce the resources consumed and waste created by single-use items. Increasingly there is recognition of the need to address the societal issues associated with demand for single-use items. In particular, there is momentum building amongst grassroots organizations with a focus on marine pollution. Some examples of actions being taken by zero waste leaders are provided below.

Local Community Actions





	The Soap Dispensary has a policy of asking customers if they are “ok without a bag” and for any bags used they charge a \$0.25 fee that is donated to environmental charities.
	The University of British Columbia's (UBC) student sustainability organization, Common Energy, has partnered with two cafes on campus to launch a MugShare program. Eternal Abundance — a juice bar, quick-serve restaurant, and market — serves all drinks in reusable jars and has reusable dishes and cutlery. Clayton Bites Canteen in Surrey educates customers on sustainable options, using a loyalty program to reward customers for bringing their own reusable items. They also charge \$0.25 for single-use cups.
	Lupii Cafe only serves their food with reusable plates, cups, cutlery, and linens. They have their own reusable container exchange system for take-out and don't offer straws. UBC and Simon Fraser University have introduced reusable take-out container options at select food service locations on their campuses.
	The Vancouver Aquarium's Ocean Wise program launched the #BePlasticWise campaign to raise awareness around the growing crisis of plastic waste entering marine ecosystems and food chains. Boomerang Bags is a global network of local community groups (including a local Vancouver group) where volunteers get together to make re-usable bags from recycled materials.

City of Vancouver and Park Board Actions

	Expansion of on-street recycling bins in 2016 to 2018 on Granville, Davie, and Robson Streets, and in the West End. Support for the Binners' Project “Coffee Cup Revolution” to demonstrate the effectiveness of a deposit-refund program for coffee cups.
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	A pilot in partnership with Vancouver Coastal Health around filling take-out orders in customers' reusable containers using procedures that prevent cross-contamination.
	The Park Board is updating procurement practices for concession stands and will be expanding public-facing recycling in 2018.

Canadian and International Actions

	<p>The cities of Montreal and Victoria have approved single-use plastic bag bans. Many other jurisdictions — including Seattle, San Francisco, Los Angeles, Portland and Austin — have implemented single-use bag fees and/or bans to limit their use.</p> <p>Ireland's €0.22 plastic bag tax (\$0.34 CAD) has reduced plastic shopping bags by 96% since 2002. In England, a 5-pence fee (\$0.09 CAD) has reduced plastic bag use by 83% since 2015.</p>
	<p>Over 100 other cities in the US, including San Francisco, have banned the use of polystyrene foam cups and containers.</p> <p>McDonald's intends to offer recycling in 100% of its restaurants by 2025 and to eliminate polystyrene foam food packaging by the end of 2018.</p>
	<p>Seattle, Minneapolis, San Francisco, Davis, and Washington DC require all food service packaging to be compostable or recyclable.</p> <p>Reusable cup exchange programs have emerged in New York City and in Germany.</p> <p>In the UK, intentions have been announced to phase-out avoidable plastics within 25 years.</p> <p>A&W locations in Canada have eliminated use of polystyrene foam packaging and serve dine-in orders of drinks in glass and ceramic mugs in their freestanding locations.</p> <p>Starbucks has announced it will start working with partners to develop fully recyclable and compostable cups through a new research grant program and intends to make the technology open-source.</p> <p>Coca-Cola is aiming to recycle the equivalent of 100% of its packaging and to use 50% recycled content in its bottles by 2030.</p>
	<p>France has passed legislation requiring all plastic cups, cutlery, and plates to be compostable and made from renewable materials by 2020.</p> <p>Some food courts in Montreal and Toronto have created programs providing reusable dishes and centralized dishwashing.</p> <p>GO Box, a company dedicated to offering reusable take-out containers that are shared by several restaurants, is now operating in Portland and San Francisco.</p> <p>New York City's health code allows customers to bring their own reusable containers to approved quick service restaurants that have operating procedures to manage the containers in a way that prevents cross-contamination.</p> <p>In South Korea, take-out food is delivered in reusable containers. When finished, residents put the containers outside their door to be collected by the delivery driver.</p>



Taiwan is restricting many single-use items: beginning in 2019, fast food chains must cease providing single-use plastic straws, with plans to ban straws completely by 2030. Other single-use items such as shopping bags, utensils, cups, and food containers will be increasingly restricted with fees and bans leading up to 2030.

Malibu City, California, voted to prohibit the sale, distribution and use of single-use plastic straws and cutlery within the City to protect the environment from plastic pollution.

Culver City, California, implemented a customer-request by-law for single-use utensils alongside their expanded polystyrene foam ban, and found that the savings businesses achieved from giving out fewer utensils helped offset the added cost of substitutes for foam packaging.

Consultation and Engagement

The Single-Use Item Reduction Strategy was developed through an extensive consultation and engagement program that reached over 8,000 touchpoints over three phases. To view the consultation summary reports for each phase, please visit vancouver.ca/zerowaste.

Phase 1: Research and Zero Waste 2040 workshop on Single-Use Items

Consultation for the Single-Use Item Reduction Strategy began on October 28, 2016, when the City hosted a workshop with residents, businesses, non-profit organizations, and other levels of government to gather input on single-use foam food packaging, disposable cups, plastic and paper shopping bags, and take-out containers.

The information gathered at this initial meeting supported a local call for a Single-Use Item Reduction Strategy and informed staff in developing potential approaches to address single-use item waste in Vancouver.

Over 65 people participated in the workshop.

Phase 2: In-depth stakeholder consultation and public engagement

In 2017, the City began deeper engagement with stakeholders to uncover more detailed information on the issues and potential options available to tackle single-use items. A consultation paper was released in fall 2017 to key business organizations, industry associations, and individual organizations for review and forwarding to their members. This was followed by a number of business-focussed engagement sessions, public-focussed sessions, an online questionnaire and feedback form, written submissions, a public open house, a Talk Vancouver survey, a telephone opinion survey, and individual comment sheets.

Over 6,500 individuals, businesses, and organizations provided input on the information provided in the consultation paper.

The consultation uncovered the following key themes that guided the development of the strategy:

- **Equitability** – any actions should be designed to provide a level playing field and not penalise one sector over another.
- **Flexibility** – the business community is engaged and wanting to participate in solutions, and they need the opportunity to adapt to their unique business and facility requirements and challenges.
- **Affordability** – Vancouver is expensive and interventions should not result in a significant economic burden to businesses and the community.

- **Integration** – there is recognition that a suite of measures will be needed, as there is no one-size fits all approach.
- **Collaboration** – businesses, institutions, non-profits, and community groups should all be involved in making change.
- **Inclusivity** – actions or interventions should not create barriers based on unique issues in some areas of society such as accessibility, socioeconomic conditions or health-related challenges.
- **Allow time** – so that the transition is successful and avoids unintended consequences as much as possible.
- **Support** – stakeholders will need support with the transition including educational materials
- **Harmonize** – policies should be similar across jurisdictions to avoid inter-municipal differences.
- **Align** – approaches for various actions need to align with market availability, collection, and processing systems.
- **Commit to continuous improvement** – reassess in three years to see if stronger regulatory measures are needed.

Phase 3: Reporting back to stakeholders and the public on the Single-Use Item Reduction Strategy and gathering feedback on emerging priority actions

In March and April 2018, the City reported back to stakeholders and the public on the results of the consultation and sought feedback on the emerging priority actions outlined in the Single-Use Item Reduction Strategy, which was published on March 29, 2018. During this third phase of consultation, the City made a targeted effort to reach out to smaller local businesses that had not participated during Phase 2 and would be affected by the emerging policy directions in the strategy. To do so, the City partnered with local agencies to gather an initial understanding of culturally-specific challenges and opportunities that reflect the diverse range of ethnocultural food businesses affected by the strategy.

Key stakeholder consultation activities included advanced information on the website, an online link to the Single-Use Item Reduction Strategy with an accompanying online comment form and two separate small-business oriented meetings held on April 11th at 511 W. Broadway. To ensure language accessibility, a dedicated feedback phone line was also provided with third-party translations in Mandarin, Cantonese, Punjabi and Vietnamese, as well as hand-delivered notification letters sent to restaurant owners in high traffic neighborhoods across the city. Key public engagement activities included emails to the project listserv with the web links to the Single-Use Item Reduction Strategy and accompanying online comment form, a dedicated project email address, social media and a public open house on April 10th at 511 W. Broadway.

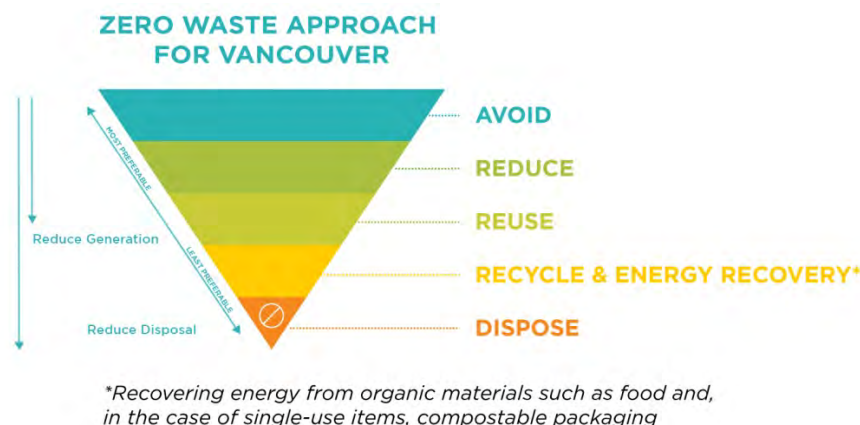
Nearly 1,450 people participated in Phase 3 of the consultation.

2.0 STRATEGIC APPROACH

Zero Waste Approach

The Single-Use Item Reduction Strategy supports the Zero Waste Approach for Vancouver and promotes cultural changes through actions that:

- Prioritize avoiding and reducing single-use items
- Substitute single-use items with reusable alternatives wherever possible
- Ensure single-use items are used only when necessary, and then recycled or composted
- Minimize litter and garbage resulting from single-use items



The actions in this strategy generally fall into two categories:

- **Supportive actions:** Focussed on enabling others, through collaboration and engagement, education and communication working with other levels of government, facilitating dialogue and leading by example.
- **Influencing actions:** Generally focussed on City policies and regulations designed to stimulate change. The types of influencing actions undertaken need to consider the City's regulatory authority, the availability of alternatives, the readiness of the industry to comply with any regulations, any unintended consequences that result in either no change or impact one sector of society to an unreasonable degree.

Supportive Actions

Supportive actions include the following action types. Further details on the implementation and rationale for these actions are described in Section 3.0, organized by the type of single-use item to which they apply.

Education and Outreach

The problems posed by single-use items are decades in the making and the consultation process made it clear there is a need to shift societal norms to support lasting behaviour change. Different approaches need to be employed to respond to the unique needs of both the public and businesses. In addition, education and outreach are important tools for supporting the public, businesses and other stakeholders with transitions that will result from major by-law

changes. Education and outreach were the most commonly supported actions by both stakeholders and the public.

Collaboration and Dialogue

Overcoming the challenges facing Vancouver in the pursuit of zero waste requires dialogue and collaboration within the whole community, including the City, businesses, the public, academia, community organizations and all levels of government. Consultation revealed a strong desire for businesses to work alongside the City to support efforts to reduce single-use items. Staff heard that stakeholders would like to continue the in-depth conversations started during consultation about the best options for reducing single-use items and expressed support for sharing data and lessons learned, and standardizing reporting.

The City can play an instrumental role in convening, facilitating, and participating in collaborations aimed at tackling key zero waste challenges in Vancouver, while also contributing to the dialogue about zero waste beyond Vancouver. Actions in this area aim to ensure that collaboration with the public, businesses and other stakeholders continues as implementation of the strategy progresses.

Infrastructure and Programs

Complementary infrastructure and programs are essential to establishing new behaviours and practices. Actions in this area aim to meet people where they're at in terms of habits and expectations around convenience and value, whether it's to increase their use of reusable items or make recycling more convenient in the public realm.

Vancouver has the opportunity to be a world-leading innovation hub for business models based on reusable alternatives to single-use items that offer convenience without waste. Both stakeholders and the public expressed interest throughout the consultation period in options that make it easier for people to reduce their use of single-use items. The City could facilitate connections between organizations, develop and scale business models that promote greater reuse of materials, and launch pilot programs to increase access to reusable options for residents and visitors. Initiatives that fall outside of existing recycling programs can be areas of potential future focus such as: a Bring Your Own Container Pilot for take-out food from select restaurants, which is underway with Vancouver Coastal Health; city-wide sharing networks for travel mugs, take-out containers, and shopping bags; and options for expanding recycling in the public realm.

With respect to improving streetscape recycling, the City and Recycle BC have been jointly running a pilot project in Vancouver. The results to date have shown large amounts of contamination with food and other materials in paper and container bins, making it difficult to recycle even these commonly-accepted materials. Staff continue to work with Recycle BC to find ways to improve material quality and expand the program as problems are resolved. Increased streetscape recycling infrastructure has recently been completed on Granville Street, Robson Street, Davie Street and at the Vancouver Art Gallery plaza. Further expansion of streetscape recycling in Stanley Park is planned for 2018. With changes in the provincial recycling regulations and the responsibility for recycling programs resting with Extended Producer Responsibility (EPR) program stewards, there will be less need for the City to develop the infrastructure to support recycling.

Standardize Materials for Recovery

There is a need to ensure single-use items can be successfully recycled or composted by local processors. There are no consistent established standards for what constitutes a recyclable or

compostable cup or take-out container and there is no guarantee that materials marketed as recyclable, compostable, or biodegradable can successfully be processed in local facilities. Some businesses have done significant research and selected what they believe is a compostable product only to find that it is not actually being composted within local facilities. Items can be called compostable, recyclable, or biodegradable without any standards to measure the claims against. Organizations such as the Biodegradable Products Institute outline the process and requirements for certification as a compostable product, however there are no specific requirements that products marketed as compostable need to be certified. The City will work with industry and the provincial government to contribute to the development of provincial standards and policy for compost facilities, compost quality, and compostable items.

Influencing Actions

Influencing actions include the following action types. Further details on the implementation and rationale for these actions are described in Section 3.0, organized by the type of single-use item to which they apply.

Reduction Plans

By-law amendments will require business license holders that use disposable cups and plastic and paper bags to have reduction plans that significantly reduce the amount of these items they distribute. Business license holders will be able to choose their approach for achieving reduction from a list of options, including:

- 1) Distribute no disposable cups or plastic/paper shopping bags
- 2) Do not distribute disposable cups or plastic/paper shopping bags for free
- 3) Other mechanisms that achieve a reduction target to be proposed and finalized through consultation

The third option invites businesses to be innovative in their efforts to reduce distribution of cups and bags, and develop an approach that works best for the type and size of their business. These approaches might include: incentive programs, discounts for customers who use reusable cups or bags, customer requests before distributing cups or bags, and loyalty programs for customers who bring reusable cups or bags. Businesses that choose the third option will be required to demonstrate they meet a reduction target set by the City, which will be proposed and finalized through consultation with affected businesses and other organizations.

Businesses that choose the second option and charge a fee on disposable cups and plastic and paper shopping bags will keep that fee as part of their business revenue. (It would not be a tax paid to the City.) Fees charged on disposable cups and paper and plastic bags could conceivably be used to cover the producer fees paid to Recycle BC.

All businesses will be required to track and report the amount of disposable cups and plastic and paper bags they distribute, regardless of which option they choose from the list. In late 2018, Staff will bring forward by-law amendments for the reduction plans on paper and plastic bags, and disposable cups.

The reduction plan by-law is modelled after the flexible approach in the Solid Waste By-law (No. 8417), which requires property owners to have diversion plans for organic (compostable) waste and recyclable materials, and provides a range of choices to satisfy this requirement. For plastic and paper bags, and disposable cups, the reduction plan approach sets a clear direction for the business community while allowing flexibility, welcoming innovation and inviting businesses to continue being active participants on the road to zero waste.

A key component of the reduction by-law is that it would require business to report their distribution of plastic and paper bags. Having this data will allow staff to set appropriate targets and monitor progress over time. Staff will assess if further regulatory action is needed three years after the by-law amendments come into effect.

The strategy does not propose an *immediate* plastic bag ban and/or specific fees on bags or cups, but it does commit to reviewing the need for these tools in 2021-2025 if dramatic reduction is not achieved.

Further details on the implementation and rationale for these actions are described in Section 3.0 under “Plastic & Paper Bags” and “Disposable Cups.”

Distribution Bans

Distribution bans are achieved through by-law amendments or permit requirements that prohibit businesses and other entities from selling or otherwise providing certain materials.

Business license holders will be prohibited from selling or otherwise providing prepared food in food service ware made from expanded polystyrene foam, and from distributing single-use plastic straws beginning November 1, 2019.

To ensure consistent policy towards expanded polystyrene foam and single-use plastic straws, the City will also explore opportunities to prohibit these materials at festivals and other special events held on City property, which are regulated through permits rather than business licenses.

Further details on the implementation and rationale for these actions are described in Section 3.0 under “Foam Cups & Take-out Containers” and “Straws & Utensils.”

Customer Requests

Single-use items are often distributed by businesses as the default option, which puts the responsibility on customers to refuse these items. Requiring customer requests before distributing single-use items helps to reset the default behaviour to avoidance of single-use items. When asked, 71% of Vancouver residents indicated they would reduce their use of single-use items if they were asked if they wanted them when making a purchase, instead of automatically receiving them. A by-law amendment will prohibit business license holders from distributing single-use utensils unless requested by the customer. Further details on the implementation and rationale for this action are described in Section 3.0 under “Straws & Utensils.”

Recovering Litter Collection Costs

Currently, it costs the City of Vancouver approximately \$2.5 million per year to collect single-use items from public waste bins and clean up these materials as litter from streets, parks and public spaces. The City will explore proportional cost recovery options to incentivize reduction and recover a portion of street cleaning costs from businesses that distribute single-use items, including opportunities for a deposit-refund program on disposable cups to help decrease costs by reducing street litter.

Mandatory Recyclability and Compostability

One of the strategy goals is to ensure that when single-use items are used, they can be recycled or composted. Many businesses are already using recyclable and compostable items,

but requiring all businesses to do so could help to establish a level playing field. Before making recyclability and compostability mandatory, there is a need to address the following issues:

- i) Lack of consistent established standards for what constitutes a recyclable or compostable item.
- ii) Lack of assurance that materials designed and marketed as recyclable or compostable can successfully be processed in local facilities.
- iii) Compostable and recyclable materials often get mixed up when discarded, contaminating both streams and making them impossible to process. This means they get disposed to landfill or incinerator.

The supportive action to standardize materials for recovery helps to address some of these issues.

Business Recycling and Compost Collection

Many disposable cups and take-out containers are disposed in either a public waste bin or at the workplace. The City will work towards requiring businesses that distribute single-use items to provide an in-store program for recovering these materials for recycling or composting. Many retail businesses have already implemented programs for dropping off materials, particularly shopping bags, at their business locations, and some quick-serve food establishments have customer facing recycling for cups and containers. The City will also work towards requiring that offices and commercial buildings add single-use items to their existing in-house recycling programs. This type of action relies on availability of markets for the materials collected, communications efforts and working with waste haulers to promote program development. This approach would be especially effective if the provincial government included commercial establishments in the provincial EPR program for printed paper and packaging, which currently only covers residential properties.

Linking to the Regional Initiatives

In addition to the City's zero waste goal, reducing single-use items such as coffee cups and grocery bags is an important opportunity to help achieve the waste reduction goals of Metro Vancouver's *Integrated Solid Waste and Resource Management Plan*.

There are initiatives that make more sense when considered on a regional level. Fees, bans on distribution or disposal, and initiatives targeting specific products will be more equitable and sustainable when implemented region-wide rather than city by city. In October 2017, Metro Vancouver's Board of Directors reviewed the City of Vancouver's consultation paper on possible actions to reduce single-use items and directed its staff to identify and develop actions that would be best implemented across the regional district for reasons of efficiency, consistency, and municipal equity among the residents, retailers, and restaurants throughout the region.

City staff are participating in Metro Vancouver's consultation process by sharing research, consultation and engagement planning and results, and communications materials. Metro Vancouver staff anticipate reporting back to their Board of Directors in late 2018 or early 2019 with recommendations for a regional strategy.

Seeking Provincial Government Support

Areas under provincial control include the implementation and expansion of EPR programs, including those which involve deposit-refund programs. The City could engage producers and the B.C. Ministry of Environment and Climate Change Strategy in a dialogue to require EPR for compostable plastic single-use items, and all single-use items generated on industrial, commercial and institutional property.

Vancouver is fortunate to be in a province where EPR is a guiding policy. British Columbia is recognized as the leading jurisdiction in North America in EPR.

The current EPR regulations for printed paper and packaging focus on residential sources of materials and don't include material from commercial properties. Recognizing that the majority of single-use items are disposed in the workplace, expanding the EPR program for printed paper and packaging to include commercial establishments could go a long way towards recovering materials that currently end up in the waste stream. While the regulation does not distinguish between recyclable or compostable packaging, the current EPR program focuses on recyclable packaging.

There is also an opportunity to ensure EPR is in place for compostable packaging to require compostable packaging producers to bear end-of-life responsibility for their packaging, and stimulate investment and innovation in compost systems that can process their packaging. For example, the Recycle BC program stimulated investment and innovation in local packaging collection and processing, and supported local end-markets.

Further, deposit-refund programs, another form of EPR, have been shown to significantly reduce litter and achieve high recovery rates (in B.C., the Brewers program for beer bottle re-use achieves over 90% recovery). Authority to implement a deposit-refund system for the products identified in this strategy rests with the provincial government and would likely require a change to the B.C. Recycling Regulation.

Linking to National Initiatives

On April 22, 2018, the federal government, through Environment and Climate Change Canada, launched consultation for input on how Canada can move towards zero plastic waste and marine litter, including from single-use items. Staff will participate in the consultation process.

3.0 PRIORITY ACTIONS FOR SINGLE-USE ITEMS

Considering the current status of programs focussed on single-use items and the potential City roles in influencing and supporting change, the following priority actions have been identified.

Cross-Cutting Supportive Actions

The supportive actions described below will help to move the dial towards reduction and improved recovery of all types of single-use items. These actions provide, enable, and grow the systems, capacity, innovation, and incentives needed to support Vancouver residents, businesses, and community organizations in reducing their use of single-use items and recycling or composting what remains.



CROSS-CUTTING SUPPORTIVE ACTIONS

START

2018	A.1	Education and Outreach
	A.1.1	Promote and amplify education and behaviour change campaigns led by industry organizations, non-profits, and community groups. ⁸
	A.1.2	Provide <u>language-appropriate</u> educational tools and resources on the City's website for: c. The public, including materials to support peer-to-peer outreach and education. d. Businesses, non-profits, institutions, festivals, and events.
	A.1.3	Build on existing efforts to deliver zero waste educational programs to primary and secondary schools by including content on reducing single-use items.
	A.1.4	Provide <u>support</u> to community groups to engage businesses, institutions, non-profits <u>and the public</u> on reducing single-use items.
	A.2	Infrastructure and Programs
2019 to 2020	A2.1	Expand streetscape recycling.
	A.1	Education and Outreach
	A.1.5	(NEW) Develop a public education campaign via social media to raise awareness as part of a wider initiative to promote behaviour change related to bringing reusable bags, cups, utensils and other items.
	A.1.6	Develop and support a volunteer network of zero waste ambassadors in the community.
	A.2	Infrastructure and Programs
	A.2.2	Explore opportunities to support the development of <u>sharing and</u> exchange programs for reusable items such as bags, cups, and take-out containers.
	A.2.3	(NEW) Explore the need and feasibility for requiring commercial dishwashers to support the use of reusable food service ware.
	A.3	Collaboration and Dialogue
	A.3.1	Develop a platform for continued dialogue with businesses and other like-minded groups about strategies for reducing and recovering single-use items, including opportunities for knowledge-sharing between businesses.
	A.3.2	(NEW) Collaborate with businesses to develop a recognition program for businesses pursuing zero waste activities, including profiling initiatives that target single-use items.
	A.4	Standardize Materials for Recovery
	A.4.1	Contribute to the development of standards and policy for compost facilities, compost quality, and recyclable and compostable items including bags, cups, take-out containers, straws, and utensils.

⁸ Subject to assessment by the City to ensure campaigns align with objectives of the Single-Use Item Reduction Strategy.

Plastic & Paper Bags



Current situation

To successfully recycle plastic bags, residents must bring them to Recycle BC depots and participating stores. 90% of Vancouver residents surveyed indicated that they already use reusable bags at least some of the time in order to curb their use of single-use items. In Vancouver, 63% of all single-use bags found in the garbage have already been reused as bin liners or to pick up dog waste. There is significant positive activity towards reducing and eventually eliminating single-use bags, and the industry continues to demonstrate progress. Many grocery stores and some drug stores charge fees on plastic and paper bags or offer discounts for using reusable ones, and others are considering it. Some stores have stopped offering bags altogether and some have programs in place to accept used bags and other items for recycling. Recycle BC in association with the Retail Council of Canada has developed a best practices guide for reducing and recovering plastic and paper bags from retailers.

Early City Actions

By-law amendments will require business license holders that use plastic and paper bags to have reduction plans that significantly reduce the amount of these items they distribute. The by-law will apply to the following types of carry-out bags:

- Thin HDPE⁹ plastic bags (e.g. variably defined in other jurisdictions as plastic bags less than 2.25-4 mils¹⁰ thick, such as those typically distributed by grocery stores);
- Thick LDPE and LLDPE¹¹ plastic bags (e.g. sometimes designed, marketed and/or labeled as reusable plastic bags, such as those typically distributed by clothing retailers);
- Plastic bags designed, marketed and/or labeled as compostable or biodegradable (e.g. often made from polylactic acid, commonly referred to as PLA)
- Paper bags

Business license holders will be able to choose their approach for achieving reduction from a list of options, as described in Section 2.0 (refer to “Reductions Plans”). Regardless of which approach to reduction businesses choose, they will be required to track and report the amount of plastic and paper bags they distribute. Further consultation is needed with industry and the business community to determine an appropriate reduction target before a by-law amendment is presented to Council. The City will monitor reduction progress over time and assess if further regulatory action is needed three years after the by-law amendments come into effect.

Supportive actions such as a social media campaign to educate the public and businesses, and display materials that businesses can use to inform customers about their reduction plan will be developed to align with implementation of the reduction plan by-law.

Rationale

The reduction plan by-law is modelled after the flexible approach in the Solid Waste By-law (No. 8417), which requires property owners to have diversion plans for organic (compostable) waste and recyclable materials, and provides a range of choices to satisfy this requirement. For plastic and paper bags, the reduction plan approach sets a clear direction for the business community while allowing flexibility, welcoming innovation and inviting businesses to continue being active participants on the road to zero waste.

⁹ High-density polyethylene

¹⁰ Mil are a unit of measurement equivalent to one thousandth of an inch

¹¹ Low-density polyethylene and linear low-density polyethylene

Other jurisdictions have prohibited the distribution of thin plastic bags and/or set mandatory fees for various types of bags. Staff research indicates that, on its own, a plastic bag ban is not effective at reaching the end goal of dramatically reducing single-use plastic and paper bags. Most other jurisdictions ban only thin plastic bags (typically defined as a maximum thickness in mil or microns), which are considered single-use, and sometimes only bags distributed by grocery stores and pharmacies. For example, California, Montreal and the Counties of Maui, Kauai, and Hawaii have banned thin plastic bags.

Instead of shifting consumer behaviour towards reusable bags, research indicates that when thin plastic bags are banned, they get replaced by thicker “reusable” plastic bags or paper bags. Thicker plastic bags must be reused 5 to 9 times to have a lower environmental impact than thin plastic bags, but limited research suggests that very few consumers reuse thicker plastic bags this many times. Consumers tend to treat thicker plastic bags like single-use items, and the bags are still littered and make their way into marine environments.

In British Columbia, the City of Victoria has attempted to ban all plastic bags, but this has been challenged by the Canadian Plastic Bag Association and the matter is currently before the courts. Rwanda has banned all plastic bags, but even with strong enforcement including border patrols, fines, prison sentences and public shaming, a black market still exists for smuggled plastic bags.

Portland, Oregon reported a 491% increase in the use of paper bags one year after banning plastic bags thinner than 4 mils in 2011¹². However, paper bags are a poor substitute for plastic bags because they have higher greenhouse gas emissions, higher human toxicity impacts, and higher terrestrial ecotoxicity impacts than plastic bags. This is primarily due to paper production processes, and because paper bags are heavier than plastic bags and require more fuel to transport. Paper bags are the better environmental choice only if they get reused 4 to 7 times; however, limited research on the subject indicates there is no significant reuse of paper bags, likely because they are not durable.

Significant reduction results for plastic bags have been observed in jurisdictions with mandatory fees or taxes. Ireland charges a 22 euro cent (\$0.34 CAD) levy on plastic bags, resulting in 96% reduction between 2002 and 2014¹³. England and Wales require a 5-pence (\$0.09 CAD) fee on thin plastic grocery bags, and report reduction amounts of 83% (between 2014 and 2016)¹⁴ and 71% (between 2011 and 2014)¹⁵ respectively. In Feb. 2017, Chicago switched from a ban on thin plastic bags (introduced in 2015) to a 7-cent tax on plastic and paper bags to combat the substitution of unregulated thicker plastic bags, resulting in 40% reduction in the average number of disposable bags used per shopping trip in just the first month. Additionally, a before and after study found that less than 50% of customers in Chicago used any disposable bags after the tax was implemented (a decrease of more than 30 percentage points).¹⁶ Scotland, Washington DC, and Portland, Maine, also require fees on bags.

¹² <https://www.portlandoregon.gov/bps/article/419700> (accessed April 28, 2018).

¹³ <https://www.dccae.gov.ie/en-ie/environment/topics/waste/litter/plastic-bags/Pages/default.aspx> (accessed April 28, 2018).

¹⁴ <https://www.gov.uk/government/publications/carrier-bag-charge-summary-of-data-in-england/single-use-plastic-carrier-bags-charge-data-in-england-for-2016-to-2017> (accessed April 28, 2018).

¹⁵ <http://gov.wales/docs/caecd/research/2015/150904-post-implementation-review-single-use-carrier-bag-charge-wales-emerging-findings-report-en.pdf> (accessed April 28, 2018).

¹⁶

https://www.cityofchicago.org/content/dam/city/depts/mayor/Press%20Room/Press%20Releases/2017/April/042417_BagTaxResultsMemo.PDF (accessed April 28, 2018).

Combinations of bans and fees are common on the west coast. In 2011, Seattle banned the distribution of thin plastic bags (less than 2.25 mils thick) and required a US \$0.05 fee be charged on paper bags, resulting in a 50% reduction in plastic bags disposed in the residential garbage between 2010 and 2014, and a 78% decrease in the amount of plastic bags collected in commercial and self-haul waste streams¹⁷. California implemented a state-wide ban on thin plastic bags in 2016 from certain types of stores (grocery stores, retail stores with a pharmacy, convenience stores, food marts, liquor stores), with a 10-cent fee for paper bags. According to data from shoreline clean-up events across California, there was a 63% reduction of all plastic bags from 2010 to 2017¹⁸. However, it is difficult to assess overall reduction of bags in California, as many local jurisdictions already had bag restrictions in place, and no metrics were available that measure plastic bag use or disposal at the state level.

At this time, reduction plans are the recommended approach in the Single-Use Item Reduction Strategy for driving reduction. The reduction plan by-law amendment will offer business license holders flexibility and choice, and target all plastic and paper bags across all business license holders in the City—not just grocery stores and pharmacies, but also, for example, hardware, apparel, department stores, etc. A key component of the reduction by-law is that it would require business to report their distribution of plastic and paper bags. Having this data will allow staff to set appropriate targets and monitor progress over time—a key difference compared to regulation in other jurisdictions. Staff will monitor results based on data collected, and assess if further regulatory action is needed three years after the by-law amendments come into effect.

Other Priority Actions

As noted above, the City will monitor progress under the reduction plans by-law and assess the need for further regulation in three years. Possible additional regulatory actions to pursue in 2021-2025 include a distribution ban on plastic bags and/or setting specific fees on bags. Consultation revealed that stakeholders and residents showed less support for plastic bag bans compared to fees; only 59% of Vancouver residents support a plastic bag ban compared to 73% that support fees.

Future work also includes actions to help ensure that distributed bags are successfully recycled or composted. These include working with industry and the provincial government to develop provincial standards for recyclability and compostability of materials, and requiring office buildings to provide recycling collection for bags discarded on the premises. B.C. already has legislation that includes plastic and paper bags generated by residents as part of the provincial EPR program for printed paper and packaging, and the City will engage the provincial government and producers in dialogue to expand coverage to include more collection points and addressing bags from workplaces.

Actions that can help to increase residents' use of reusable shopping bags include developing or supporting others' social media campaigns that target behavior change towards bringing your own bags to shop, and exploring opportunities to support new business models for reusable bag sharing networks, like the "boomerang bag" concept originated in Australia, for times when people forget to bring their own bag.

¹⁷ <http://mrsc.org/getmedia/d4703f1e-2ab4-4bfd-9f0a-98ca5ca32b44/s42plastic.pdf.aspx> (accessed April 28, 2018).

¹⁸ <https://static1.squarespace.com/static/54d3a62be4b068e9347ca880/t/5a0237d7652deae895d2df1c/1510094808473/California+Coastal+Cleanup+Data+2010.2016.2017.pdf> (accessed April 28, 2018).

INFLUENCING ACTIONS

City Authority

START

2019 to 2020	B.1	Reduction Plans
	Introduce a by-law requiring <u>business license holders</u> to have reduction plans for plastic and paper bags and report on the amount of plastic and paper bags they distribute.	
2021 to 2025	B.2	Recycling and Compost Collection in Offices
	Require office buildings to provide collection of plastic bags (once guidelines for acceptable materials have been established and recycling and composting end markets have stabilized).	
	B.3	Distribution Bans
	Evaluate need for the City to introduce a distribution ban on plastic and paper bags, depending on reduction achieved and amounts in garbage and litter.	
	B.4	<u>Evaluate Need to Specify Amount of Fees</u>
	Evaluate the need to <u>specify the level of fees to be charged</u> on plastic and paper bags.	

Regional Authority

START

2018	B.5	Regional Single-Use Item Reduction Strategy
	Support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions for plastic and paper bags.	

Provincial Authority

START

2018	B.6	Extended Producer Responsibility (EPR)
	Engage producers and the B.C. Ministry of Environment and Climate Change Strategy in a dialogue to require EPR for compostable plastic bags, and all bags generated on industrial, commercial and institutional (ICI) property.	

National Authority

START

2018	B.7	(NEW) National Single-Use Plastics Reduction Strategy
	Participate in the consultation process for Environment and Climate Change Canada to develop a national single-use plastics reduction strategy.	

SUPPORTIVE ACTIONS

In addition to the cross-cutting supportive actions described previously, the following table identifies supportive actions that apply specifically to bags.

START

2018	B.8	Education and Outreach
	B.8.1	Promote and amplify education and behaviour change campaigns led by industry organizations, non-profits, and community groups. ¹⁹ <u>For example, Recycle BC and Retail Council of Canada published a guide to support all retailers to reduce single-use shopping bags, and Recycle BC and local retailers also launched a #BringYourOwnBag campaign.</u>
2019 to 2020	B.8	Education and Outreach
	B.8.2	(NEW) Execute a social media campaign to align with by-law amendments to educate the public and businesses about reduction plans for plastic and paper bags.
	B.8.3	(NEW) Develop display material for businesses to help educate customers about reduction plans for plastic and paper bags.

Foam Cups & Take-out Containers



Current Situation

While clean expanded polystyrene foam (sometimes referred to as “thermal” or Styrofoam™) is technically a recyclable material, it must be collected and managed separately from other materials. Residents can recycle foam at Recycle BC depots, but not in the curbside or multi-family program, as it breaks easily during the collection process. The broken pieces are difficult to separate from other recyclables and this mixture of materials is incompatible with local recycling facilities, meaning that neither the foam nor the other materials get recycled properly. And the light and bulky nature of expanded polystyrene foam makes it too expensive to collect as a separate stream in household recycling programs.

There is no collection system or market in place to handle food-contaminated containers. To successfully recycle foam cups and take-out containers, residents must take them home, clean them and bring them to Recycle BC depots and participating stores; however, only 6% of Vancouver residents say that they take their foam cups and take-out containers to a designated location for recycling. 32% of Vancouver residents say they would use foam recycling bins if they were nearby when they finished their food; but expanding streetscape recycling programs to include expanded polystyrene foam is not a viable option due to the issue of food contamination. As a result of these issues, much of this material ends up disposed in the public realm, potentially ending up in the marine environment or ultimately disposed at the landfill or incinerator.

Early City Actions

Through a by-law amendment, the City will require that business license holders do not sell or otherwise provide prepared food in polystyrene foam cups or take-out containers beginning November 1, 2019. This timeline allows City staff to work with businesses, social service agencies and institutions to address their concerns around the need for support in smoothly

¹⁹ Subject to assessment by the City to ensure campaigns align with objectives of the Single-Use Item Reduction Strategy.

transitioning away from foam. City staff will develop materials to support the business community and other organizations in choosing acceptable substitute materials, including convening stakeholders to share information and learn from each other.

The by-law does not apply to hospitals and other facilities licensed as community care facilities under the Community Care and Assisted Living Act, or prepared food containers that have been filled and sealed outside Vancouver.

Should industry develop a viable recycling alternative during the transition period prior to the by-law coming into effect, staff will report back to Council on any changes to timing or scope of the by-law that could be considered. One of the considerations City staff would take into account when evaluating any recycling alternative put forward by industry would be the inclusion of all distributors of foam cups and take-out containers. Many businesses that use these materials are small businesses, which are exempt from the B.C. Recycling Regulation (B.C. Reg. 206/2017), the provincial regulation that requires EPR for packaging and printed paper, and so they currently do not pay into Recycle BC's program.

To ensure a consistent policy towards foam, City staff will also explore opportunities to require that prepared food is not provided in expanded polystyrene foam cups and containers at festivals and other special events held on City property, and work with groups without a business license such as faith-based organizations, charitable groups and others to raise awareness about the need to use substitute materials for foam cups and containers.

Rationale

Without a viable program for recovering and recycling expanded polystyrene foam cups and take-out containers, or the willingness of residents to clean and deliver these materials to depots for recycling, a prohibition on the distribution of these materials is recommended.

Other Priority Actions

During Phase 2 consultation, businesses expressed a desire for harmonization across municipalities on policy related to reducing single-use items. The City will support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions to address foam cups and containers, and work with Metro Vancouver to expand regional disposal bans to foam cups and take-out containers.

INFLUENCING ACTIONS

City Authority

START

2018	F.1	Distribution Ban (<u>License Holders</u>)
	Introduce by-law amendments to <u>prohibit business license holders from providing prepared food in expanded</u> polystyrene foam cups and containers, <u>beginning Nov 1, 2019.</u>	
2019 to 2020	F.2	(NEW) Distribution Ban (Permit Holders)
	Explore opportunities to require that prepared food is not provided in expanded polystyrene foam cups and containers at festivals and other special events held on City property.	

Regional Authority

START

2018	F.3	Regional Single-Use Item Reduction Strategy
		Support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions to address foam cups and containers.
2019 to 2020	F.4	Regional Disposal Ban
		Work with Metro Vancouver to expand regional disposal bans to foam cups and take-out containers.

National Authority

START

2018	F.5	(NEW) National Single-Use Plastics Reduction Strategy
		Participate in the consultation process for Environment and Climate Change Canada to develop a national single-use plastics reduction strategy.

SUPPORTIVE ACTIONS

In addition to the cross-cutting supportive actions described previously, the following table identifies supportive actions that apply specifically to foam cups and containers.

START

2018	F.6	Education and Outreach
	F.6.1	(NEW) Develop language-appropriate educational resources about substitute materials for foam cups and containers for business license holders.
	F.6.2	(NEW) Work with groups without a business license such as faith-based organizations, charitable groups and others to raise awareness about the need to use substitute materials for foam cups and containers.
	F.6.3	(NEW) Execute a social media campaign to align with by-law amendments to educate the public and businesses about the prohibition on providing prepared food in foam cups and containers.
2019 to 2020	F.7	Collaboration and Dialogue
	F.7.1	(NEW) Convene a stakeholder group to develop approaches for small businesses to apply their collective buying power to increase availability of recyclable and compostable take-out containers and cups.

Disposable Cups



Current situation

Cups and take-out food containers make up 50% of waste in public litter bins and in street litter. It costs the City approximately \$2.5 million per year to clean up these items as litter from bins, Vancouver's streets, parks and public spaces.

Currently, 60% of Vancouver residents already use reusable cups or travel mugs on occasion as a step to reduce their use of single-use items. Many food service vendors already offer a discount for reusable travel mugs and some charge a fee for disposables. However, many coffee shops and fast food vendors still default to serving beverages in disposable cups even when they're consumed on site.

Paper and plastic cups can be recycled through the residential and on-street recycling programs operated by Recycle BC. Some residents are unaware that coffee cups can be recycled at all. In response, Recycle BC recently launched a campaign to educate residents that coffee cups are accepted in the mixed containers streams in their curbside, multi-family and on-street programs.

The material collected through Recycle BC is currently sent to special recycling facilities in South Korea. Unfortunately, recycling is not a perfect solution for paper cups. The paper is lined with a plastic coating to protect it from liquid. The plastic must be separated from the paper portion of these "polycoat" cups in order for them to be recyclable. Coloured coffee cups can be challenging to recycle because the inks have to be removed through a special process at de-inking plants. Additionally, recyclable cups can be contaminated by food or napkins stuffed inside, making them unsuitable for recycling.

Some businesses are switching to compostable plastic cups (often made from polylactic acid, or PLA), but these can contaminate other plastic items when collected mixed in the same container, and may not fully break down in local compost facilities. Similarly, compost can become contaminated when non-compostable plastic or paper cups are thrown in the compost stream.

Cups aren't accepted in many business recycling programs because the companies that collect them don't have access to stable recycling markets.

Early City Actions

By-law amendments will require business license holders that use disposable cups to have reduction plans that significantly reduce the amount of these items they distribute. The by-law will apply to all types of single-use drink cups, such as:

- Paper cups, including polycoat cups lined inside and/or outside with polyethylene plastic (e.g. coffee cups are typically polycoat cups, as well as many cold drink cups)
- Disposable plastic cups (e.g. such as those used for cold drinks)
- Single-use cups designed, marketed and/or labeled as compostable or biodegradable (e.g. often made from polylactic acid, commonly referred to as PLA)

Business license holders will be able to choose their approach for achieving reduction from a list of options, as described in Section 2.0 (refer to "Reductions Plans"). Regardless of which approach to reduction license holders choose, they will be required to track and report the amount of disposable cups they distribute. Further consultation is needed with industry and the business community to determine an appropriate reduction target before a by-law amendment is

presented to Council. The City will monitor reduction progress over time and assess if further regulatory action is needed three years after the by-law amendments come into effect.

Supportive actions such as a social media campaign to educate the public and businesses, and display materials that businesses can use to inform customers about their reduction plan will be developed to align with implementation of the reduction plan by-law.

The City will also investigate opportunities to reduce the costs of collecting disposable cups in public waste bins and as litter (e.g. through deposit-refund programs) and recover these costs through an appropriate mechanism from businesses that generate this waste.

Rationale

Any program to reduce the number of single-use beverage cups needs to focus on long term changes, as there is no immediate action that can be taken to realistically eliminate the use of single-use cups.

The business community is generally supportive of taking action to reduce the overall number of cups disposed and to expand opportunities for recovery, but they are challenged with the reality of changing a culture that has developed over many decades. The take-out drink is ubiquitous in Western society and is driven by fast paced grab-and-go lifestyles. It will be important to work with industry to develop sustainable initiatives for reducing the distribution of disposable cups.

Currently there are few other jurisdictions to study in terms of regulation or data on reduction results for disposable cups. Taiwan will ban disposable cups in 2030, but staff research found no other examples of regulation for reducing disposable cups. In March 2018, the United Kingdom considered but declined to introduce a 25-pence “latte levy” on disposable cups or to ban them by 2023. In 2009, the City of Toronto explored, but did not adopt, a policy to require vendors to offer a \$0.20 discount on hot drinks sold in reusable cups.

The reduction plan requirement in the Single-Use Item Reduction Strategy is a bold first step towards reducing disposable cups in Vancouver. A key component of the reduction by-law is that it would require business license holders to report their distribution of disposable cups. Having this data will allow staff to set appropriate targets and monitor progress over time. Staff will monitor results based on data collected, and assess if further regulatory action is needed three years after the by-law amendments come into effect.

Other Priority Actions

As noted above, the City will monitor progress under the reduction plans by-law and assess the need for further regulation in three years. Possible additional regulatory actions to pursue in 2021-2025 include setting specific fees on cups.

The City will continue focussing on making reusable cups the norm—both for beverages consumed on-site and to-go—so that single-use cups are used only when necessary. Actions in this area include developing or supporting others’ social media campaigns that target behavior change towards bringing your own cup, and exploring opportunities to support new business models for reusable cup exchange networks, like those in Germany and New York, for times when people don’t bring their own cup. Based on findings from an early pilot program at UBC, centralized dishwashing services (similar to linen washing services) could be helpful to ensure cups are properly sanitized between uses. To address this, the City will explore the need and feasibility for requiring commercial dishwashers.

When single-use cups do need to be used, they should be recyclable or compostable, with convenient collection systems, and recycled or composted in local facilities. This will require participating in dialogues with industry and the provincial government to standardize cup materials and recycling and composting systems, and reduce confusion between recyclable and compostable cups. The City will also evaluate the need to require office buildings and businesses that distribute disposable cups to provide on-site recycling collection for cups.

B.C. already has legislation that includes disposable cups collected in the curbside and multi-family recycling programs as part of the provincial EPR program for printed paper and packaging. The City will engage the provincial government and producers in a dialogue on expanding EPR to all cups, including compostable cups and cups generated on industrial, commercial and institutional property, so that industry is responsible for costs and stimulates investment in end-markets that are compatible with their packaging design. If recycling rates are found to be low over time and the amount of cups in litter is still high, the City may engage stakeholders in a dialogue around requiring a deposit-refund system for single-use cups similar to other beverage containers.

During consultation, businesses expressed a desire for harmonization across municipalities on policy related to reducing single-use items. The City will support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions to address disposable cups, and potentially also engage Metro Vancouver in a dialogue about opportunities for a regional disposal ban on disposable cups.

INFLUENCING ACTIONS

City Authority

START

2018	C.1	Recover Litter Collection Costs
	Investigate <u>opportunities to reduce the costs of collecting disposable cups in public waste bins and as litter (e.g. through deposit-refund programs) and recover these costs through an appropriate mechanism from businesses that generate this waste.</u>	
2019 to 2020	C.2	Reduction Plans
	Introduce a by-law requiring <u>business license holders to have</u> reduction plans for single-use cups <u>and report on the amount of single-use cups they distribute.</u>	
2021 to 2025	C.3	Recyclable or Compostable Single-Use Items
	Evaluate need for by-law amendments to require single-use cups to be recyclable or compostable, with clear guidelines for acceptable materials that can be processed in local recycling and composting facilities.	
	C.4	In-Store Recycling and Compost Collection
	Require in-store collection of recyclable and compostable cups (once guidelines for acceptable materials have been established and recycling and composting end markets have stabilized).	
	C.5	Recycling and Compost Collection in Offices
2021 to 2025	Require office buildings to provide collection of recyclable and compostable cups (once guidelines for acceptable materials have been established and recycling and composting end markets have stabilized).	
	C.6	Evaluate Need to Specify Amount of Fees
Evaluate the need to specify the level of fees to be charged on disposable cups.		

Regional Authority

START

2018	C.7	Regional Single-Use Item Reduction Strategy
		Support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions for disposable cups.
2019 to 2020	C.8	Regional Disposal Ban
		Work with Metro Vancouver to expand regional disposal bans to all disposable cups.

Provincial Authority

START

2018	C.9	Extended Producer Responsibility (EPR)
		Engage producers and the B.C. Ministry of Environment and Climate Change Strategy in a dialogue to require EPR for compostable cups, and all cups generated on industrial, commercial and institutional (ICI) property.
2021 to 2025	C.10	Deposit-Refund
		Depending on results, evaluate need to advocate for cup deposit-refund program.

National Authority

START

2018	C.11	(NEW) National Single-Use Plastics Reduction Strategy
		Participate in the consultation process for Environment and Climate Change Canada to develop a national single-use plastics reduction strategy.

SUPPORTIVE ACTIONS

In addition to the cross-cutting supportive actions described previously, the following table identifies supportive actions that apply specifically to disposable cups.

START

2018	C.12	Education and Outreach
	C.12.1	Promote and amplify education and behaviour change campaigns led by industry organizations, non-profits, and community groups. ²⁰ <u>For example, Recycle BC launched a coffee cup recycling campaign.</u>
2019 to 2020	C.12	Education and Outreach
	C.12.2	(NEW) Execute a social media campaign to align with by-law amendments to educate the public and businesses about reduction plans for disposable cups.
	C.12.3	(NEW) Develop display material for businesses to help educate customers about reduction plans for disposable cups.
	C.13	Infrastructure and Programs
	C.13.1	(NEW) Explore the need and feasibility for requiring commercial dishwashers to support the use of reusable cups on site.
	C.13.2	(NEW) Explore opportunities to support the development of sharing and exchange programs for reusable items such as a city-wide travel mug exchange program.

²⁰ Subject to assessment by the City to ensure campaigns align with objectives of the Single-Use Item Reduction Strategy.

Take-out Containers



Current Situation

Take-out food containers and cups make up 50% of waste in public litter bins and in street litter. It costs the City approximately \$2.5 million per year to clean up these items as litter from bins, Vancouver's streets, parks and public spaces. Quick-serve and take-out restaurants generally serve meals in disposable containers, sometimes even for meals consumed on-site. Smaller storefronts and a focus on take-out packaging mean that many of these restaurants don't have space for commercial dishwashers or storage for dishes. Health codes currently prevent restaurants from filling take-out orders in containers brought in by customers unless they have a documented procedure, approved by their local Health Authority, for properly cleaning and sanitizing containers before using them. These barriers will take time to overcome. Independent of the challenges, our consultation results show:

- 91% of Vancouver residents support on-site recycling in restaurants and offices;
- 84% feel that quick-serve restaurants or cafes should provide reusable dishware for eating in;
- 62% say they would be likely to bring their own take-out container for food if they were allowed to do so.

Early City Actions

The City will investigate opportunities to reduce and recover the costs of collecting take-out containers in public waste bins and as litter through an appropriate mechanism from businesses that generate this waste.

The City will also focus on standardizing take-out containers so they can be recyclable and/or compostable in local systems. This level of standardization is beyond Vancouver's authority and control, and will require engagement and dialogue with packaging producers, Metro Vancouver (through their Regional Single-Use Item Reduction Strategy), and the Province to expand EPR to ICI and compostable packaging.

Once packaging is aligned with recycling and compost systems, the City can introduce by-law amendments to require that packaging is recyclable or compostable through local systems and require office buildings and businesses that distribute take-out containers to have on-site programs to recover take-out containers for recycling or composting.

Rationale

Reduction and reuse alternatives for take-out containers are currently not common in Vancouver or other jurisdictions. Actions in this area aim to work on two fronts: ensure single-use containers are recycled or composted when used; and develop infrastructure and programs that allow businesses and their customers to use reusable containers whether dining in, taking food out, or getting food delivered.

Other Priority Actions

The City will start to lay the groundwork for re-useable containers. Action is already underway with Vancouver Coastal Health to pilot a Bring Your Own Container program that would allow approved restaurants to fill take-out orders in containers brought in by customers in a safe and sanitary manner, modelled after New York City's health code. Container exchange networks like Portland's GO Box and reusable take-out containers offered by local universities are also promising, and the City will explore how to support the development of this infrastructure. The City will also explore how to support the use of more reusable dishes for dining-in and food

delivery, such as evaluating the need and feasibility for requiring commercial dishwashers, and engaging food delivery services to identify opportunities to reduce their single-use packaging.

Once policies, infrastructure, and practices are in place to support reuse, the City and its partners can consider introducing a reduction plan by-law for take-out containers. By 2025, the City will determine if stronger regulatory measures are needed, such as requiring fees on take-out containers.

B.C. already has legislation that includes take-out containers collected in the curbside and multi-family recycling programs as part of the provincial EPR program for printed paper and packaging. The City will engage the provincial government and producers in a dialogue on expanding EPR to all containers, including compostable containers and containers generated on industrial, commercial and institutional property, so that industry is responsible for costs and stimulates investment in end-markets that are compatible with their packaging design.

During Phase 2 consultation, businesses expressed a desire for harmonization across municipalities on policy related to reducing single-use items. The City will support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions to address take-out containers. Once stable recycling and compost end-markets are in place, the City may also engage Metro Vancouver in a dialogue about opportunities for a regional disposal ban on take-out food packaging that isn't already covered, including polycoat paper, compostable take-out containers and food-soiled paper.

INFLUENCING ACTIONS

City Authority

START

2018	T.1	Recover Litter Collection Costs
		Investigate <u>opportunities</u> to <u>reduce</u> the costs of collecting take-out containers in public waste bins and as litter <u>and recover these costs</u> through an appropriate mechanism from businesses that generate this waste.
2021 to 2025	T.2	Recyclable or Compostable Single-Use Items
		Evaluate need for by-law amendments to require take-out containers to be recyclable or compostable, with clear guidelines for acceptable materials that can be processed in local recycling and composting facilities.
	T.3	In-Store Recycling and Compost Collection
		Require in-store collection of recyclable and compostable take-out containers (once guidelines for acceptable materials have been established and recycling and composting end markets have stabilized).
	T.4	Recycling and Compost Collection in Offices
		Require office buildings to provide collection of recyclable and compostable take-out containers (once guidelines for acceptable materials have been established and recycling and composting end markets have stabilized).
	T.5	Reduction Plans
		Evaluate need for a by-law requiring <u>business license holders to have</u> reduction plans for take-out containers once sufficient reusable alternatives and infrastructure have been established.
	T.6	<u>Evaluate Need to Require and Specify Amount of Fees</u>
		Evaluate the need to require organizations to charge set fees on take-out containers.

Regional Authority

START

2018	T.7	Regional Single-Use Item Reduction Strategy
		Support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions for take-out containers.
2019 to 2020	T.8	Regional Disposal Ban
		Work with Metro Vancouver to expand regional disposal bans to <u>take-out food packaging</u> that isn't already covered, including polycoat paper, compostable take-out containers and food-soiled paper (once stable recycling and compost end-markets are in place).

Provincial Authority

START

2018	T.9	Extended Producer Responsibility (EPR)
		Engage producers and the B.C. Ministry of Environment and Climate Change Strategy in a dialogue about requiring EPR for compostable take-out containers and all take-out containers generated on ICI property.

National Authority

START

2018	T.10	(NEW) National Single-Use Plastics Reduction Strategy
		Participate in the consultation process for Environment and Climate Change Canada to develop a national single-use plastics reduction strategy.

SUPPORTIVE ACTIONS

In addition to the cross-cutting supportive actions described previously, the following table identifies supportive actions that apply specifically to take-out containers.

START

2018	T.11	Infrastructure and Programs
	T.11.1	Launch the Bring Your Own Container pilot in partnership with Vancouver Coastal Health.
2019 to 2020	T.11	Infrastructure and Programs
	T.11.2	(NEW) Explore the need and feasibility for requiring commercial dishwashers to support the use of reusable dishes on site.
	T.11.3	(NEW) Explore opportunities to support the development of sharing and exchange programs for reusable items such as a city-wide reusable take-out containers exchange program.
	T.11.4	(NEW) Engage food delivery services and food vendors that offer delivery to identify opportunities to reduce single-use take-out containers and packaging.

Straws & Utensils



Current Situation

During Phase 2 of consultation, City staff heard suggestions during the roundtable discussions, at the engagement storefront and through our dedicated project emails to include plastic straws within our defined project scope. The City also received a petition to reduce or eliminate the use of plastic straws in Vancouver. The petition was coordinated by a local organization called Drop the Straw and, as of March 20th 2018, had over 110 signatures from restaurants in Vancouver that are supportive of stricter policies regarding the unnecessary use of plastic straws. Based on this feedback, and in light of a growing global movement to reduce plastic straws in restaurants and liquor establishments, single-use straws were included in the strategy.

Plastic straws and utensils are not readily recycled because they fall through screens on recycling sorting lines that are designed to remove contaminants. They can also contaminate compost if they're thrown away with food. Compostable plastic straws and utensils may not be readily composted in local systems. When they become litter, straws and utensils can be ingested by animals and cause significant harm.

These environmental concerns must be balanced with health care needs. During Phase 2 of consultation, staff also heard from the Persons with Disabilities Advisory Committee, the Seniors Advisory Committee and social service providers in the Downtown Eastside, who signalled the need to allow for durable straws to accommodate important musculoskeletal and oral health care needs in any policy aimed at restricting straws.

Early City Actions

The City will prohibit business license holders from distributing single-use plastic straws beginning Nov. 1, 2019. Before preparing the by-law amendment, City staff will further consult with appropriate civic agencies, community health groups, affected businesses and stakeholders to identify opportunities to support the transition, accommodate health care needs, and ensure any unintended consequences are addressed. Staff will report back to Council with an implementation plan by December 31, 2018.

To ensure a consistent policy towards straws, City staff will also explore opportunities to require that single-use plastic straws are not distributed at festivals and other special events held on City property.

The strategy also proposes to require that business license holders do not provide disposable utensils unless customers request them.

To support businesses with the transition, the City will execute social media to educate the public and businesses, and display materials for businesses to help educate customers about the regulations on straws and utensils.

Rationale

During Phase 3 of consultation, stakeholders and the public were consulted more broadly on single-use straws and the potential for a by-law that would require businesses to ask customers if they would like a straw. Businesses that offer beverages “to go” noted that a customer prompt or by-request by-law would be impractical for their business models and would likely aggravate customers. Some environmental groups and the public stated that the prompt by-law did not go

far enough to eliminate unnecessary plastic waste and litter. Out of all single-use items covered in the strategy, the reduction of straws was highly supported by both the public and stakeholder groups. In some instances, business owners reported that they had already begun to only provide straws when requested by customers. However, certain businesses that rely on a particular type of straw for their product (e.g. bubble tea shops) raised concerns about the impact on their business.

The strategy initially proposed a by-law amendment to require food vendors to ask if customers would like a straw. After reviewing the Phase 3 consultation feedback, staff concluded that a customer prompt or by-request by-law was not practical and may not adequately address the problem of plastic straws in litter and marine environments. As a result, the recommendation in the final strategy is a prohibition on single-use plastic straws.

In Phase 3 of the consultation, stakeholders and the public expressed a desire for additional action on disposable utensils. In response, the strategy includes the action to introduce a customer request by-law for disposable utensils. Single-use items are often distributed by businesses as the default option, which puts the responsibility on customers to refuse these items. Giving out single-use items only if asked resets the default behaviour to avoidance of single-use items. 71% of public opinion survey respondents indicated they would reduce their use of single-use items if they had to ask instead of automatically receiving them.

Other Priority Actions There may be opportunities in the future to recycle or compost straws but work is required to standardize materials and create systems to support recovery. EPR programs for straws and utensils could be a partial solution and the City will work with the Province on the possibility of having them added to existing programs.

Charging a fee for single-use straws and utensils could also be a future option to reduce the use of these items.

INFLUENCING ACTIONS

City Authority

START

2018	S.1	(NEW) Distribution Ban on Single-Use Plastic Straws (License Holders)
	Introduce by-law amendments to prohibit business license holders from providing single-use plastic straws, beginning Nov. 1, 2019. Work with affected stakeholders to develop an implementation plan by Dec. 31, 2018.	
2019 to 2020	S.2	(NEW) Distribution Ban on Single-Use Plastic Straws (Permit Holders)
	Explore opportunities to require that single-use plastic straws are not distributed at festivals and other special events held on City property.	
	S.3	(NEW) Customer Requests for Single-Use Utensils
2021 to 2025	Introduce by-law amendments to prohibit business license holders from providing single-use utensils unless requested by the customer.	
	S.4	Recyclable or Compostable Single-Use Items
	Evaluate need for by-law amendments to require single-use straws and utensils to be recyclable or compostable, with clear guidelines for acceptable materials that can be processed in local recycling and composting facilities.	
	S.5	In-Store Recycling and Compost Collection
Require in-store collection of recyclable and compostable straws and utensils where distributed (once guidelines for acceptable materials have been established, and recycling and composting end markets are established).		

2021 to 2025	S.6	Evaluate Need to Require and Specify Amount of Fees
	Evaluate the need to require organizations to charge set fees on <u>single-use</u> straws and utensils.	

Regional Authority

START

2018	S.7	Regional Single-Use Item Reduction Strategy
	Support Metro Vancouver's work to develop a Regional Single-Use Item Reduction Strategy, including actions for straws and utensils.	

Provincial Authority

START

2018	S.8	Extended Producer Responsibility (EPR)
	Engage producers and the B.C. Ministry of Environment and Climate Change Strategy in a dialogue about requiring EPR for straws and utensils, both recyclable and compostable, from all types of properties (residential, ICI, streets, parks and public spaces).	

National Authority

START

2018	S.9	(NEW) National Single-Use Plastics Reduction Strategy
	Participate in the consultation process for Environment and Climate Change Canada to develop a national single-use plastics reduction strategy.	

SUPPORTIVE ACTIONS

In addition to the cross-cutting supportive actions described previously, the following table identifies supportive actions that apply specifically to straws and utensils.

START

2019 to 2020	S.10	Education and Outreach
	S.10.1	(NEW) Execute a social media campaign to align with by-law amendments to educate the public and businesses about the prohibition on providing single-use plastic straws.
	S.10.2	(NEW) Develop display material for businesses to help educate customers about the prohibition on providing single-use plastic straws.
	S.10.3	(NEW) Execute a social media campaign to align with by-law amendments to educate the public and businesses about the prohibition on providing single-use utensils unless requested by the customer.
	S.10.4	(NEW) Develop display material for businesses to help educate customers about the prohibition on providing single-use utensils unless requested by the customer.

City Internal Actions - Leading by Example



Current Situation

While Vancouver pursues the goal of zero waste and reduces single-use items, it is crucial that the City 'walk the talk' within its own operations. By doing so, the City will not only reduce its contribution to the overall amount of waste generated in Vancouver, it will also gain firsthand experience with overcoming the barriers that need to be addressed in order to transition away from single-use items.

In recent years the City has achieved enormous success in reducing the amount of waste disposed. Following the introduction of a green operations policy and rolling out 'zero waste stations' in nearly every City facility, the City now recycles or composts over 80% of materials generated in its facilities (primarily paper, plastics, and organic material), which is comparable to many leading zero waste organizations.

Early City Actions

City staff are already working with Park Board staff to review opportunities to support changes at concession stands to purchase cups, take-out containers, straws, and utensils that are recyclable and compostable, and to reduce the overall use of disposables.

Additional efforts to reduce single-use items include eliminating single-use items in City meetings and at City events, and further adapting the City's purchasing policies to select items that are reusable or recoverable through existing recycling and composting programs. In alignment with Zero Waste 2040, the City will develop a Corporate Zero Waste Ambassadors program to leverage the City's large, diverse workforce to promote and demonstrate zero waste behaviours. The learnings from this program can be applied to the volunteer network of community zero waste ambassadors (one of the supportive actions included in this strategy).

Other Priority Actions

Continue growing the City's Green Operations Plans to include initiatives to reduce single-use items, such as:

- a. Policy and infrastructure to promote reusable dishware.
- b. Procurement policies and guidelines for reusable dishware, and compostable and recyclable single-use items.
- c. Potential pilot projects to test sharing programs for travel mugs, take-out containers, and shopping bags in City facilities.

4.0 DELIVERING THE STRATEGY

Measuring Performance

Current Situation

There is a recognized lack of data (or reliable data) and transparency pertaining to the generation and management of all types of waste materials within Vancouver.²¹ Currently, information about the amounts of single-use items used in Vancouver primarily comes from composition studies or waste audits of the materials disposed to landfill and incinerator conducted by Metro Vancouver or the City of Vancouver. Other sources of data include composition studies of street litter occasionally conducted by the City and Great Canadian Shoreline Cleanup item counts. These data sources help the City to measure progress towards strategy's goals to reduce the amount of single-use items in street litter, or disposed to landfill and incinerator.

However, data is not publically available about the amount of single-use items distributed by businesses, or the amount of single-use items recovered for recycling and compost. These data gaps will make it difficult to measure progress on the strategy's goals to reduce the amount of single-use items used, increase the use of reusable alternatives and recycle and compost what remains. Moreover, without data to establish a baseline, it is difficult to define meaningful targets.

Specific challenges to overcome include:

- Many businesses that distribute single-use items report the estimated amount of material that residents take home which is managed by Recycle BC under EPR program requirements, but this data is not released to municipal governments or the public.
- Many small businesses are exempt from EPR requirements and do not report the amount of packaging they distribute to Recycle BC
- Although the B.C. Recycling Regulation sets out a Pollution Prevention hierarchy (prioritizing reduction ahead of recycling) that EPR programs are to follow, the target in the regulation and Recycle BC's approved plan is for recycling rates only.
- Single-use items have not always been categorized separately in regional and Vancouver waste composition studies. Disposal trends cannot be identified when specific single-use items are grouped in broader material categories.
- Vancouver's waste is managed as part of a regional system in Metro Vancouver for collecting, disposing and recovering waste. Quantitative data about waste collected by private haulers and through EPR programs is aggregated with regional totals making it difficult to separate out.
- Benchmarks are available for levels of plastic bag reduction based on success in other jurisdictions; however, there are no benchmarks for the other single-use items under consideration.

²¹ Zero Waste 2040 includes City roles for addressing data and information gaps that are pervasive across Vancouver. These actions will improve the accuracy and reliability of all Vancouver's waste stream measurements, including single-use items.

Early City Actions

The City will work to improve the availability of data related to the amount of single-use items distributed, disposed of, and recovered in Vancouver. To overcome data gaps and the challenges described above, the City will need to collaborate with stakeholders including businesses, Metro Vancouver, Recycle BC and the provincial government.

An early action to improve data availability is the requirements for business license holders to report to the City the amount of plastic and paper bags and disposable cups they distribute (see Section 2.0 on Reduction Plans). This action places the responsibility for managing and interpreting this data on the City, and the mechanism by which this data collection will occur needs to be discussed with stakeholders as part of transition planning to ensure the processes are practical, workable, and provide good information.

Based on the best available data, the City will select performance metrics to:

- Communicate progress towards strategy objectives;
- Indicate progress on implementing actions; and,
- Reveal meaningful trends about distribution, disposal and recovery of single-use items.

The City will develop targets for chosen performance metrics within three years of releasing the strategy, complete with projected timelines for achieving them. Targets will be presented to Council for approval, and Council will be kept informed on progress and implementation.

Rationale

Tracking performance metrics enables the City to measure progress on the strategy and adjust to changing trends over time, and setting specific and measurable targets helps to inspire action, ensure accountability and assess performance. Targets will be selected to be bold, but achievable.

Certain data limitations need to be overcome before the City can measure many of the performance metrics that are most relevant and meaningful in terms of communicating progress on the strategy, and set targets for those metrics. Actions in this area are designed to overcome data limitations, establish baseline distribution and recovery amounts, and set benchmarks based on observed performance.

MEASUREMENT ACTIONS

START

2018	M.1	Performance Metrics
	M.1.1	Select performance metrics that reflect best available data <u>and keep Council informed of progress.</u>
2019 to 2020	M.2	Overcome Data Limitations
	M.2.1	Measure single-use items as a separate category in future solid waste and litter composition studies completed by the City.
	M.2.2	Work with stakeholders such as Metro Vancouver, Recycle BC and industry to overcome data limitations related to distribution, disposal and recovery.
	M.2.3	Work with Recycle BC and the provincial government to support the development of reduction and recycling targets for single-use items covered by EPR programs, and report progress on those targets.

2019 to 2020	M.3	Targets
	M.3.1	Develop targets and timelines for achieving them.
2021 to 2025	M.2	Overcome Data Limitations
	M.2.4	Review data availability for single-use items over time and identify opportunities to revise performance metrics as data gaps improve.

Implementation

The Single-Use Item Reduction Strategy provides a foundation for action and sets out the implementation plan to be undertaken between 2018 and 2025. The table on the following page presents the proposed timing of actions, in summary and by type of single-use item.

As the City moves forward with implementation, we will need to continue engaging stakeholders on the details and timing of implementation of City actions. In particular, we want to learn more about what is required to support businesses and the community in adapting to new regulatory requirements and the transition away from single-use items.

Financial and resource requirements will be developed for consideration by City Council as part of the annual budgeting process.